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ABSTRACT

Information on various forms of teacher incentive plans and the relationships between specific types of plans and local conditions, such as school district size, student-teacher ratio, and teacher salaries, is provided in this report. A secondary focus is the development of a conceptual framework for creating local incentive programs. A survey of 1,319 selected school districts within the seven north central regional states--Minnesota, Iowa, Wisconsin, Michigan, Illinois, Indiana, and Ohio--yielded a response rate of 78.9 percent. Findings indicate that incentive plans that focus on career status are used less frequently than those that stress professional enhancement and workplace conditions. Most plans correlate positively with district characteristics, but rural areas lack incentive programs. A trend in new teacher roles is identified, with many districts considering career ladders, peer evaluation, salary increases commensurate with additional responsibilities, and mentor teacher programs. Appendices contain the survey instrument, the availability of selected incentives by regional states, and an updated report on state incertive programs. Fifteen tables and seven figures are included. (46 references) (LMI)

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LEA PROGRAMS AND PRACTICES IN SEVEN STATES

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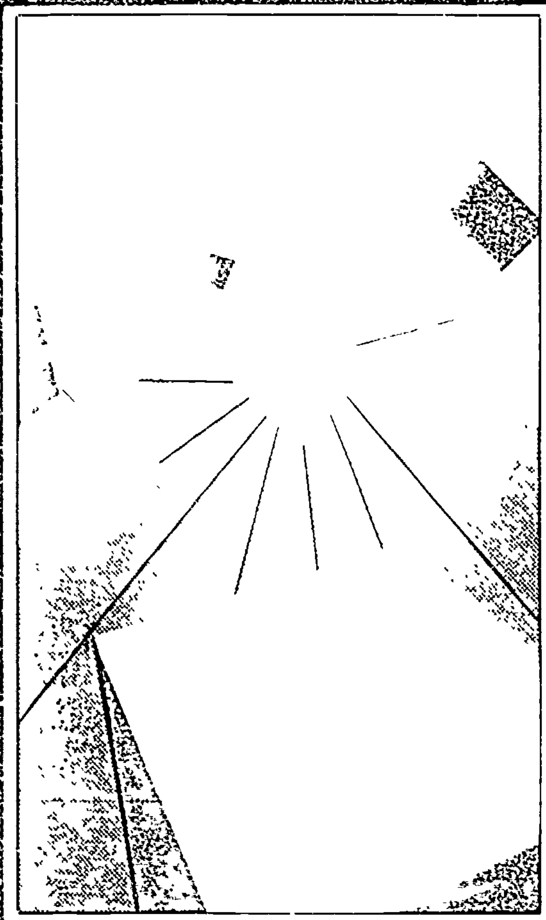

EXCELLENCE

CALL FOR TEACHER INCENTIVES

INCENTIVES FOR TEACHING:
LEA PROGRAMS AND PRACTICES IN SEVEN STATES

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&

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One in a Series of Reports on

Attracting Excellence: The Call for Teacher Incentives

1988

NCREL
NORTH CENTRAL REGIONAL
EDUCATIONAL LABORATORY

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Incentives for Teaching:
LEA Programs and Practices in Seven States

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Preface to Series

How can the best and the brightest among college students be encouraged to enter teacher preparation programs? What does it take to recognize, reward, and retain outstanding educators in elementary and secondary schools? Why do some educators invest more of themselves in developing their professional skills? The questions are myriad.

And as frequently as someone poses a question, another recommends an answer: introduce career ladders and mentoring systems; raise standards and salaries for entry into teaching; strengthen graduate and undergraduate programs of professional development; identify the most superior professionals with better tests and performance evaluation systems.

Debated and considered by policymakers, educators, scholars, and taxpayers, such questions and answers have been at the heart of educational reform initiatives nationwide for the past several years. And, in the same period, many innovative programs to provide incentives to educators have been introduced. Numerous states and local districts, including many in the region served by the North Central Regional Educational Laboratory (NCREL), have considered or taken action to implement i ;entive policies and programs.

In response to considerable interest in the theme of incentives among constituents in the region, NCREL initiated activities to develop information resources and encourage related research early in 1986. The first activity involved reviewing relevant literature and developing a framework to guide future conceptual work and strategies. The framework first was employed to describe significant themes and issues apparent in policies and programs of state governments. Several papers regarding policy issues on incentive programs were presented and discussed at a seminar held in 1986.

In 1987, the focus of Laboratory activities began to shift from initiatives taken by states to programs in local school districts. A survey of districts in all seven states of the region and case studies to create profiles of a small number of district-level programs comprised the next phase of activity.

Many, many people have contributed to NCREL's work on the theme of incentives for teachers and other educators. Participants in the 1986 seminar, SEA liaisons to NCREL, LEA liaisons for the case studies, and authors and reviewers of various products have provided, sifted, considered, and translated what has become a significant pool of information.

Although all who have joined this effort have made important contributions, special credit is due to Dr. Carol Bartell. She began working with NCREL while at the University of Iowa and continues to support our efforts now from the University of the Pacific. Her interest in identifying difficult issues and promising programs was equalled only by her dedication to sharing what she was learning with educators, policymakers, and other scholars.

Art Dorman and Nancy Fulford, Program Associates at the Laboratory, also deserve special credit for contributing to the development of this product series.

NCREL is proud to publish this series of products.

Jane H. Arends
Executive Director

Judson Hixson
Director, R&D Resource Development

Introduction

This report presents the findings of a study of teacher incentive programs offered by local education agencies (LEAs) in the seven states served by the North Central Regional Educational Laboratory (NCREL), in cooperation with the state education agencies of those states: Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin. The intent is to develop an awareness of the extent to which various forms of incentives are being utilized or considered in LEAs throughout the Region, and of associations between specific types of incentive plans and such local conditions as school district size, student teacher ratio, and teacher salaries. In addition, a conceptual framework is presented which clusters incentives according to the intents of the programs and the motivators to which they appeal. This framework is intended to assist those working on the development of incentive programs to assess the comprehensiveness of current practices and to identify unmet needs.

The data presented were gathered by a survey of LEA superintendents in the states served by NCREL. It represents part of a collaborative effort between the Laboratory and the University of Iowa to explore issues related to incentives for teachers, particularly as they affect the North Central Region.

Defining Incentives for Teachers

What are incentives for teachers? Incentives may be thought of as the the force with which an action affects an individual to produce a particular reaction. *The American Heritage Dictionary* defines an *incentive* as "something, as the fear of punishment or the expectation of reward, that incites to action," while *incite* is defined as: "to provoke to action, to stir up or urge on." (p. 650-651). The meaning of this word suggests deliberate rather than random action. Someone in control molds circumstances to promote certain paths of behavior on the part of another, who is the receiver of the "spur". Incentives are those circumstances.

When we speak of incentives for teachers, teachers are the recipients of the spurs, whose actions are being directed along a certain path. Some incentives are aimed at all teachers, as a class group. Other times, incentives are aimed at particular sub-groups of teachers, such as bilingual teachers, math teachers, or teachers in inner city communities. Which paths are to be promoted depends upon the goals established by those in control. Who is it that controls these matters? State governments have legal authority over public education in all of our fifty states. They may act directly or through the authority delegated to local school boards. In addition, the federal government, universities, educational research centers, prominent authors, and teacher organizations have some control via their access to information and their abilities to sway public opinion. These varied actors, in different combinations, have become involved in the teacher incentive movement.

Incentives are being defined in this study as a broad concept -- any deliberate effort intended to provoke the movement of teachers toward a pre-selected behavior. In addition, they are a value-based commodity and, as such, exist on a relative, rather than an absolute, basis.

> Incentives as inducements to behavior are highly subjective and value-related. What serves as an incentive for one person or group of persons does not always become an incentive that would motivate another; if one does not value something, the possible receipt of it can hardly be a motivator. Incentives can be strongly or weakly valued or fall somewhere along a continuum," (Bartell, 1987a p.2).

Incentives may involve a monetary reward, but are not limited to such form of spurring agent. They may be categorized into monetary versus non-monetary in emphasis. The non-monetary incentives can be disaggregated into different sources of

motivation: career status, award and recognition, increased professional responsibilities, and enhanced conditions in the workplace. These categories have been used in the initial phases of the NCREL project on teacher incentives entitled "Incentives That Enhance the Teaching Profession," and are applied to this continuation of NCREL's work.

Another way to categorize incentives is in terms of desired outcomes. The intent of incentives has been identified as addressing one of four broad needs: the recruitment of new teachers, the retention of present teachers, the improvement of the performance of present teachers, or the enhancement of teaching as a profession. Recruitment of teachers can be further divided into several particular intents: general recruitment to meet the demand posed by attrition and rising enrollments; recruitment of teachers with qualifications for particularly hard-to-fill positions, such as physical sciences, mathematics, special education, bilingual education, foreign languages, and computer science; recruitment of teachers for positions that are hard to fill because of their locations, which includes inner city schools and isolated rural communities; and the recruitment of more academically talented people to the teaching profession, which can apply to young adults in college as well as to people in the work force who are considering a career change. An incentive program may be intended to meet just one or a combination of these needs.

A matrix adapted by Bartell from Cresap, McCormick, and Paget (1984) and used throughout the NCREL teacher incentives project enables us to classify programs by both the form of motivation used as a spur and the goal or intent of the activity (see Figure 1). These schemes for categorizing incentives by their path of action (motivators) or selected destination (intents) overlap in practice, and one would not expect a given program always to fall within the discrete boundaries of a pair of descriptors. In fact, the most comprehensive plans will cut across many cells of the matrix. In this study, we use a full spectrum of teacher incentive plans, not restricted to merit pay, career ladders, or any other single approach. The categorization of incentives by intent also may be useful in identifying unmet needs and in understanding how incentives may have been provided through unintended effects.

FIGURE 1

A CONCEPTUAL FRAMEWORK FOR THE EXAMINATION OF TEACHER INCENTIVE PLANS

MOTIVATOR	INTENT			
	attraction	retention	improvement	enhancement
monetary compensation				
career status				
awards and recognition				
professional responsibilities				
conditions of the workplace				

Policymaking for Incentives

There can be no doubt that the development of incentives for teachers has become a major issue in American education. Incentive programs have been and are being designed to lure more and better qualified people into teaching, to keep the best teachers on the job, and to stimulate all teachers to work up to their potential. New policies are being adopted by state and local education agencies, with sums of money in the millions being allocated for incentive plans by a growing number of state legislatures. Most of the types of programs being implemented or suggested have existed in scattered locales for many years, but the extent of these activities has noticeably increased over the last five years.

The locus of the incentives movement, it appears, has been shifting from the discretionary behaviors of isolated local school boards to statewide policy arenas. By the end of 1987, 33 states had implemented large-scale statewide teacher incentive programs, provided state funding to support locally developed incentive plans, were testing pilot models in the field, or had incentive programs under development. In most cases these programs were linked to job performance. Almost all states provided tuition grants, loans, or loan forgiveness programs to students who enter teaching (American Association of Colleges for Teacher Education , 1987).

This shift in the locus of activity relating to teacher incentive programs has created a certain tension between the role of the state in setting policy to promote the betterment of its system of public education, and the overwhelming evidence that programs developed on the local level have a far greater likelihood of being fully and successfully implemented (Fullan, 1982; Goodlad, 1987; Wise, 1988). This study reports on the present status of the landscape in terms of LEAs and the incentive programs already in place upon which the state education agencies (SEAs) construct statewide policies. We examine trends that are common throughout the region as well as those which seem to relate to particular states.

The recruitment of individuals to a teaching career within a state, as well as recruitment of individuals to a particular state, has been perceived by many leaders as a state function. Governor Thomas Kean of New Jersey has called governors to "lead the teacher recruitment efforts in their states *personally*, through public endorsements of the importance and benefits of teaching in the state, (Kean, 1986, p. 207).

While state policymakers continue to respond to the perceived need for teacher incentives, the highly centralized state programs such as those developed by Tennessee, Texas, and Florida, among the first to respond to the challenges of A Nation at Risk, have diminished in popularity. More often, pilot projects have been funded with the intent of producing several model programs from which local districts could choose. Cornett (1985) found that the most common approach is statewide criteria established to be adapted for use the school districts. In cases such as Florida and Utah, highly centralized statewide programs were considered unacceptable and were modified to allow for more local district development of the plans (Kauchak, 1984; "Florida scraps...", 1986). Cornett stated, "I think that's the trend we will continue to see. I don't think we'll see the same kind of centralized programs that we had in the past," (Olson, 1987). Albert Shanker elaborates on this point, "I think state-imposed career ladders are not going to be very popular because basically people have gotten a lot smarter. They know that you can't bring about improvements by imposing them from the top," (in Olson, 1987).

This is not to imply that the pendulum has swung back from the state-centralized programs to locally initiated and controlled ones. Rather, states have been initiating new partnerships where the leadership and resources of the state are combined with the local district's awareness of its particular needs and circumstances to produce an optimal plan. These partnerships take different forms, depending on the cultural, economic, and political conditions prevalent in each of the states.

