

## CALLED TO SERVE: A CHOICE TO TEACH IN A HIGH-NEED SCHOOL

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### I.A- Introduction to the Nature of the Problem

*“Let us think of education as the means of developing our greatest abilities, because in each of us there is a private hope and dream which, fulfilled, can be translated into benefit for everyone and greater strength for our nation” – John F. Kennedy*

It is a well agreed upon principle that every student be given an opportunity to obtain a quality education, but this has proven to be an elusive goal. A persistent achievement gap can be seen between the various districts within the state of Wisconsin, and this gap generally disadvantages those in poverty, minorities, and those living in urban areas. Before being able to close the achievement gap in these high-need schools within our state, we must first recognize the nature and the depth of the problem. This section examines the nature of the problem as it relates to the ability of these high-need districts to recruit and retain high quality teachers to their schools. The focus on the quality and characteristics of the educators in these schools is emphasized due to their immense direct impact on student achievement, which will also be shown. Finally, the role higher institutions of learning, specifically St. Norbert College, can play to remedy this problem will be discussed, which is the purpose of this work.

In Wisconsin there is an equity gap with regards to the quality of instructors and thus the quality of education students receive within the 424 public school districts in the state. The Wisconsin Department of Public Instruction (DPI) is charged with creating an equity plan, which is put in place “to ensure that students from low-income families and students of color are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers” (Huth, 2015). As a part of their work, they have conducted research to document the location and extent of the problem. What they found was that nine districts possess a large proportion of the schools with educators who are either inexperienced or who possess emergency credentials (as of 2012-2013). Examining the 328 districts with sufficient data finds that these nine districts possess 35.5% of schools identified inexperienced and 40.5% of schools identified emergency credential. The most alarming being Milwaukee Public Schools with 63 schools being identified as having high levels of inexperienced teachers (out of the total of 346) and 89 schools having high levels of emergency credentialed teachers (out of the total of 378). Milwaukee was trailed, by a substantial margin, by Racine, Green Bay, Madison, and West Allis -

West Milwaukee. Those with emergency credentials are either unqualified teachers (those with a bachelor's degree but no educator preparation) or out-of-field teachers (educators who already hold a license, but are in assignment outside of their license area). Both of these situations are less than ideal because Wisconsin "believes strongly in the need for teachers to possess both content and pedagogical knowledge" (Huth, 2015). Inexperienced teachers are defined as those having three or less years of teaching completed in their subject area. The concentration of inexperienced and emergency credentialed educators in our state is one of the contributing factors to the achievement gap, and one that the DPI believes by, "Increasing the number of credentialed and experienced educators serving in the high-need schools identified in these districts is the fastest way to alleviate inequality in Wisconsin and the most efficient way to apply strategies at scale" (Huth, 2015).

An examination of data from 2013-14 from WDPI's Wisconsin Information System for Education displays that Milwaukee Public Schools and Green Bay Area Public Schools have the least amount of Full Time Equivalent teachers with over five years of experience when compared to the other schools with the top ten enrollment numbers in the state at 72.3% and 73.4% respectively (Wisconsin Department of Public Instruction, 2014). In addition to this, while examining the number of teachers with full licenses, Milwaukee is the lowest among the other largest schools in the state due to their high rates of teachers with emergency licenses or no license for their specific assignment. This only reinforces the extent of the challenge which some districts face when it comes to providing a quality education for their students.

The disparity in the quality of education can also be seen when examining the characteristics often found in the districts highlighted above; namely high percentages of minority and low-income students and a location within an urban setting. The Wisconsin DPI in their effort to better understand the relationship between these factors and the quality of educators agreed to participate in the Equal Access to Quality Teacher's Project which resulted in the Teacher Distribution Project Report. This report found that the least qualified and least experienced teachers are more likely to teach low-income and minority students in the state of Wisconsin. Particularly, that the educators with less experience within the district and overall, with emergency licenses, and that are new to the teaching profession (less than three years of experience) are more highly concentrated in large cities, and where the student population consists of higher percentages of students in poverty and of minorities (Stout, 2006). Although this data is from 2004-2005, and is therefore dated to some extent, it is still useful to examine these connections that have existed in our state and may well still hold true to some degree today. The disparity in the quality of educators between schools is then quite clear, and a brief review of the relationship between educators and student achievement will be discussed in the following section.

## I.B- Effective Educators and Student Achievement

Although there is a well-established consensus that the quality of a teacher has a strong and direct impact on the outcomes of a student's education, a short examination of the research will be conducted in this section to solidify this assumption. The creation of a program specifically designed to send St. Norbert College education graduates into high-need schools is predicated on the ability of educators to make a difference in the quality of learning that students receive.