States may establish conditions for the development of local incentive plans through direct action, such as providing funding and establishing criteria for the approval of local programs, or merely by making funds available with a minimum of guidelines. The states may make the creation of a local plan a requirement for the receipt of categorical school funding for incentives, as the Iowa legislature has done. Sponsoring pilot programs can provide models which local districts may later later wish to emulate, using their own funds, as in Wisconsin. State support may be directed toward programs intended to retrain teachers to qualify for positions in areas of personnel shortages -- we see this occurring in Michigan, Ohio and Illinois. State agencies may offer LEAs technical assistance or training for school personnel. Even in states where proposed statewide programs have not been passed by the legislature, the public debate accompanying such proposals may increase the likelihood of local districts acting to develop their own programs.

In addition, state laws pertaining to such issues as collective bargaining, teacher certification, staff development requirements, and tenure rights impact upon the design of plans suited to meet local needs. The retreat of states from highly centralized teacher incentive development does lessen their control over the programs, but does not simplify the process of plan development; indeed, the various permutations and subtleties inherent in the forging of state and local partnerships create an array of complexities.

Such local conditions as the size of the student population and geographic location can affect the development of school district incentive plans. The size of the student population has a great bearing upon both the resource base and the organizational complexity which must be considered in developing and implementing local plans. Apart from size, the location of the district in terms of rural or metropolitan environments relate to such concerns as the availability of staff development resources for teachers, the size of the employment pool from which school personnel officers may select candidates, and the opportunities for alternative employment available to teachers. Teachers in small rural attendance centers usually would have far less access to collegial interaction, which has been cited as a significant incentive (Fulford, 1988; Brandt and Dronka, 1985; Rosenholtz, 1985a). Small school districts in Iowa were found to be far more likely than large ones to use "single shot" staff development programs, rather than developing on-going programs with classroom imbedded feedback which are far more likely to produce lasting and positive change in teachers' efficacy (Shepardson, 1984). Teacher efficacy in performance has been cited as one of the most powerful incentives (Rosenholtz, 1985b; Fiske, 1987; Futrell, 1987).

At the same time, large schools or large school districts may reduce the opportunities for individual teachers to be involved in the development and implementation of an incentive program, reducing the sense of teacher-ownership which is critical to the change process (Fullan, 1984). The increased bureaucratic structure found in the administration of large urban school districts may intensify the occurrence of goal displacement by teachers unable to balance their role as an advocate of service to their students with their role as a subordinate bureaucrat (Sykes, 1987). Large bureaucratic structures may even become disincentives for teachers, who come to view administration as an obstacle to their own efficacy (Haberman, 1987). In various ways, these locational factors affect the organization of the school district, and mitigate certain constraints which affect the development and implementation of a teacher incentive program.

Large districts may have a distinct advantage in funding teacher incentives. Economies of scale enable larger districts to have more flexibility in their budget, and may therefore more easily siphon operating funds into teacher incentives. One investigation revealed that it is more common for urban school districts to channel savings derived from economies of scale into teacher salaries, while middle class suburban districts are more likely to use these savings to hold down their tax rates (Turner, et. al., 1986). Burden's (1984) findings support the idea that smaller districts are financially disadvantaged in implementing career incentives, citing lack of funds as the largest single issue small schools face in establishing incentives.

Swift (1984) has suggested that states could take school district size into account in their funding formulas, recognizing that small schools are unavoidably more expensive. He points out that rural schools tend to have a much higher per pupil transportation cost than do urban ones. State subsidy for meeting this expense, Swift argues, could free up local funds for teacher incentives. Balancing this perspective, it must be remembered that in very large districts diseconomies of scale in the cost of maintaining complicated bureacratic administrations often create funding problems, even where the total dollar amount available is high.

In terms of policymaking in the NCREL states, this region has not experienced general teacher shortages in recent years. Teacher shortages have occurred in specific fields, and some of the states report having difficulty recruiting teachers to work in the most rural and most urban locations. In most urban districts, shortages of minority applicants for positions has been cited as a problem. Therefore, the range of state-level policy interventions may not appear to be as broad as is found nationwide. However, there are distinctions among these seven states in the type and extent of incentive programs needed. The states vary, too, in the amount of attention and support they have given to teacher incentive policies, and the effects of these distinctions will be valuable to both policymakers and local implementors.

Incentives in the NCREL States

The policies and programs at the state level that relate to incentives for teachers in each of the seven NCREL states (Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio and Wisconsin) are presented in detail in a document representing another aspect of NCREL's investigation of teacher incentives (Bartell, 1987b). Included here is a brief summary of the status of incentive programs among the seven states at the time of the survey of LEA superintendents. In some cases legislation or SEA programs have altered this status. However, it is useful to present the context in which the surveys that furnished our data were completed. (Surveys were distributed in spring of 1987).

An overview of the entire region reveals that the North Central states have experienced enrollment decline over the past decade. The declining birthrate of the 1970s was combined with a demographic shift of population from the Northeast and North Central states to the South and Southwest, leading to a prolonged downward enrollment trend. In the past four years this trend has diminished, and in some cases (Indiana and Minnesota) enrollments have begun to increase slightly. However, taken as a whole, the seven states in the region have not had the problem of an insufficient supply of teachers and have not been impelled to design policies merely to draw greater numbers of personnel into the teaching force.

Concerns about the teaching force in this region, as expressed by the seven state SEAs, can be grouped into three major categories:

1. Maintaining an adequate supply of properly trained teachers in certain subject areas, such as physical science, math, foreign language and special education;

2. Drawing teachers into locations considered less desirable by many prospective teachers, particularly inner-city neighborhoods and remote rural communities; and

3. Maintaining and improving the caliber of performance of teachers presently in service (Dorman, 1987a).

A growing area of concern among these states is the need for increased recruitment of minorities into the teaching force, particularly in light of demographic projections that indicate continued growth in the proportion of our public school children from minority groups (Hodgkinson, 1985; Johnson, 1986; Garibaldi, 1987). States in the region are beginning to develop approaches to deal with minority teacher recruitment, but little had been implemented at the time these data were collected (Dorman, 1987b).

Sixty-four percent of districts responding to the survey on teacher incentives reported that they had no experience with teacher shortages in any area. Ten percent had experienced shortages in more than two subject areas. The most frequent content areas mentioned were science (186 times), special education (163 times), math (125 times), foreign languages (59 times) and English (24 times). Within the field of science, chemistry was specified 24 times, physics 42 times, earth science 3 times and general science 117. The distribution of shortages fairly closely resembles the distribution of respondents among the seven states. There is no correlation between the incidence of shortages and teacher salary indicators, although there is a weak correlation between number of shortages mentioned and school district size -- the bigger the district, the more likely it is to have had shortages in more areas.

Teacher education programs and certification requirements have been under scrutiny and in some cases changed with the intent of setting more rigorous standards for the issuance and renewal of teacher certificates. Support and guidance to beginning teachers are also becoming more common as one form of incentive in the Region.

Specific reform programs related to incentives in the region as of spring 1987 will be cited by state. (For updated information concerning incentive programs in these seven states, see Appendix C.)

Illinois: Illinois funded a master teacher program in 1984-1985 which provided stipends of $1,000 to each of 500 teachers in the state. In 1986-1987 four school districts received funds to implement pilot incentive programs. The plans were locally developed, with the common thread of rewarding superior effort, achievement, or leadership among teachers. In addition, scholarships were available for students to be trained as teachers of mathematics, natural and physical sciences, reading, early childhood, bilingual education, English as a second language, social/emotional disorders and speech and hearing disorders.

Indiana: In 1985 Indiana began the funding of pilot programs that offer incentives to teachers through professional improvement opportunities, career ladders, and awards and recognition activities. Prime-Time is a program to reduce the average class size in the lower elementary grades providing incentives through improved conditions in the workplace. A program offering professional fellowships, a Teacher-of-the-Year program, and tax incentives to encourage businesses to employ teachers during the

summer months also were implemented. A major school reform bill, "The A+ Program for Educational Excellence," was passed in May of 1987. Included are several measures which relate strongly to teacher incentives. Though not in effect at the time surveys were completed, the discussion of this program and anticipation of its effects may well have affected the responses.

Iowa: At the time of this study, Iowa had begun a plan to repay student loans for the preparation of mathematics and science teachers, and to retrain teachers for credentials in those areas. A major legislative act allocating $92 million for teacher salaries (including an $18,000 state minimum teacher salary and funding for locally developed performance based pay increases) was passed in May 1987. While not in force at the time of our survey, discussion of this bill and anticipation of its effects can be expected to have had a bearing upon survey respondents.

Michigan: Salaries for teachers in Michigan are among the highest in the nation. In 1987 they ranked fourth, after Alaska, New York and the District of Columbia (State of the States, 1987). However, lower salaries in some poorer districts -- which tend to be located in rural or inner city areas -- have led to a call for increased incentives to promote teacher recruitment to those districts. Funds have been appropriated to offer retraining of teachers or loan forgiveness for new teachers in the areas of math, science, computer education, or middle school instruction. The Michigan SEA supports extensive professional development activities for teachers and has been devising standards to allow continuing education units to satisfy requirements for the renewal of teaching certificates, to be fully implemented by fall of 1988.

Minnesota: Minnesota has not experienced any shortage of teachers in recent years. However, in order to place enough teachers in more specialized fields in the non-metropolitan areas, there has been increased sharing of personnel among districts. One focus for school reform efforts was the establishment of technology demonstration sites that would showcase teacher training, curriculum development and the use of technology in education. Induction of teachers, including competitive grants for first-year teacher mentor programs, was another focal point for state-level efforts in Minnesota.

Ohio: Ohio funded a program to address current and anticipated teacher shortages in selected areas. The areas initially identified were mathematics, foreign languages, and physical science, as well as teachers for major urban centers and the 28 Appalachian

counties. Ohio has an entry year internship program to support beginning teachers, but this is not funded on the state level. The state has encouraged the development of incentives using staff development and professional improvement approaches. In addition, teachers have a role in state level decision making, through the The Teacher Advisory Committee to the State Superintendent.

Wisconsin: The "Teacher Incentives Pilot Project" provided funds for eight programs intended to model a variety of incentive plans. These included 1) incentives for training new teachers and for staff development, 2) incentives to retain teachers by offering career ladders for professional advancement, 3) incentives to retain teachers through monetary and non-monetary rewards, and 4) any combination of those three. Career development of all teachers was promoted by legislation mandating school districts to provide suitable inservice programs and by certification renewal requirements. Wisconsin also has Teacher-of-the-Year Award program.

Intents and Motivators of SEA Policies: Action in incentives at the state level within the NCREL region can be analyzed according to the conceptual framework outlined in Figure 1. What are the intents of each incentive plan? What is assumed to motivate teachers to participate in each plan? Figure 2 indicates which combinations of intents and motivators each of the seven states had addressed in the adoption of incentive programs, as of Spring of 1987.

It can be noted that monetary compensation was the only motivator being used by states to promote attraction of teachers. Increased professional responsibility was used mainly to promote teacher retention and improved teacher performance. State initiatives using career status and conditions of the workplace were used more sporadically. Where they were used, award and recognition programs were expected to enhance the image of teachers, and also promote teacher retention. However, the impact of any one of these programs may not be limited to the cell in which it originated, as successful implementation may induce a spreading of effects into other cells of the matrix. The effects of these state-level policies, then, will vary greatly in accordance with the culture of the implementing organization.

FIGURE 2

STATE LEVEL PROGRAM FOR TEACHER INCENTIVES (MAY, 1987) APPLIED TO CONCEPTUAL FRAMEWORK

MOTIVATOR	INTENT			
	attraction	retention	improvement	enhancement
monetary compensation	IL MI IA OH	IN WI	IL	
career status		WI	IL WI	
awards and recognition		WI		IN WI
professional responsibilities			IN MN MI OH WI	OH
conditions of the workplace		MN OH	IN	

NOTE: See appendix for updated information on State Incentive Programs

Survey Methodology

A survey of school districts within the NCREL states was conducted in order to determine what incentives are currently available or under consideration. For each of the seven NCREL states a listing of LEAs (provided by SEA personnel) was stratified on the basis of student enrollment -- small (under 1,000), medium (1,000 to 9,999) and large (10,000 and above). A sample of one third of the small and medium LEAs in each state was drawn randomly for inclusion in the study. All 89 of the large LEAs were included, as they were much fewer in number than the other two groups.

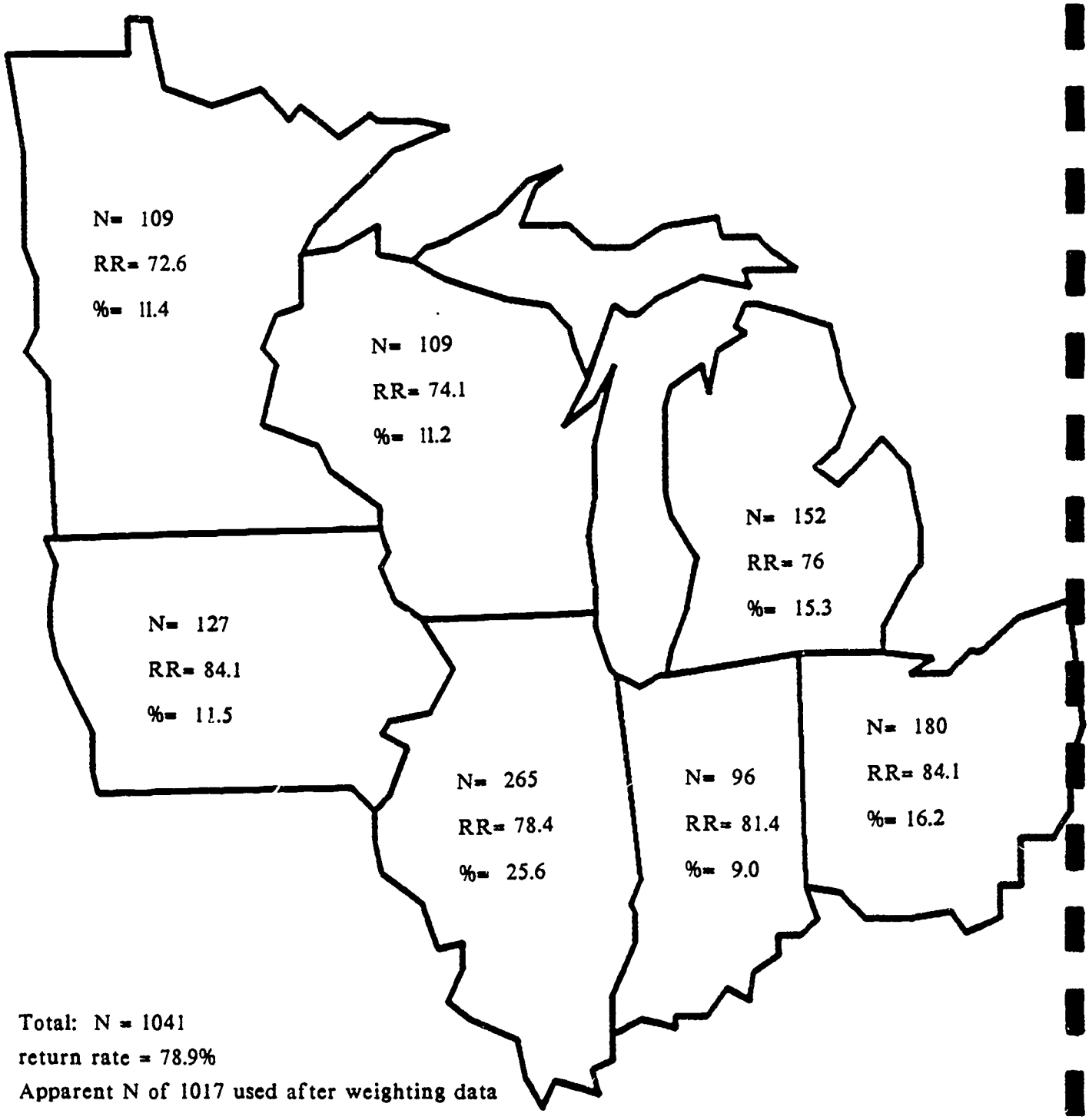
The LEA Incentives Program Questionnaire was sent to the superintendent of each of the 1,319 selected school districts. A cover letter signed by the Chief State School Officer of the respective states accompanied the surveys. These letters informed the LEA superintendents of their SEA's participation in the study, urging them to cooperate by having the surveys completed and returned. All surveys in six of the states were to be returned to the researchers; in the seventh state (Illinois), surveys were to be returned to the Illinois SEA and then forwarded to the authors. In all cases, postage paid return mail envelopes were provided. Follow-up letters encouraging a response were sent to school districts which did not return their surveys within a month of its mailing. The total response rate was 78.9 percent, representing 1,021 surveys. Among the seven states, response rates varied from a high of 84.1 percent in Ohio and Iowa to a low of 72.6 percent in Minnesota. (See Figure 3). A copy of the survey can be found in Appendix A.

Incentive programs were grouped under the five motivators cited in the matrix (monetary rewards, conditions of the workplace, career status, rewards and recognition, and professional enhancement opportunities) with a total of 50 possible programs specified, as well as space to write in "other". For each of the 50 programs, respondents were asked to indicate whether it was available in their district, not available, or not available but being considered. If an incentive program was available, respondents were asked to indicate whether the program had been initiated at the state or LEA level, by marking an S (for state) or D (for district). Additional information was requested pertaining to student teacher ratios, district enrollment, experiences with teacher shortages, the amount of salary increase offered to all teachers, and the amount of increase earmarked for new teachers. Respondents were asked to enclose a copy

FIGURE 3

SURVEY RETURNS BY STATE

N= number of responses received
RR= rate of return
%= percentage of total N represented by state N



Total: N = 1041
return rate = 78.9%
Apparent N of 1017 used after weighting data

of the district's current salary schedule and 34.7 percent of the respondents did so. Prior to distribution, the survey was reviewed by participants in the invitational seminar on policy issues related to teacher incentives and by the NCREL editorial and research staff.

SPSSx was used to tabulate and analyze the data. Because of the disparity in sampling procedures, the small and medium sized school districts were given a weighting factor of 1.05 while the large districts were weighted by a factor of .35. These factors correspond to the 3:1 ratio used in drawing the samples and were used to avoid errors which oversampling of the large districts might have caused. The weighted samples resulted in an apparent N of 1017, as compared to the actual N of 1041. These weightings were applied to the tabulation of frequencies. In crosstabulations, however, the unweighted data were used in order to reduce the number of cells with too few responses to be considered valid.

The distribution of returned surveys from each of the seven states included in the study is displayed in Table 1.

Table 1: Distribution of Survey Responses by State

State	Percent of total sample	Percent of total surveys returned
Illinois	25.6%	26.2%
Indiana	9.0%	8.3%
Iowa	11.5%	12.5%
Michigan	15.3%	14.7%
Minnesota	11.4%	10.3%
Ohio	16.2%	17.4%
Wisconsin	11.2%	10.4%
Total	100.2%	99.8%

Note: Totals are not precisely 100 percent due to rounding

As indicted above, the distribution of returns from the various states came very close to matching the distribution found in the sample.

The survey instrument requested the name and position of the individual in the LEA who completed it. The great majority of surveys (82.9 percent) were completed by the LEA superintendents themselves. An additional 6.5 percent were completed by personnel directors. Business directors, curriculum directors, building principals, assistant superintendents, other administrative and non-administrative personnel completed the remaining 10.4 percent of surveys. District size played a key role. While 95.8 percent of returns from small districts were completed by the superintendents, 75.8 percent of medium districts and only 20.0 percent of large districts sent in surveys completed by their superintendents. In the large districts the personnel director -- a position nonexistent in most small districts -- completed 61.3 percent of the surveys.

Results

Monetary Compensation

Monetary incentives include all means of increasing the pecuniary rewards received personally by teachers. These may be distributed automatically to all teachers or earmarked for a particular category of teachers; they may be earned by teachers who accept extra responsibilities or as an award for superior performance. The unifying element of these incentives is that the teacher's salary or fringe benefits are directly affected.

The first section of the survey listed 13 specific forms of incentives (along with a space for "other"). These incentives and the frequency of their occurrence are listed in Table 2.

It is apparent that most LEAs offer regular salary increases to all teachers as well as a raise in the base salary offered to new teachers. In addition, raising the cap on salary steps to allow for increases to those with the most seniority is common. Stipends for co-curricular duties are also quite common, while extra pay for extended school year activities are less so -- but still are available in the majority of districts. About four out of five districts provide salary advancement for additional coursework.

The incentives which as yet are noticeably unavailable are those same ones that have been the focus of many school reform agendas -- salary increases based on performance or additional professional responsibilities.

While large districts are somewhat more likely than medium ones, which in turn are somewhat more likely than small districts, to offer **salary increases for all teachers** and **for beginning teachers**, these differences are not statistically significant. There is a slight association between the starting salary offered and **raising the top cap on the salary schedule**, with a trend toward districts with higher starting salaries being more likely to raise their upper salary limits. **Performance-based pay increases** are not common in any of the states, but in Minnesota the percentage of districts offering such programs (6.5 percent) is nearly twice that of the next in line (Wisconsin). It should be noted, however, that in follow-up conversations with several LEA superintendents in Minnesota, it was discovered that the phrase "performance-based pay" was being interpreted by some as longevity increases. Perhaps contract language common in Minnesota uses the term "performance" in this sense.

Table 2: Monetary Teacher Incentives Offered by LEAs in the NCREL Region

Incentive	% available	% not available	Under consid.
salary increase for all teachers	92.2	3.0	4.9
beginning teacher salary increase	89.7	4.4	5.9
increase in top cap on salary schedule	71.6	21.9	6.5
increase in base pay based on performance	3.1	88.1	8.8
one-time bonus for outstanding performance	2.8	90.5	6.6
stipend for additional co-curricular activities	92.2	6.4	1.4
stipend for extended year activities	76.9	19.9	3.2
salary increase for additional coursework	82.2	15.7	2.1
salary increase based on additional instructional responsibilities (ie, team or grade level leader)	33.0	59.8	7.2
salary differentials in shortage areas	3.2	91.2	5.5
paid sabbaticals	21.1	75.6	3.3
unpaid leave without loss of step placemt.	56.1	41.9	2.0
flexible benefits pkg. ("cafeteria plan")	15.5	75.4	9.1
other monetary incentives	23.0	69.8	7.2

A large number of districts (8.8 percent) are considering increases in base pay based on performance, with 6.6 percent considering one-time bonuses to reward performance. No doubt this group includes a large number of Iowans whose responses were affected by the state legislature's leadership in establishing state funding for LEA performance based pay plans.

There is a definite association between the size of school districts and the presence of **stipends for co-curricular activities** -- larger districts are more likely to have them. While 88 percent of small districts offer such salary supplements, 95 percent of medium and 97 percent of the large districts do. There also is a positive correlation between those stipends and the range offered in salary between entry level and top salary available. Apparently, the opportunity to earn extra money for co-curricular activities accompanies the opportunity to earn proportionally more money as one progresses on the district's regular salary schedule.

Stipends for extended year activities are less likely to be found in smaller districts. Among small districts, 64.7 percent offer such stipends, compared to 86.8 and 88.5 percents of the medium and large districts, respectively. Like co-curricular activities, extended contract year stipends correlate positively with the range of salary offered. In addition, districts which have experienced some teacher shortages are more likely to offer stipends for extended year activities. Perhaps this is one way to increase salaries for teachers in those shortage areas. The occurrence of these stipends does vary by state, with Minnesota, Wisconsin and Ohio most likely to offer them, while Illinois and Michigan are least likely to.

While over 80 percent of all districts reporting offered **salary increases for additional coursework**, there is a positive correlation with district size -- small (77.8 percent), medium (85.4 percent), and large (97.4 percent) districts provide such incentives.

Salary increases for increased responsibility is less common. This form of incentive is also associated with district size, beginning teacher salary and salary range. While only 20.5 percent of small districts offer such a program, it can be found in 42.7 percent of medium and 53.8 percent of large districts. From lowest to highest of five groupings for beginning salaries the percentages of districts offering this program rises from 16.2 to 50.0 percent, while from lowest to highest of five groupings of salary ranges, the

percent of LEAs offering increased salary for increased responsibility rises from 10.0 to 46.8 percent.

At present among the states, increased salaries for additional teacher responsibilities are most likely to be found in Wisconsin (49.5 percent) and least likely in Illinois (23.3 percent) and Indiana (24.8 percent). The 7.2 percent of LEAs considering this incentive reflects leadership in some of the states to promote such plans. Legislative leadership in Iowa and Indiana, in particular, has provided funding for districts to develop these programs.

Salary differential based on personnel shortages are not at all common in this region, occurring in only 3.2 percent of responding LEAs. As would be expected, this form of incentive is more likely to be found in districts which have experienced some teacher shortages. However, there is not a strong association between "shortage pay" and district size, starting salary, or salary range. They are most likely to be found in Iowa, followed by Wisconsin, Minnesota, and Michigan. Several states have established plans to repay student loans or pay for retraining programs for teachers in shortage areas. However, such state initiatives are not included in the LEA survey.

There is a large degree of differentiation among the states in regard to the availability of **paid sabbaticals**. They are most likely to be offered in Minnesota (44.4 percent) and Michigan (43.2 percent), with Ohio (22.3 pecent), Illinois (19.1 percent) and Indiana (16.8 pecent) trailing after. At the low end is Wisconsin, with 12.1 percent and Iowa with only 6.5 percent of districts reporting to have paid sabbaticals available. The paid sabbaticals also correlate positively with district size, beginning teacher salary and salary range. Larger districts that pay higher beginning salaries and have a greater salary range are more likely to offer sabbaticals.