The U.S. Department of Education, in a paper exploring ways to close the achievement gap, starts with the premise that:

Of all the work that occurs at every level of our education system, the interaction between teacher and student is the primary determinant of student success. A great teacher can make the difference between a student who achieves at high levels and a student who slips through the cracks... Research shows that top-performing teachers can make a dramatic difference in the achievement of their students, and suggests that the impact of being assigned to top-performing teachers year after year is enough to significantly narrow achievement gaps. (US Department of Education, 2010, p. 1)

Effective teachers are the cornerstone of a quality education, and therefore the main way to close the achievement gap within schools is to ensure that there is an effective teacher in as many of their classrooms as possible. Professors from Vanderbilt University, while examining the problem of the achievement gap in America's urban schools, found that in order to close the gap:

Such improvement ultimately depends on improving teaching practice. The available evidence suggests that schools that cultivate particular in-school processes and conditions such as rigorous academic standards, high-quality instruction, and a culture of collective responsibility for students' academic success are best able to meet the needs of all students (Bryk & Driscoll, 1985; Newmann & Wehlage, 1995; Purkey & Smith, 1983 as cited in Goldring et al., 2007, p. 1).

The improvement in teaching practices is imperative to ensure that a quality education is given to all students. These teaching practices begin to be inculcated in educators during their time at institutions of higher learning, which gives St. Norbert College an opportunity to specifically target their efforts to help close this gap. Effective teachers are not only important for those students who are currently in the lower achievement groups, having an effective teacher in the classroom is critical for all levels of students. Research focused on the cumulative and residual effects of teachers found that:

Regardless of initial achievement level, teachers in the top quintile facilitated desirable academic progress for all students. However, regardless of their entering achievement levels, students under the tutelage of teachers in the bottom quintile made unsatisfactory gains. (Sanders & Rivers, 1996, p. 6).

The impact a teacher has on their students is therefore one of the primary determinants of the success of these students academically. It stands to reason then the ability of St. Norbert College to send educators who are properly prepared to teach in these high-needs schools and who are committed to teaching there would greatly help those students in their classrooms, and would further the fight to close the achievement gap in Wisconsin.

### I.C- St. Norbert College's Role in Closing the Achievement Gap

As has been shown, there are certain schools and districts within Wisconsin that are struggling to fill their classrooms with qualified and experienced teachers. This problem occurs because of the difficulty these schools have with recruiting qualified educators and also with retaining them past their first three years. The creation of a program by St. Norbert College to encourage students to go into these high-need schools and to develop a commitment to teach in these areas is intended to fulfill the needs of these schools and districts that are struggling to do so on their own. Institutions of higher education are being called upon more and more in the effort to rectify this problem and they are being viewed as important stakeholders in the development of a solution.

The creation of the Teacher Equitable Access Plan by the Wisconsin DPI displayed this movement to involving other stakeholders and identified four root causes which underlie the equity gaps; two of which can be addressed by an urban education program at St. Norbert College. As one of their primary courses of action in the execution of their plan the DPI has established that “implementing a long-term strategy for engaging stakeholders in ensuring equitable access to excellent educators” will be vital to the success of their overall plan (Wisconsin DPI, 2015, p. 2). One of these stakeholders is institutions of higher learning. In their analysis of the root causes leading to high rates of inexperienced teachers in these high-need schools the four primary factors identified were preparation, resources, skills gaps, and school climate. The factors within preparation were under exposure to high need classrooms and teaching strategies in high-need environments, and under skills gaps were the lack of targeted professional development opportunities and the lack of readily available best practices unique to high-need environments. These factors could be directly addressed by St. Norbert College through increased experiences in urban environments, specifically student teaching, and also through a modification or addition to the traditional education course material. These recommendations will be more fully laid out in the final section, but it is useful to note that St. Norbert College has the ability to substantially address these issues.

The Teacher Distribution Project Report, mentioned earlier, also called for broad-based collaboration in order to achieve the desired results, which is the reduction of less qualified and less experienced teachers in high-need classrooms in an effort to close the achievement gap. They also provided specific recommendations which address actions that St. Norbert College could specifically take, mostly under the categories of recruiting and retaining. Specifically, under recruiting, they desire to make it a requirement that field experiences in high-need schools are conducted by students seeking teacher certification and that colleges and universities survey recent graduates to determine what factors attract teachers to certain districts and schools. They also recommended, under retention, that additional incentives be offered to teachers who agree to stay in these high-need schools for prolonged periods. These incentives can take the form of fully funded master degree programs, student loan forgiveness, home loans with low interest rates, and contracts which provide incentives to teach in schools with high rates of minority and poor students (Stout, 2006). These recommendations are items that can and are being addressed by St. Norbert College. The remainder of this work will examine the intent of current undergraduates and the factors that impact their decision to teach at a specific school. Also, how incentives can play a role in causing them to go into these high-need schools and develop a commitment to teach there will be explored in detail.