Flexible benefit packages, allowing teachers to select the benefits that meet their own needs, are far more prevalent in Michigan than in any other state. The percentage in Michigan is 33.1, while the next highest are Indiana at 17.9 percent and Illinois at 16.9 percent. School districts in Ohio and Wisconsin are least likely to offer flexible benefits, at 7.5 and 7.4 percents, respectively. A large percentage -- 9.1 -- of respondents are considering flexible benefit plans, but there seems to be no pattern of state leadership in this area.

The **percentage of salary increase** over the previous year offered to all teachers and increases earmarked for new teachers show weak positive correlations (Pearson R scores approximating 2.0) with the level of beginning teacher salary, the level of salary for a teacher at M.A. plus five years of experience, and the top salary paid in a district. Districts already paying higher salaries at each of those levels were somewhat more likely to provide higher percentage increases. The range in salaries offered does not correlate with the percentages of increase.

Wisconsin's and Indiana's school districts were most likely to offer salary increases in the highest group, Michigan's most likely in the middle, and Iowa's and Minnesota's in the lowest groups. Salary increases offered in Illinois' and Ohio's school districts were spread fairly evenly around the five levels. Medium sized districts are more likely than either large or small districts to offer the largest salary increases, while the small districts are more likely to offer the lowest increases. The largest districts are most likely to offer salary increases in the middle range.

The correlations which indicated some degree of significance and the level of significance of the chi-square score for associations between the presence of particular monetary incentives and three major variables (size of LEA, salary for beginning teachers with a B.A. and no prior teaching experience, and range between the lowest and the highest salary offered to teachers in the LEA) are presented in Table 3. Chi squares have been selected as an appropriate indicator of association between two variables when one or both of the variable is measured nominally (Anderson and Niebuhr, 1988). Spaces in the table with no figure entered represent non-significant relationships between variables.

The range in which we find the preponderance of salaries in each of the states, relative to the range for the seven-state region, are depicted in Figures 4, 5, and 6. Figure 4 presents the range of salaries for beginning teachers with bachelor's degrees and no prior experience, among LEAs in each of the states. Figure 5 presents the clustering of salaries for teachers with master's degrees and five years of teaching experience, relating each state's LEAs to the entire region. Figure 6 presents the range of salaries offered at the very top of the salary schedule by LEAs within each state in relation to the range found in the region overall.

Table 3: Monetary Incentives,
Significant Associations
(Chi-Square Levels of Significance)

Incentive	LEA Size Groups	Salary: B.A. + 0 years	Hi/Low Salary Range
salary increase for all teachers		.10	
beginning teacher salary increase	.10		
increase in top cap on salary schedule		.01	.10
increase in base pay based on performance			
one-time bonus for outstanding performance		.10	
stipend for additional co-curricular activities	.01		.01
stipend for extended year activities	.01		.01
salary increase for additional coursework	.001	.001	.001
salary increase based on additional instructional responsibilities (ie, team or grade level leader)	.001	.001	.001
salary differentials in shortage areas		.01	
paid sabbaticals	.001	.001	.001
unpaid leave without loss of step placemt.	.001		.001
flexible benefits pkg. ("cafeteria plan")			
other monetary incentives		.01	.01

FIGURE 4

TEACHER SALARIES: B.A. WITH 0 YEARS EXPERIENCE

REGIONAL RANGE	IL	IN	IA	MI	MN	OH	WI
LOW-20%	***** ***** ***** ***** ***** *****		***** ***** 73.7% ***** *****				
21%-40%	54.9% ***** ***** ***** ***** *****	***** ***** ***** ***** ***** *****				***** ***** ***** ***** ***** 71.8%	
41%-60%		***** ***** 86.4% ***** *****				***** ***** ***** ***** ***** *****	***** ***** ***** ***** ***** *****
61%-80%		***** ***** ***** ***** ***** *****		***** ***** ***** ***** ***** 64.3%	***** ***** ***** ***** ***** 100%		***** 70.9% ***** ***** ***** *****
81%-100%				***** ***** ***** ***** ***** *****	***** ***** ***** ***** ***** *****		

FIGURE 5

TEACHER SALARIES: M.A. WITH 5 YRS. EXPERIENCE

REGIONAL RANGE	IL	IN	IA	MI	MN	OH	WI
LOW-20%	*****		*****				
	*****		*****				
	*****		*****				
	*****		*****				
	*****		*****				
	*****		*****				
21%-40%	62.1%	*****	89.5%				*****
	*****	*****	*****				*****
	*****	*****	*****				*****
	*****	*****	*****				26.1%
	*****	*****	*****				*****
	*****	63.9%	*****				*****
41%-60%		*****				*****	
		*****				*****	
		*****				*****	
		*****				*****	
		*****				*****	
		*****				71.8%	
61%-80%				*****	*****	*****	*****
				*****	*****	*****	*****
				*****	*****	*****	*****
				*****	*****	*****	*****
				73.8%	71.4%	*****	60.9%
				*****	*****	*****	*****
81%-100%				*****	*****		*****
				*****	*****		*****
				*****	*****		*****
				*****	*****		*****
				*****	*****		*****
				*****	*****		*****

FIGURE 6

TEACHER SALARIES: TOP SALARY AVAILABLE

REGIONAL RANGE	IL	IN	IA	MI	MN	OH	WI
LOW-20%	*****		*****				*****
	*****		*****				*****
	*****		*****				*****
	*****		*****				16.7%
	*****		*****				*****
	*****		*****				*****
21%-40%	52.7%	*****	84.3%		*****		*****
	*****	*****	*****		*****		*****
	*****	*****	*****		*****		*****
	*****	*****	*****		*****		16.7%
	*****	*****	*****		*****		*****
	*****	*****	*****		*****		*****
41%-60%		*****			*****	*****	*****
		*****			*****	*****	*****
		*****			*****	*****	29.2%
		92.4%			*****	*****	*****
		*****			*****	*****	*****
		*****			*****	60.3%	*****
61%-80%		*****		*****	*****	*****	*****
		*****		*****	94.3%	*****	*****
		*****		*****	*****	*****	20.8%
		*****		*****	*****	*****	*****
		*****		64.3%	*****	*****	*****
		*****		*****	*****	*****	*****
81%-100%				*****	*****		*****
				*****	*****		*****
				*****	*****		16.7%
				*****	*****		*****
				*****	*****		*****
				*****	*****		*****

Conditions of the Workplace

Conditions of the workplace include varying degrees of support, technical assistance, collegiality, opportunities to exercise professional judgement, and nurturance of personal needs. While these conditions often are established to improve instructional practices, they do offer incentives to the degree that teachers are motivated by favorable work environment and opportunities to participate in decision making which affects their work (Bellon, et. al.,1988; Seyfarth & Bost, 1986).

The following 16 forms of incentives (plus "other") were listed under conditions of the workplace. Table 4 indicates the percentage of LEAs reporting that such programs or services were either available, not available, or unavailable but under consideration at the time the survey was received.

Certain workplace conditions that may serve as incentives by facilitating the work of teachers are almost universally available -- teacher preparation time, input into course design and text selection, and health coverage are among these. These features may be considered by aspiring teachers in making the decision to enter the teaching profession. In many instances, the employees have come to take these job attributes for granted, to the extent that they may not function as incentives, per se. If a time ever comes, however, when these are diminished, the loss of those customary conditions could become a strong disincentive.

The mean hours per week teachers have for **preparation time** is 4.9, with a standard deviation of 2.1. The modal amount of time allowed for teacher preparation is five hours per week.

Aide support is found in the majority of districts. The availability of aides correlates with district size -- the large districts have them in 85.1 percent cases, middle sized districts in 68.9 percent, and small districts only in 66.7 percent of cases. The average (mean) number of aides is one aide per 7.5 teachers. It should be noted that on several surveys, the comment was made that aides are assigned principally to work with special education students, in some cases by state requirement. Thus, the mean reported here is liable to be unrealistically high, and not reflect working conditions in the regular classroom. It does vary among the states, with Iowa, Wisconsin, and Minnesota being on the high end and Ohio being at the low end in the percentages of districts which provide aide support.

Table 4: Incentives Designed to Enhance Conditions of the Workplace

Incentive	% available	% not available	Under consid.
preparation/planning time	97.7	2.2	.3
teacher aide support	68.3	28.5	3.2
opportunity to observe other teachers	76.3	17.8	5.9
secretarial support for teachers	66.5	31.7	1.7
teacher input in textbook selection	99.3	.4	.3
teacher input in determining curriculum	98.2	1.6	.2
teacher input in scheduling	82.3	19.8	.9
teacher input in course design	97.2	2.2	.6
teacher input in student placement	88.4	10.3	1.2
teacher peer support groups	34.6	55.1	12.3
teacher peer evaluation	12.9	74.0	13.1
collaborative decision making	73.9	21.2	4.8
on-site child care available	2.0	93.4	4.6
resources to cope with personal problems	30.1	62.8	7.1
staff wellness program	28.6	55.6	15.8
health coverage	96.9	3.0	.1
other conditions of the workplace	83.7	15.8	.5

The opportunity to observe other teachers can be seen as a means to build collegiality and foster professional growth. This incentive correlates positively with district size, beginning teacher salaries, and ranges of salary offered.

Secretarial support for teachers is fairly evenly available in all of the seven states with the exception of Iowa, where it surpasses the other states with 84.8 percent of the districts offering such support. There is a weak negative association between secretarial support and district size, so that larger districts may be less likely to offer secretarial support to teachers than are smaller ones. Perhaps this is in balance to the greater degree of aide support available in large districts.

Teacher input into various technical aspects of their work life, such as **textbook selection, student placement, curriculum determination, course design,** and **scheduling** are all viable incentives as they enlarge teachers' control over their work. These are found distributed fairly evenly among the states. There is a strong association between LEA size and teacher input in curriculum design, with larger districts more likely to have such opportunities. Only weak associations are found between incentives involving teacher control of their work and salary indicators.

Peer support groups have been a growing phenomena as a means of building collegiality and nurturing staff development through sharing of concerns. These have an association with district size, with larger districts more likely than medium or smaller ones to offer peer support groups. The states do vary in the frequency with which these are found in the LEAs with Minnesota (55.6 percent) and Iowa (43.5 percent) clearly ahead of the average, and Illinois (26.6 percent) and Indiana (27.4 percent) below average. Related to this is **peer evaluation**, another growing trend in our schools. These also have a positive but weak association with district size. Minnesota's LEAs have the highest percentage of teachers involved in this program (25.0 percent) and Indiana has the lowest (6.3 percent). **Collaborative decision making** is a third form of incentive stressing collegial interaction, most likely to be found in Minnesota or Iowa and least likely in Indiana.

Large numbers of LEAs in the region are considering peer evaluation (13.1 percent) and/or peer support groups (12.3 percent). These two concepts have received much attention in the educational press as aspects of teacher control of their worklives.

However, collaborative decision making is only under consideration in 4.8 percent of responding LEAs. It appears that LEAs are considering increased teacher collegiality through peer support and evaluations, but not extended to teacher involvement in direct decision making.

On-site child care has been a growing trend in corporate work places, but it apparently has not taken root in the school districts of the NCREL area. Of only 22 districts which had such programs, ten were in Michigan.

Resources to cope with personal problems, a "wellness" program, and health insurance coverage all contribute to a sense of well being and a norm of good health (both physical and mental) which enables teachers to perform more fully to their potential. **Resources to cope with personal problems** have strong positive association with LEA size and salary indicators. Minnesota has the highest incidence of coping resources -- 62.3 percent of its districts have such a program, while Wisconsin is next with 49.1 percent. The other states are all fairly close to the mean except for Indiana, where only 16.8 percent of districts are involved in such a program.

As for **wellness programs**, Iowa has the highest rate with 89.0 percent of districts offering one. In Minnesota, 45.7 percent of districts have wellness programs. Illinois stands at the low end of this scale, with only 12.0 percent of its districts reporting wellness plans. Wellness programs, too, corresponded to school district size, as they are found in 29.4 and 26.3 percent of small and medium sized LEAs, respectively, while being offered in 61.0 percent of the large LEAs responding. An additional 15.8 percent of LEAs report to be considering wellness programs.

Health insurance is offered evenly among all of the states and salary groups but does have a strong positive correlation with LEA size. The average amount actually paid by a district for each employees health coverage has a positive association with teacher salaries, district size, and the range among salaries. Among the several NCREL states, districts in Michigan and Wisconsin make a higher average payment on employees health coverage, while those in Iowa and Illinois tend to make the smallest payments toward this coverage. The mean payment made by school districts is $1866.64 per employee, with a standard deviation of $954.08.

In the "other" category, respondents most often mentioned other forms of insurance coverage -- major medical, life, dental and professional liability.

The correlations that indicated some degree of significance and the level of significance of the chi-square score for associations between the presence of particular conditions of the workplace and three major variables (size of LEA, salary for beginning teachers with a B.A. and no prior teaching experience, and range between the lowest and the highest salary offered to teachers in the LEA) are presented in Table 5. Spaces in the table with no figure entered represent relationships between variables that are not significant to at least the .1 level.

Teachers generally consider the ratio of students to teachers to be an important condition of teaching that can add or detract from their efficacy and satisfaction. Student to teacher ratios can be reflective both of average class size and of the number of instructional staff other than classroom teachers (such as Chapter 1 teachers, reading specialists, media specialists, gifted and talented program teachers, and subject area specialists). The ratios of students to teachers reported in the responses show enormous variety. The mean student to teacher ratio in elementary schools is 20.1 to 1, ranging from a high of 34 to a low of 6. The standard deviation is 4.0.

In middle schools/junior high schools the mean student to teacher ratio is 19.1 to 1, with a minimum of 4 and a maximum of 42. The standard deviation is 4.8.

In senior high schools, the mean student:teacher ratio is 17.6 to 1. The maximum is 38, the minimum is 4, and the standard deviation is 4.7.

As might be expected, the more urban states of Illinois, Ohio, and Michigan tend to have higher student:teacher ratios in their schools, while the states of Iowa and Minnesota have the lowest ratios, with Indiana and Wisconsin in the middle. Strong correlations exist between the student to teacher ratios and school district sizes, (see Table 6) and larger ratios correlate positively with three indicators of teacher salary: salary offered to a first year teacher with a B.A., salary offered to a fifth year teacher with an M.A., and the very top salary available to teachers on the salary schedule (including longevity increments).

Table 5: Conditions of the Workplace,
Significant Associations
(Chi-Square Levels of Significance)

Incentive	LEA Size Groups	Salary: B.A. + 0 years	Hi/Low Salary Range
preparation/planning time			
teacher aide support.	.01		
opportunity to observe other teachers	.001	.01	.001
secretarial support for teachers			
teacher input in textb[illegible]election	.10		
teacher input in determining the curriculum	.01	.10	
teacher input in scheduling			.10
teacher input in course design			
teacher input in student placement		.05	.10
teacher peer support groups		.05	
teacher peer evaluation	.10	.05	
collaborative decision-making			
on-site child care available			
resources to cope with personal problems	.001	.001	.001
staff wellness program	.001	.001	
health coverage	.001		
other conditions of the workplace	.10		

Table 6: Pearson's R Scores for Correlations
Between LEA Size and Student:Teacher Ratio

	Elementary School S:T ratio	Middle/Jr.High School S:T ratio	Senior High School S:T ratio
Pearson R Score:	.44	.43	.57

Career Status

Career status incentives are those which create differential levels of status among the ranks of teachers, such as career ladders, or differing degrees of obligations to the employer, such as part-time teaching or position exchanges. These programs go beyond creating different opportunities and actually establish on-going distinctions in the roles of teachers. These distinctions may carry with them different rates of compensation and different contractual obligations.

The following seven programs (plus "others") were listed under career status. They pertain particularly to flexibility and the presence of options for varied types of time commitments. Percentages of LEAs reporting that these options were available, were not available, or were unavailable but under consideration are presented in Table 7.

While the **career ladder** has received a great deal of attention as a prospective approach to teacher incentives, it clearly has not yet been widely embraced in this region. Wisconsin, Indiana, and Illinois have supported career ladder pilot programs, and dissemination of those results may lead to a growth in its adoption in the near future. In addition, career ladders may be used by LEAs in Iowa as part of their plans to qualify for state funding to support performance based teacher salaries. The 8.0 percent of LEAs in the region seen to be considering career ladders reflect these prospects.

Table 7: Incentives for Teachers Based on Career Status

Incentive	% available	% not available	under consid.
career ladder/differentiated staffing	2.7	89.3	8.0
part-time teaching opportunities	66.3	31.0	2.7
job sharing opportunities	24.8	70.2	5.0
position exchanges within district	41.5	54.3	4.2
position exchanges out of district	9.2	86.9	3.9
internships for supervisory administrative responsibilities	31.1	62.7	6.2
early retirement options	58.5	34.1	7.1
other career status incentives	19.8	78.7	1.5

Part-time teaching opportunities allow individuals to combine teaching with other career endeavors, graduate school, or parenting, serving as an incentive to those who wish to teach but are unable to commit themselves to a full time position. Part-time teaching opportunities show a strong positive association with district size, being available in 58.9 percent of small districts, 71.4 percent of medium ones, and 91.0 of the large sized districts reporting. While one might expect part-time positions to be more common in smaller districts, where often only half of a position covers an entire program area, we find that part-time positions are, in fact, more likely to be available in the larger districts. In addition, they show a positive correlation with both beginning teacher salaries and ranges of salary. There is considerable variety in its incidence among the states, with Minnesota, Wisconsin, and Michigan reporting more districts that offer part-time positions, and Indiana, Illinois, and Ohio fewer.

While administratively different, **job sharing** opportunities offer much the same incentive to the individual as do part-time positions. Job sharing also correlates positively to district size, beginning teacher salary, and salary ranges. We find these opportunities more common in Michigan and Minnesota, and least likely to be available in Ohio or Illinois.

Position exchanges within districts also correlate positively with district size. This might be expected, as larger districts will have more diversity of personnel to engage in exchanges. This incentive feature is most often found in Michigan and Wisconsin and least often found in Illinois and Indiana. **Position exchanges outside of the district** have a positive association with district size, and also correlate with beginning teacher salary and ranges of salary. Once again, Illinois and Indiana are least likely to offer these programs, while Minnesota and Michigan are most likely.

Administrative internship programs can offer a teacher enlarged responsibilities while retaining their role as a teacher, as well as open up the possibility of a future shift into full time administrative work. Such internships are available in 31.1 percent of LEAs, and under consideration in 6.2 percent. A strong correlation exists between these internships and LEA size. A growing need for school administrators due to impending retirements is a likely concern of those who are considering these plans. Administrative internships show a strong correlation with the salary range but only a weak correlation with beginning teacher salaries. Perhaps this reflects the difference between developing incentives to retain teachers and incentives to attract them. Among the states, LEAs in Indiana are most likely to offer internships, with 44.8 percent of its districts reporting to have such a program. Iowa is least likely, with only 23.4 percent.

Early retirement programs correlate positively with district size, beginning teacher salary and salary range. A number of LEAs (7.1 percent) responding are considering early retirement programs. The growth of these plans may have an impact on the balance of supply and demand for new teachers, and may lead to increased focus on starting salaries and other incentives to recruit strong candidates into the teaching profession. Illinois most clearly has promoted its early retirement program with 76.7 percent of districts reporting to have a program and 26.3 percent citing it as a state initiative. In Minnesota even more districts have an early retirement program (86.1 percent) but only 19.4 percent attribute the program to state initiative. Ohio and Iowa are the states with the fewest districts offering early retirement.

Those associations found to have some degree of significance and the level of significance of the chi-square score for associations between the presence of particular career status options and three major variables (size of LEA, salary for beginning teachers with a B.A. and no prior teaching experience, and range between the lowest and the highest salary offered to teachers in the LEA) are presented in Table 8. Spaces in the table with no figure entered represent below the .1 level of significance.

Table 8: Career Status,
Significant Associations
(Chi-Square Levels of Significance)

Incentive	LEA Size Groups	Salary: B.A. + 0 years	Hi/Low Salary Range
career ladder/differentiated staffing			
part-time teaching opportunities	.001	.01	.001
job sharing opportunities	.001	.001	.001
position exchanges within district	.001		
position exchanges out of district	.001	.001	.01
internships for supervisory/ administrative responsibilities	.001		.01
early retirement options	.001	.001	.01
other career status incentives	.001		

Awards and Recognition

Awards and recognition serve as incentives by providing validation to individuals that their accomplishments or contributions are noticed and appreciated. These may include monetary rewards, may offer professional growth opportunities, or simply may take the form of positive attention given to the individual. Even in cases where an extrinsic reward in included, the focus of these incentives is on the intrinsic satisfaction stemming from being recognized for a job well done.

Five potential incentives in the form of reward or recognition are listed in Table 9, along with their frequency in the NCREL LEA teacher incentives survey.

Table 9: Recognition and Awards Incentives

Incentive	% available	% not available	under consid.
scholarships for advanced study	7.3	89.8	3.0
building level award programs	22.8	70.5	6.7
district level award programs	33.1	58.8	8.1
instructional improvement grants	33.8	59.4	6.8
business/industry sponsored awards	13.7	79.8	6.5
other awards and recognition	14.2	83.2	2.6

Scholarships for advanced study are a potential form of reward which have not been heavily used. There is a weak positive correlation between scholarships and school district size, but no significant correlation with salary indicators. The seven states are all clustered around the mean, with Illinois at the high and Iowa at the low ends of the range.

Both **building level and district level awards** correlate positively to school district size. Building level awards are given in 15.0, 29.1, and 34.6 percent of small, medium, or large sized districts, respectively. District-wide awards are bestowed on teachers in 20.3 percent of small districts, 42.9 percent of large districts, and 63.2 percent of the large districts responding. Building-level awards show a weak positive correlation to beginning teacher salaries and range of salary, while district-level awards correlate more strongly to these two salary factors. Among the regions LEAs, 8.1 percent are considering district-wide awards. This is one form of incentive that has strong public relations value and is inexpensive for districts to adapt.

LEAs in Ohio and Michigan appear to be heavier providers of building-level awards, while districts in Illinois and Indiana are least likely to offer these. Ohio and Michigan are joined by Wisconsin as most frequently citing district-level awards, while Iowa joins Illinois and Indiana in being among the least frequent users of this form of incentive. Despite the large variation in use among the states, there is no evidence of any large scale state-initiated program of awards on either the building or district level. (It has been pointed out that several of these states sponsor statewide Teacher of the Year awards.)

Michigan and Ohio stand out as the two states where districts most often provide **instructional improvement grants.** Michigan and Illinois both have a high incidence of state-initiated instructional improvement grants reported (34.5 and 32.8 percent, respectively) while in Ohio 13.8 percent of the districts report having such state-initiated programs. In contrast, the other four states in the region have reports of state-initiated programs from fewer than 7 percent of their districts. Instructional improvement grants also have a strong positive correlation with district size and range of salary offered.

There is not any true discrepancy among the states in the incidence of **business and industry sponsored awards,** but there is a high positive correlation with school district size: such awards are available in only 7.4 percent of small districts, but are found in 17.3 percent of medium districts and in 50.0 percent or large districts. The association between these types of awards and district salary indicators is also positive, though weaker.

Those associations found to have some degree of significance and the level of significance of the chi-square score for associations between the presence of particular career status options and three major variables (size of LEA, salary for beginning teachers with a B.A. and no prior teaching experience, and range between the lowest and the highest salary offered to teachers in the LEA) are presented in Table 10, below. Spaces in the table with no figure entered represent relationships not significant to the .1 level.

Table 10:Awards and Recognition,
Significant Associations
(Chi-Square Levels of Significance)

Incentive	LEA Size Groups	Salary: B.A. + 0 years	Hi/Low Salary Range
scholarships for advanced study	.02		
building level award programs	.001	.02	
district level award programs	.001	.001	.001
instructional improvement grants	.001	.02	.001
business/industry sponsored awards	.001		.05
other awards and recognition	.001		

Professional Enhancement Opportunities

Professional enhancement opportunities provide avenues for growth and change which contribute to increased teacher efficacy, as well as allowing teachers to experience satisfaction by enlarging their repertoire of roles within the workplace. Teachers' sense of efficacy has been shown to be one of the most powerful incentives (Rosenholtz, 1985; McLaughlin, et. at., 1986), and expansion of teacher roles to embrace increased teacher professionalism has been strongly advocated by many educational researchers (Fulford, 1988; Lieberman, 1987; Vaughn, 1987; McLaughlin, et al, 1986; Rice, et al, 1987). Examples of the latter include the mentor teacher role and teacher responsibility for staff development activities. Unlike the career status incentives, these roles do not become fixed in a continuing hierarchy, with differential status attached to different tasks, but expand the range of activities included in the worklives of classroom teachers.

Table 11: Incentives That Enhance Teachers' Professional Responsibilities

Incentive	% available	% not available	under consid.
master/mentor teacher	13.9	70.2	15.9
supervision of student teachers	87.7	10.8	1.5
released time for curriculum development	82.6	14.6	2.9
support for attendance at professional meetings:- monetary support	94.1	4.8	.3
- unpaid leave	70.1	28.4	1.6
tuition subsidy for advanced coursework	40.6	56.7	2.7
participation in staff development activities	96.8	2.7	.6
opportunity to lead staff development activities	90.9	6.6	2.5
summer employment opportunities	22.9	72.4	4.6
job exchange opportunity with business and industry	12.0	82.7	5.3
other professional enhancement opportunities	12.0	85.4	2.6

Table 11 lists the ten forms of incentives related to enhanced professional responsibilities (along with "other") suggested on the survey instrument. The percentages of LEAs reporting to offer, not to offer, and to be considering each of these teacher roles is provided.

Mentor or master teacher programs have been receiving increased attention. They provide incentives to the mentor by offering enlarged job responsibilities and professional interaction with other adults. For the teacher receiving the mentor's assistance (usually a new or reassigned teacher) the mentor program offers support and feedback to increase the prospects for success in the classroom. While only 13.9 percent of respondents had mentor programs in place, 15.9 percent were considering such programs. Mentor programs, in fact, were reportedly under consideration by more LEAs than any other single form of incentive suggested in the survey. Mentor roles are included in many of the career ladder plans which have been piloted and are being considered as a response to the Iowa salary incentive legislation. Minnesota is sponsoring five teacher mentor programs on a pilot basis. Furthermore, Ohio has mandated local districts to develop teacher induction programs, though without state funds provided for that purpose. It is likely, then, that many of those LEAs considering mentor programs will indeed adopt them in the near future.

Mentor programs display a positive association with school district size. Among respondents, mentor programs are found in 11.1 percent of small districts, 15.9 percent of medium districts, and 22.1 percent of large districts. Among the states there has been a wide disparity in the numbers of districts reporting to have a mentor program. In Ohio, 59.3 percent of respondents cite a state initiated program in their district. We find 22.2 percent of LEAs in Illinois and 14.8 percent in Indiana also report state-initiated mentor programs. Michigan had no district citing a state-initiated program, but 21.5 percent of its districts report developing a local mentor plan.

The **supervision of student teachers** is a widespread activity which can act as an incentive by offering the supervisor prestige, the opportunity to influence the teacher education program and the ability to bring additional expertise and assistance into the classroom (Whaley and Wolfe, 1984). Like the teacher mentor programs, student teacher supervision opportunities correlate with school district size (available in 80.1, 93.8, and 98.7 percent of small, medium, and large districts, respectively) and also are associated positively with salary indicators in the districts. This practice is widespread, with Wisconsin and Indiana having the most districts citing such a program.

Released time for curriculum development is a common program in all of the NCREL states, although it is found somewhat less among school districts in Minnesota (73.8 percent) than in the other six states. It correlates positively with school district size. LEAs responding to the survey report that 76.7 percent of small districts offer release time for curriculum work, while 87.3 and 88.3 percent of medium and large districts make such release time available.

Support for attendance at professional meetings through both monetary subsidy and allowing unpaid leave time is distributed fairly evenly among the states. In Ohio, 53.7 percent of school districts report offering **tuition subsidies for advanced study**, the highest rate among the states in the region. At the lower end of the range are the school districts of Indiana (16.8 percent) and Iowa (20.2 percent). There is no significant correlation between tuition subsidies and size of school district or measures of salary.

Participation in staff development activities is commonplace throughout the region. This can be a powerful incentive, although poorly planned staff development is more likely to serve as a disincentive. There is a strong positive association between the opportunity to participate in staff development and LEA size. Opportunities to assume **leadership roles in staff development** are also fairly evenly distributed among the districts of all seven states, with a weak positive correlation between such opportunities and both school district size and beginning teacher salaries.

Job exchange opportunities with business and industry are not very common. However, 8.5 percent of school districts responding in Illinois have cited a state-initiated program, which considerably raises the level of incidence for such programs in that state. These exchange programs have a non-significant positive correlation with school district size. Illinois also has a relatively large number of respondents citing a state-initiated program to provide **summer employment opportunities in business and/or industry** to teachers. In all, 41.9 percent of Illinois districts responding report that they offer such a program, as do 33.3 percent of responding LEAs in Wisconsin. School districts in Iowa and Ohio are the least likely to offer summer employment programs affiliated with business and industry. These programs also have a weak positive correlation with school district size.

Those associations found to have some degree of significance and the level of significance of the chi-square score for associations between the presence of professional enhancement incentives and three major variables (size of LEA, salary for beginning teachers with a B.A. and no prior teaching experience, and range between the lowest and the highest salary offered to teachers in the LEA) are presented in Table 12, below. Spaces in the table with no figure entered represent relationships between variables which are not significant to the .1 level.

Table 12: Professional Enhancement Opportunities, Significant Associations (Chi-Square Levels of Significance)

Incentive	LEA Size Groups	Salary: B.A. + 0 years	Hi/Low Salary Range
master/mentor teacher	.02		
supervision of student teachers	.001	.05	.01
released time for curriculum development	.001		
support for attendance at professional meeting- monetary support	.001		.01
unpaid leave	.01		.10
tuition subsidy for advanced coursework			
participation in staff development activities	.001		
opportunity to lead staff development activities	.01	.01	
summer employment opportunities	.10		
job exchange opportunity with business and industry			
other professional enhancement opportunities		.05	

Summary of LEA Incentives

The total numbers of incentives reported by each responding district in each of the five main categories were tallied with the following results:

Table 13: Percentage of Potential Incentives Used by LEAs in NCREL Region

Category	mean	possible	% cited
conditions of the workplace	10.6	17	62.2
professional enhancement incentives	5.9	11	53.2
monetary incentives	6.3	14	45.0
career status incentives	2.3	8	29.0
awards and recognition	1.1	6	18.3

The % cited column indicates the mean proportion of programs selected out of those available for selection on the survey instrument.

Table 13 reveals that respondents to the NCREL survey report that their school districts tend to offer a large number of those incentives that use conditions of the workplace as motivators. The average (mean) number of incentives which address workplace conditions available among LEAs is slightly below two thirds of the seventeen suggested in the survey.

Close to half of enhanced professional opportunities and monetary incentives are used by the average (mean) LEA reporting. Of those suggested programs, the mean percent of professional enhancement incentives offered is 53.2, while the mean percent of monetary incentives available is 45.0.

The range of incentives which use levels of career status as motivators is not used as fully, with the average (mean) of 29.0 percent of suggested career status incentives offered by LEAs. Least fully utilized is the range of award and recognition incentives, with only 18.3 percent of those suggested being offered by the average (mean) LEA.

It is clear that LEAs have tended to pay most attention to workplace conditions, followed by enhanced professional opportunities and monetary rewards, and have paid significantly less attention to the range of activities to motivate teachers through career status or awards and recognition. These tendencies should be remembered as we examine the relationship between LEA programs and state-level interventions in each of the seven NCREL states.

Table 14 displays correlations among the average number of programs offered by LEAs within each of the categories, with district size, and with salary indicators. The strongest correlations are between the number of monetary incentives and number of incentives based on workplace conditions; monetary incentives and career status incentives; and career status and workplace conditions as incentives. Districts offering a greater variety of programs within one of these categories are more likely to offer a greater number of the other two as well.

The three salary indicators each have stronger associations with the number of monetary incentives than with the other four categories, leading us to believe that LEAs that pay higher salaries are more likely to offer diverse monetary incentives than other forms of incentives. Interestingly, career status incentives follow monetary incentives in terms of the strength of their association with the range of salary available. This would be expected if career ladder programs, offering higher salaries through differentiated levels of status, were more common. However, as career ladders are as yet fairly uncommon, this association is hard to explain without further study.

The size of LEAs correlates about evenly with incentives based on monetary reward, career status, an awards and recognition. The association between LEA size and professional enhancement incentives is less powerful, and between LEA size and conditions of the workplace is weakest of all. Many of the incentives based on conditions of the workplace are found in districts of all sizes, but their effectiveness as incentives may vary greatly according to the extent and quality with which they are implemented.

Table 14: Correlations Between Total Number of Programs Offered Within Categories of Incentive Motivators and Selected Variables

Pearson's R scores rounded to hundredths (all R scores reported are positive)

Variables	Total # monetary incents.	Total # workplace conds.	Total # career status	Total # awards& recog.	Total # prof. enhanc.
total #: monetary incentives	---	.42	.40	.30	.31
total #: workplace conditions	.42	---	.38	.30	.34
total #: career status	.40	.38	---	.30	.29
total #: awards & recognition	.30	.30	.30	---	.32
total #: professional enhancement opportunities	.31	.34	.29	.32	---
Salary: B.A. + 0 years	.35	.22	.28	.20	.13
Salary: M.A. + 5 years	.22	.17	.21	.22	.08
Hi to Low salary range	.41	.20	.38	.27	.22
LEA size groups	.33	.15	.32	.34	.22

State Interventions and LEA Conditions

Having reported the data collected through the survey of LEAs as well as a summary of SEA interventions, we believe it may be instructive to interpret the landscape of LEA practices in light of the state policy environments in which they are found. To what degree do LEA practices reflect the legislative initiatives and state-wide concerns in each of the seven states surveyed here?

We do see patterns of states with higher or lower pay scales, relative to their regional neighbors (see again, Figures 4, 5, and 6, pages 27, 28, and 29). Lowest among these is Iowa, and we have seen that the Iowa legislature has taken up that issue in the past year with passage of HF 499, aimed at offering salary supplements. LEAs in Minnesota and Michigan appear to have salaries clustered around the highest end or the range of those available region wide, and we have seen that state interventions in those states have been minimal, directed primarily toward opportunities for professional growth and development.

In Illinois, we find LEAs reporting salary levels clustered around the lower end of the regional range. However, Illinois' legislature has not taken any major measures to intervene, instead sponsoring a modest pilot program to establish models for LEAs wishing to initiate their own salary incentive plans. LEAs in Illinois are less likely to offer certain other programs than in the Region as a whole. These include additional salary available for extended year duties (68.6 percent in Illinois, 77.7 percent in region); district-level awards for teachers (23.8 percent in Illinois, 34.3 percent in region) and salary increments for accepting increased responsibilities (23.3 percent in Illinois, 34 percent in region). The latter point is of interest in light of reports from the Illinois SEA that the most effective of their pilot programs for teacher incentives were those which provided such increments. This is a case where state leadership can be used to counterbalance gaps in LEA program offerings. Up to this point, LEAs have had state interventions in teacher incentives primarily in regards to offering opportunities away from the classroom such as early retirement and summer employment in business and industry, rather than in developing school embedded incentives.

Illinois respondents to the NCREL survey also indicate that among their districts, notably fewer are considering such programs as educational improvement grants for

teachers or teacher mentor programs than are being considered around the Region. These particular programs have flourished as pilot activities in several of the other NCREL states, and we expect that dissemination of these programs in those states is affecting LEAs as they consider their own means of increasing incentives for teachers.

In Indiana, salaries are clustered around the center of the regional range. However, a number of other programs are less prevalent among Indiana's LEA's than around the region as a whole. These include salary increments for advanced coursework, collaborative decision making, and peer evaluations, (though the latter is found in only a small minority of NCREL's LEAs (13.3 percent), in Indiana the percentage is only 6.3 percent). In addition, smaller number of districts in Indiana reported offering "other monetary incentives" and "other condition of the workplace incentives" than around the region. The reluctance of these LEAs to take initiative sheds light onto the impetus for the legislature's enacting of what appears to be the most extensive single education reform measure yet to surface in the region

The recent state initiative in Iowa (HF 499, enacted May 1987) increases the level of monetary incentives offered to teachers, but also allows for the development of professional growth and career status as motivators for incentives. LEAs in Iowa, meanwhile, report that they do offer a greater number of incentives based on workplace conditions than are found in the Region as a whole, including aide support, secretarial support, collaborative decision making and staff wellness programs. Again, we see state policymakers addressing the needs which they perceive to have been unmet by LEAs.

The NCREL survey of LEA incentive. firms the high status of Michigan's teacher salaries, with 64.3 percent of LEAs reporting salaries for beginning teachers and also for their top earners in the highest 40 percent of the range in the NCREL Region (see Figures 4, 5 and 6, pages 27, 28 and 29).

Michigan LEAs are more likely to offer such monetary incentives as paid sabbaticals and flexible benefit plans. Respondents from 45.2 percent of LEAs indicated that their districts offer "other monetary benefits" (beyond those suggested on the survey) compared to only 23.2 percent around the Region.

There was not a single category in which the LEAs of Michigan offer programs at a significantly lower rate than around the Region. This and the availability of high salaries and other monetary incentives demonstrate LEA initiative which has preempted the need for interventive action on the part of the state legislature or education agency.

Minnesota LEAs offer particularly high salaries to their beginning teachers. Of respondents to the NCREL survey of LEA incentives, 100 percent offered salaries for beginning teachers in the top 40 percent of the range across the NCREL region. In addition, 71.4 percent of Minnesota LEAs offer salaries in the high 40 percent of the regional range. However, the distinction for high salaries lessens when we look at the top salary offered by these LEAs, though very few Minnesota LEA salaries are in the bottom 20 percent of the regional range on this indicator.

Other monetary incentives are also more prevalent in Minnesota than in the Region generally, including stipends for extended year employment, increases in salary for additional coursework, and paid sabbatical leave. Looking at salary levels and other monetary incentives, we may not be surprised by the SEA claim that Minnesota has no teacher shortages and have had to take no intervention on behalf of teacher salaries.

Minnesota LEAs also indicate that they are likely to provide incentives which use conditions of the workplace as a motivator such as teacher aide support, peer support groups, peer evaluation and resources for coping with personal problems. There is also a trend toward collaborative decision making which exceeds the norms for the region. Part time teaching opportunities and position exchanges outside of the district are two incentives focussed on career status which are available in more of Minnesota's LEAs than are found regionally.

The fact that few of Minnesota's LEAs offer any variation of the professional development incentives is balanced by the programs on the state level. Reviewing the programs sponsored by the state, we find that they do concentrate on incentives which use professional development opportunities as a motivator- teacher mentors, teacher centers, use of technology, staff development funding, and instructional improvement. Here is a good example of the state taking action to intervene in developing programs which fill the gaps not being met by LEA offerings.

The NCREL survey of LEA incentives reveals teacher salaries offered by LEAs in Ohio to be concentrated around the middle of the regional range (see Figures 4-6). However, the number of respondents citing the state as the initiator of salary increases, both for all teachers and for new teachers in particular, is significantly higher than in the region overall (about 10.1 percent in Ohio, 3.4 percent in the Region). State initiative above the mean is also cited in regard to teacher mentor programs and provision of preparation and planning time for teachers. State leadership is clearly influential among Ohio LEAs, though there are few incentive programs funded at the state level.

Professional development is emphasized in Ohio LEAs with programs such as instructional improvement grants and subsidies for advanced study. Award programs are more prominent in Ohio LEAs at both the building and district level than is generally found in the Region. In fact, of the five motivator classifications we have used, Ohio LEAs exceed the other NCREL states only in their use of the Awards and Recognition category. This is indicative of an interesting match with state-level interventions, which appear to focus on improved performance and pride in accomplishment, through pointing to positive examples and models.

It is difficult to depict a clear pattern in terms of Wisconsin's teacher salaries (see Figures 4-6). The top salaries paid to teachers in Wisconsin have the most even distribution of any of the NCREL states, spread over the range from bottom to top. Extended year employment opportunities, salary increments for additional coursework and stipends for teachers in market sensitive fields are more common in Wisconsin than throughout the Region, while paid sabbaticals are less so.

Wisconsin LEAs offer a variety of incentives beyond the norm for the NCREL region. These include aide support for teachers, opportunities for summer employment with business or industry, and district level awards. Also, more LEAs report that instructional improvement grants are under consideration in Wisconsin than throughout the region generally. The state action of sponsoring pilot programs which, among them, demonstrate the full range of motivators available as incentives, fits in well with LEAs tendency to address all of the motivators, without emphasizing any one above the others.

Table 15: Availability of Mentor Teacher Programs in NCREL LEAs

Mentor teacher program	IL	IN	IA	MI	MN	OH	WI
available	14.4	19.3	7.2	15.0	13.8	20.5	11.1
not available:	77.1	61.3	71.4	72.1	69.7	53.1	75.9
under consideration:	8.5	19.4	21.4	12.9	16.5	26.3	13.0

Mentor programs appear to be the most widely contemplated of those cited by survey respondents. In six of the states over 10 percent of LEAs are considering such programs, though they are presently found in only one fourth to slightly less than one half of the LEAs in any of these states (see Table 15 above). In Iowa, large numbers of districts are considering mentor programs as well as instructional improvements grants. These were certainly linked to the expectation that state funds for such programs would soon be available, as indeed they now are, through the Phase III part of the Educational Excellence (HF 499) program passed by the Iowa legislature in May, 1987.

Figure 7 presents the LEA programs in each state that were found to exist in that state with a frequency which was significantly higher than the average among the states. This does not imply that the program is available in the majority of school districts within that state. For example, base-pay increases related to performance appear in a small percentage of districts in all of the states. However, the 6.5 percent of Minnesota's school districts which do have such an arrangement make up a significantly higher percentage than in any of the other states, and thus are included here. The figure does not depict frequency, then, but does indicate which programs in each of the states seem to have attracted a greater than typical degree of interest. This information may be useful in developing programs to disseminate promising practices and to enlarge the scope of incentives receiving state sponsorship in each particular state.

FIGURE 7

ABOVE AVERAGE INCIDENCE OF LEA INCENTIVES BY STATE

Programs listed in each state are available in a significantly greater percentage of LEAS in that state than in the region as a whole.

(Level of significance = .01)

Limitations of this Study

Certain features of this study limit the reliability of the data collected. The three main limitations, which are described below, are lack of standard definitions for many of the survey items, failure of directions on the survey to elicit consistent responses in regard to the source of available incentive programs, and the inability of the survey instrument to capture qualitative aspects of those programs which are available in the LEAs.

Many of the terms used as potential incentives in the survey were open to a wide range of interpretations. Without the benefit of definitions for each of these, it is certainly possible that such programs as "career ladders", "mentor teachers", "peer support groups" and "instructional improvement grants", among others, would be interpreted differently by different respondents, clouding the reliability of those responses. Follow up contacts with some of the respondents, conducted to identify prospective case-study sites for the continuing NCREL research on teacher incentives, revealed that indeed certain items on the survey tended to lend themselves to divergent interpretations. However, a definition of each term would have considerably lengthened the questionnaire and thereby considerably reduced the response rate. Therefore, the decision was made to let the respondents define terms as they would apply to their local context for each item.

Many respondents did not follow the directions on the survey asking them to indicate whether programs available in their districts had been started by local or state-level initiatives. Information on the sources of these programs, then, was not reliable, and most of the reporting of programs offered simply aggregated these results. This portion of the data, therefore, were not included in most of the analysis of responses.

Another limitation of this study is that the responses were, for the most part, not qualitative. Two districts may both offer programs they call "career ladders", which conform to some general definition of career ladders, but which may differ enormously in their depth, their execution, and their effectiveness. This is, more generally, one of the limitations of survey research that provides a wealth of quantitative data, useful in forming general descriptive pictures, but does not allow the researcher to add color, tones, and perspectives to those pictures. While this shortcoming inevitably limits the fidelity between the data collected and reality, it does not invalidate the value of the

collected data as a first understanding of the occurrence of incentive programs throughout the NCREL states. It is the intent of this research team to add the layers of color, tone, and perspective to this study of teacher incentives with the case study research of 21 LEA incentive programs now in progress.

Despite these limitations, the large response rate (78 percent) and large sample size (N=1041) does make the information that was collected extremely useful in generating a detailed picture of teacher incentives found in LEAs around the seven-state region examined in the study.

Conclusions

This report has examined the data collected as part of the NCREL study of issues which relate to teacher incentives throughout the North Central Region. A wide array of activities were included as potential incentives, in order to fully assess the availability of measures which may support building and maintaining a teaching force of sufficient size and skill to meet regional needs.

As the data in this report indicate, activities which focus on professional enhancement and conditions of the workplace are more often used at this time than are career status or awards and recognition forms of incentives. Monetary incentives provided are primarily along the traditional lines, with very few districts adding such innovations as performance-based pay or increases for additional instructional responsibilities to their package of monetary benefits. The incentives linked to the conditions of the workplace most frequently used are those dealing with teacher's engagement with their work (textbook selection, input into course design, etc.) but not those which might redefine the relationships among teachers as collegial professionals (such as peer evaluation).

Information was gathered regarding whether or not specified programs were available. The degree to which these programs have been successful or function as incentives within each setting was not assessed. Many of the programs may not be viewed as incentives by all teachers or in all environments. Teachers, for example, may have been put on textbook selection committees as a means of delegating responsibility rather than as a form of reward. To some teachers such an assignment may be perceived as an unwelcome chore. However, for many teachers the opportunity to control the process by which the tools of the trade are selected is a form of empowerment which certainly could be expected to promote teacher professionalism and, hence, performance.

If incentives that focus on rewards and recognition, or career status, have been little used, the question remains: would these potential incentives actually serve a fruitful purpose if more fully employed? Further study must be done to discern whether or not these particular programs, where they do exist, succeed in providing a spur towards improved performance and greater retention of teachers. If the answer is yes, then we have two large arrays of incentive programs which can be added to the current repertoire.

Many of the incentive activities tallied in this report correlate positively with school district population, and in many cases with teacher salary levels as well. Policy-makers must be leery of developing programs without paying attention to ways in which they can be equally available to large and small districts, and to both more and less affluent ones. In many cases, these programs currently do exist and serve as incentives, but not in the locations where they are most needed in order to attract sufficient numbers of highly skilled teachers -- particularly in the more remote rural areas.

We must also wonder about the abundance of incentive activities in some districts while others have barely any. Is it the preferred course of action for some districts to steer clear of "extras" which may be perceived as mere distractions, or is an inequitable distribution of resources responsible for the imbalanced distribution of incentive activities? This question is one which needs to be answered if state policy is to succeed in developing a system of incentive programs responsive to the needs of each local school district as well as the needs of the state as a whole.

Incentive practices available in LEAs within each state were also examined in light of state policies and initiatives. In most states, we can identify a relationship of state and local level policies complementing each other, so that between them both, a wider range of intents of and motivators for incentives were addressed than by either one alone.

In Indiana and Iowa we saw legislative leadership develop programs and allocate funds at the state level for incentives in categories not being heavily utilized by LEAs in their own offerings. These include developing additional forms of monetary rewards for teachers, such as the performance-based pay part of Iowa's plan and the career ladder pilot projects in Indiana. Michigan and Minnesota are both examples of states where the LEAs were offering a full compliment of incentives in most areas. The state interventions were mainly limited to creating enhanced professional responsibilities.

In Ohio, state local and policy reinforces certain patterns of incentive practices (reliance on recognition and presentation of model practices to spur desired behaviors), which may be the result of cultural norms for that state. In Illinois, state programs have established models for effective incentives (salary incentives linked to additional responsibilities) but in a culture where local districts traditionally establish their own change agenda. Lack of monetary resources, however, have made it difficult for LEAs to take advantage of the models presented by the state pilot programs. Finally, in

Wisconsin, LEAs seemed to use all of the incentive motivators, and state interventions were established to reinforce each of these, rather than focussing on an area that appeared to be neglected by the LEAs.

One trend indicated here is the growing interest in new roles for teachers, with large numbers of LEAs considering career ladders, peer evaluation, increased salary for additional responsibilities, and, especially, mentor teacher programs. The importance of enlarging teachers' roles in a variety of ways has been stressed in the literature on teacher empowerment, and this appears to be influencing the thinking at the LEA level of possible futures. Further study would be useful to gauge the degree to which such enlarged teacher roles are actually adapted and the success of implementation they enjoy.

We hope that through this review of the survey data, a better understanding of the current practices in incentives for teachers will be obtained, to be used as underpinning for the the construction of programs which complement, rather than negate, those activities which have been spurring bright, caring persons on to become teachers, remain teachers, and strive for excellence in their profession.

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Appendix

LEA INCENTIVE PROGRAMS QUESTIONNAIRE

North Central Regional Educational Laboratory and University of Iowa

Name of School District: _____

Address: _____

_____

Telephone: _____

Name of person completing this questionnaire: _____

Position: _____

DIRECTIONS:
Listed below are incentives that may motivate teacher performance or contribute to teacher satisfaction. Using the key below, indicate what is available, what is not available for teachers in your district for the 1986-87 school year, and what is currently not available but being considered for the future. Circle only one number for each item. For each item that is marked (1) available, indicate in the blank if this incentive is district initiated (D) or state initiated (S). Fill in the other blanks where indicated.

MONETARY COMPENSATION	Available	Not available	Not avail, being considered
Salary increase for all teachers Percentage over last year _____	1 ____	2	3
Beginning teacher salary increase Percentage over last year _____	1 ____	2	3
Increase in top cap on salary schedule	1 ____	2	3
Increase in base pay based on performance	1 ____	2	3
One-time bonus for outstanding performance	1 ____	2	3
Stipend for additional co-curricular duties	1 ____	2	3
Stipend for extended year activities	1 ____	2	3
Salary increase for additional coursework	1 ____	2	3
Salary increase based on additional instructional responsibilities (i.e. team or grade level leader)	1 ____	2	3
Salary differential in shortage areas	1 ____	2	3
Paid sabbaticals	1 ____	2	3
Unpaid leave without loss of step placement	1 ____	2	3
Flexible benefits package ("cafeteria plan")	1 ____	2	3
Other (please specify) _____	1 ____	2	3

_____

CONDITIONS OF THE WORKPLACE	Available	Not available	Not avail, being considered
Preparation/planning time Hours per week _____	1	2	3
Teacher aide support Ratio of teachers/aides _____	1	2	3
Opportunity to observe other teachers	1	2	3
Secretarial support for teachers' work	1	2	3
Teacher input on textbook selection	1	2	3
Teacher input on curriculum determination	1	2	3
Teacher input on scheduling	1	2	3
Teacher input on course design	1	2	3
Teacher input on student placement	1	2	3
Peer support groups	1	2	3
Peer evaluation	1	2	3
Collaborative decision-making	1	2	3
Child care available on site for teachers' children	1	2	3
Resources to assist in coping with personal problems	1	2	3
Staff "wellness" program	1	2	3
Health coverage Amount of district expenditure per teacher _____	1	2	3
Other (please specify)_____	1	2	3

CAREER STATUS	Available	Not available	Not avail, being considered
Career ladder/Differentiated staffing (promotional opportunities based on ratings of performance)	1	2	3
Part-time teaching opportunities	1	2	3
Job sharing opportunities	1	2	3
Position exchanges within district	1	2	3
Position exchanges out of district	1	2	3
Internships for supervisory/administrative responsibilities	1	2	3
Early retirement options	1	2	3
Other (please specify) _____	1	2	3

AWARDS AND RECOGNITION	Available	Not available	Not avail, being considered
Scholarships for advanced study	____	2	3
Building level award programs	____	2	3
District level award programs	____	2	3
Instructional improvement grants	____	2	3
Business/industry sponsored awards	____	2	3
Other (please specify) _____	____	2	3

_____

PROFESSIONAL ENHANCEMENT OPPORTUNITIES	Available	Not available	Not avail, being considered
Master/mentor teacher (additional professional responsibilities for some teachers)	1 ____	2	3
Supervising of student teachers	1 ____	2	3
Released time for curriculum development	1 ____	2	3
Support for attendance at professional meetings:			
monetary support	1 ____	2	3
unpaid leave	1 ____	2	3
Tuition subsidy for college/university coursework	1 ____	2	3
Participation in staff development activities	1 ____	2	3
Opportunity for teachers to lead staff development activities	1 ____	2	3
Job exchange opportunity with business/industry	1 ____	2	3
Summer employment opportunities in business/industry	1 ____	2	3
Other (please specify) _____	1 ____	2	3

_____

What is the current student enrollment in the district? _____

What is your current student/teacher ratio?

Elementary level _____

Middle school/Jr. high level _____

Senior high level _____

What else is your district doing to attract, retain and motivate competent teachers that may not have been covered in this questionnaire? (Attach any descriptive material which you may have available.)

_____

_____

_____

Have you experienced a shortage of qualified teachers in any particular areas?

_____yes _____no Please name these areas_____

_____

_____

Return to:

Dr. Carol A. Bartell
University of Iowa
210 Lindquist Center
Iowa City, Iowa 52242

PLEASE ATTACH A COPY OF YOUR CURRENT TEACHER SALARY SCHEDULE.
THANK YOU VERY MUCH FOR YOUR TIME.

Availability of Selected Incentives by State in the NCREL Region

	LEAS by State						
Incentive	IL	IN	IA	MI	MN	OH	WI
Preparation & planning time							
not available:	3.8	1.1	1.6	1.3	0.	3.4	0.
under consideration:	.8	0.	.8	0.	0.	0.	0.
Teacher aide support							
not available:	33.2	19.6	17.6	31.9	17.0	40.9	17.1
under consideration:	3.5	4.3	2.4	.7	2.8	5.7	1.9
Early retirement							
not available:	17.6	34.7	42.6	40.1	10.2	56.7	32.7
under consideration:	5.7	10.5	11.5	4.1	3.7	9.6	6.5
Instructional improvement grants							
not available:	66.5	62.1	61.6	42.8	64.2	46.9	62.0
under consideration:	3.8	7.4	10.4	3.4	8.5	7.9	9.3
Mentor teacher program							
not available:	77.1	61.3	71.4	72.1	69.7	53.1	75.9
under consideration:	8.5	19.4	21.4	12.9	16.5	26.3	13.0
Job exchange with business/industry							
not available:	76.1	92.6	87.8	81.1	85.0	84.7	76.1
under consideration:	2.7	3.2	5.7	8.8	4.7	6.8	6.4
Summer employment in business/industry							
not available	59.3	77.7	81.5	76.1	73.6	82.4	61.1
under consideration:	2.3	4.3	5.6	5.6	5.7	6.3	5.6

1988 UPDATE ON STATE INCENTIVE PROGRAMS IN NCREL STATES

The information in this appendix was included in a presentation made at the annual meeting of the American Educational Research Association in April, 1988, at New Orleans, Louisiana (Dorman, 1988). It was a part of a symposium titled "Policy Perspectives on Teacher Incentive Planning". State programs initiated from 1984 up to and including spring of 1988 that effect teacher incentives in the seven NCREL states are included.

Illinois

Illinois experimented with a master teacher program in 1984-1985 that provided stipends of $1000 to each of 500 teachers in the state who were identified as "master teachers." In return for this stipend, the teachers were required to provide three days of professional development leadership to their local district. The program did not receive continued funding, largely due to difficulties establishing selection criteria.

In 1986-87, four school districts in Illinois were provided with funds for pilot incentive programs. These funds were awarded on a competitive basis for programs that rewarded superior effort, achievement, and/or leadership among teachers. A higher education partner for each program assisted with development, implementation and evaluation functions.

The initial year of operation of these programs yielded evidence to support the belief that incentive plans that offer additional pay in exchange for additional responsibility were most viable. Two of the original pilot programs, that demonstrated this principal did not receive funding for a second year, while the other two were refunded to give them more time to prove their merit, and were joined by two new programs in 1987-88. Of these four programs, two are based on career ladders, one is a performance-based pay plan, and the fourth focuses on teacher mentors.

Illinois also has offered scholarships to students who enroll in teacher preparation programs in content areas that have been in short supply. These include mathematics, natural and physical sciences, reading, early childhood education, bilingual education, ESL, social/emotional disorders, and speech and hearing disorders. In addition, Illinois is making efforts to promote the teaching profession among minorities.

Indiana

In May 1987 the Indiana legislature approved a major educational reform measure titled "The A+ Program for Excellence in Education." Twenty-six separate initiatives are included in the act, grouped into three clusters: personnel, students, and school. Personnel items include several with strong potential to act as incentives for teachers, including establishment of an intern program for new teachers, a cadet teacher recruitment program, Japanese and Chinese teacher exchange programs, and loan forgiveness for minority students completing teacher education programs. The personnel cluster also includes a requirement for staff performance evaluations and expansion of the Indiana Principals Academy. These two measures may function indirectly as incentives if they are implemented in such a way as to improve the teaching environment and promote increased efficacy for teachers.

Student-oriented measures in the act may also serve as incentives for teachers if they result in increased motivation of students and greater opportunity for successful instruction. These include expanded summer school programs, adding five instructional days to the school year, offering support services for working with at-risk students, state subsidy for text books for low income children, and expansion of gifted and talented programs. Note that the first two of these offer additional employment to teachers as well as benefit student learning. An adult literacy program may increase the support of school programs by parents who find their own comfort level with the school organization improved.

Indiana will implement a statewide achievement test with retention required if remediation efforts do not succeed for those who do not meet the test criterion. Such a measure may be an incentive (if it motivates students to become more diligent partners in their own learning) but can also become a disincentive if teacher evaluation becomes too narrowly focused.

School-based reform measures in the legislation include outcomes-based accreditation; rewards for school systems showing improvement in achievement scores, graduation rates, and/or attendance; and a program to increase parental involvement. All three of these activities hold the promise of teacher incentives through improved workplace conditions.

Prior to the enactment of the "A+ Program" Indiana had funded pilot programs through the Teacher Quality and Improvement Pilots Project, which offered incentives through professional development opportunities, career ladders, and various forms of awards and recognition. Another reform program in the state is Prime Time which has subsidized reduced class sizes in the primary grades. Indiana also offers professional fellowships, a Teacher of the Year program and tax incentives to encourage businesses to employ teachers during the summer months.

Iowa

Like Indiana, the Iowa legislature passed a major educational reform act in May 1987. The most striking part of HF 499 is the provision of $92 million to increase teacher salaries in Iowa. These funds are being distributed to LEAs in three ways: 1) through establishment of a statewide minimum teacher salary of $18,000, 2) by increasing salaries for all teachers, with each LEA determining a formula for the distribution of this supplement through negotiations between the school board and the teacher bargaining unit, and 3) funds for locally developed performance-based pay plans. This last aspect of the program, dubbed "Phase III" in Iowa, has garnered the lion's share of attention. It calls for LEAs to create new programs, rather than subsidize or supplant programs already in place. Programs were due for approval to the SEA on January 1, 1988. The great majority of Iowa's school districts did submit plans to qualify for the salary subsidies, which are based on per pupil funding. Among the activities included in LEA proposals are mentor teacher plans, professional development, and career ladders. Included in many of the proposals are plans to conduct further study of performance-based salary programs.

Iowa has also established loan repayment assistance for the preparation of math and science teachers. New certification rules will abolish permanent professional certification, requiring teachers to periodically update their training. While such measures can be considered an incentive for professional growth, they do so through force and are therefore perceived by some as a disincentive.

Michigan

On the average, Michigan has offered teachers salaries that are among the highest in the nation. Some concern has been expressed about iniquities in teacher salaries among LEAs in the state, with the most rural and urban districts tending to be at a disadvantage. State funds have been used in efforts to recruit teachers to these districts. In addition, a loan forgiveness program supports the preparation of new or retrained teachers of math, science, computer education, and teachers with special preparation for teaching in middle schools.

Michigan, like Iowa, now requires teachers to earn continuing education credits in order to be recertified. Again, the incentive value of such a measure is mixed. In October 1986 the Future of Teaching Committee issued a report to the Michigan Department of Education containing various recommendations for educational reform and improvement, including several that address teacher incentive issues. To date, the SEA has taken no action based on this report, which is titled "Seizing the Opportunity: A Time for Commitment."

Minnesota

According to senior officials in the Minnesota Department of Education, Minnesota has not experienced any shortages of teachers. Districts in the more rural areas have increased the practice of sharing personnel in order to fill instructional positions in some of the specialized teaching areas.

In 1987 four areas related to incentives received support from the Minnesota legislature. These were competitive grants to LEAs to develop teacher induction programs, categorical funding for professional development, special funding for increased educational effectiveness, and funds for an administrators's academy. The first two of these provide direct incentives for teachers, while the latter two are indirect in their effect.

The teacher induction program made up to $50,000 per year for a two year period available to each of five LEAS or coalitions. It is expected that these programs will redefine roles for those teachers serving as mentors, as well as for the novice teachers.

In the past, Minnesota provided funding earmarked for staff development. Last year's legislation renews that practice, ensuring that districts will give their teachers professional development opportunities. In addition, the Board of Teaching (distinct from the State Department o Education) issued t.vo grants of up to $75,000 each for the establishment of teacher centers. The prog:am stipulates that centers must serve at least ten LEAs or 3,000 students. Such facilities offer teacher professional growth, peer support and role renewal types of incentives.

Establishment of technology demonstration sites around the state has provided showcases for teacher training, curriculum development, and instructional uses of technology. Such facilities provide the incentive of increased professional opportunities as well as suggest ways in which technology offers solutions to staffing needs.

Ohio

Ohio has supported a program on the state level to fill particular positions: both content-area specializations and geographical locations. The content areas identified as in short supply are mathematics, foreign languages, and physical science. Geographical regions that have had difficulty recruiting teachers are the most urban centers and the 28 Appalachian counties of southeastern Ohio.

One major thrust of state intervention has been in the area of teacher induction programs. Ohio has mandated local districts to develop such programs, although it has not been able to supply special funding for that purpose.

On the state level, teachers in Ohio have access to decision making through the Teacher Advisory Committee to the State Superintendent. To promote awareness and recognition of teachers' accomplishments around the state, as well as to communicate information on events of interest to teachers, the Ohio Department of Education initiated in 1987 a publication entitled Teacher Update.

Wisconsin

Wisconsin has concentrated its teacher incentive efforts on the Teacher Incentives Pilot Program. This program was an outgrowth of the report of the State Superintendent's Task Force on Teaching and Teacher Education, issued in January 1984. Its purpose is to sponsor pilot programs with one of four objectives: 1) incentives and innovations for training new teachers and for staff development, 2) incentives for retaining teachers in their profession through the development of career ladder structures, 3) incentives for retaining teachers through monetary and non-monetary rewards, and 4) combinations that link the first three.

All school districts were eligible to submit proposals for this competitive pilot project. Of 17 completed applications, eight were selected in February 1985. One requirement for each proposal was that there be collaborative planning on the part of the school board, the teacher association and, the school administration. Signatures of the school board president, LEA superintendent, and teacher association president were required on the final submissions.

The pilot projects were initially funded for two years. They are currently operating in a third year at reduced funding levels, and state support will terminate after this year. Indications are that most of the districts will continue the elements of their programs considered most successful, in some cases incorporating them into locally funded programs.

Assessment of the effectiveness of the programs has led to a prioritization of incentive activities for future state interventions. The number one priority has been assigned to teacher induction activities, the second to career ladders, and the third to awards and recognition. The pilot programs have taken these priorities into account in modifying their scope during this final year of state subsidy. The state will assume some leadership in disseminating the results of the projects to other districts, so that they may have models to work from in designing incentive programs that are suited to their local needs. Funding for dissemination will be limited. Again, the priority focus will be on teacher induction programs.

In addition to the Incentive Pilot Programs, Wisconsin is supporting the renewal of the state level Future Teachers of America organization as a means of reaching our to high school students and recruiting them into the teaching profession. There is also a Teacher of the Year award.

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