#### II.A- Factors and Commitment in Teacher's Choice of Location

There are numerous factors and variables that go into an individual's decision of where they would like to work, and this is no different for those who go into education as a profession. The examination of these factors and how they relate to choosing or not choosing to teach within urban high-need schools is critical to understanding how any program that intends to influence this decision will function. This section will cover the most prominent factors in the research that are pertinent to the creation of an urban education program, which will be drawn upon in the following sections of this paper. They are also incorporated into the section immediately following this one, which will examine the teaching intentions of a sample of 140 St. Norbert College undergraduates pursuing education and the factors they deemed most important in their future selection of a school.

The need for educators in urban environments is not a recent development, and research covering this topic spans over the last few decades. In 1987, Martin Haberman of the University of Wisconsin-Milwaukee wrote "Recruiting and Selecting Teachers for Urban Schools" for the Office of Educational Research and Improvement under the US Department of Education to help address this need. One of the sections of this paper was devoted to summarizing the reasons for the urban teacher shortage at that time. He came up with thirteen different reasons ranging from the conditions in the workplace, burnout, school bureaucracy, the location of teacher preparation mostly occurring outside of urban areas, all the way to the perception of the day to day work as maintaining order instead of teaching. Several of these factors relate to the "perceptions of those who present themselves to be educated as teachers,... the nature of university-based teacher education,

...[and] the conditions of professional practice in urban schools”(Haberman, 1987, p. 26). These same factors appear repeatedly, although categorized in different ways, throughout the literature covering this topic.

One of the specific factors that has prevented urban schools from obtaining effective teachers are the hiring delays that applicants face when applying to these schools. The fact that job offers from urban schools often are not given out until mid to late summer means that many of the most qualified teachers have already selected jobs with suburban districts who produce job offers in mid-spring. This could be due to a variety of factors, the way the city budget operates and the size of the potential pool of applicants to screen being two possibilities. In fact, in a study of four urban districts, “from 31 percent to almost 60 percent of applicants withdrew from the hiring process, often to accept jobs with districts that made offers earlier. Of those who withdrew, the majority (50 percent to 70 percent) cited the late hiring timeline as a major reason they took other jobs” (Levin & Quinn, 2003, p. 5). This factor is one that St. Norbert College cannot change, other than if the incentives they give through an urban education program are tied to their students teaching in a specified list of schools or districts.

UCLA, in outlining its urban educator program Center X, cited numerous issues and factors that impacted those educators who were considering teaching and were already teaching in a high-need urban environment. One problem is that, “Teachers from high-poverty urban schools are more likely than the average teacher to cite students’ lack of motivation and discipline problems as reasons for their dissatisfaction”. In addition to these factors there is also the hurdle of overcoming the thinking that “low-income parents of color typically do not value the importance of education, fail to inculcate such a value in their children, and seldom participate—through parental involvement activities—in the education of their offspring” (Valencia & Solorzano, 1997, p. 190 as cited in Quartz, 2003, p. 105). The combination of these student characteristics and perceptions of these students and these students’ families are factors that continually deter some educators from going into these urban schools. Changing the perceptions and framework through which these future educators view urban schools and the students that are within them will have to be a component of any program developed to send them there.

Teacher’s preference for proximity to their homes is also a factor which disadvantages urban schools. One study examining the labor market for teachers in New York State found that, “teachers express preferences to teach close to where they grew up and, controlling for proximity, they prefer areas with characteristics similar to their hometown”. This finding does not bode well in terms of staffing urban schools, and that is why a “grow your own” campaign has begun to encourage students who live in the cities to become educators in hopes that they will return to teach there. In New York State they found that, “About 60 percent of those having hometowns in the New York City suburbs first taught in those suburbs. Other major metropolitan areas follow similar patterns” (Boyd, Lankford, Loeb, & Wyckoff, 2005, p. 118). The draw of home is one that any program which is developed will have to overcome, unless the program seeks to draw from individuals whose hometown is the area with a high-need school.

Not only does growing up in an urban area increase the likelihood of a teacher selecting to teach there, many other forms of experiences with urban areas with high levels of poverty and minorities also increases the likelihood of an individual selecting to go into these schools and staying there. A study of 72 graduates of an urban teacher education program, examining urban commitment, first job location, and retention after the first three years of schooling, found that there are several factors which impact all three of these variables. The variables that were found to be statistically significant are K-12 high-poverty urban school attendance, employment in an urban/multiracial setting, volunteer service in a high poverty setting during college, and student teaching in a high poverty urban school (Whipp & Geronime, 2015). This study found moderately strong correlations between these prior experiences both before and during college, and it elaborated on their overall positive impact on the metrics of these future educators' intent to teach in a high-poverty urban school at the end of their student teaching, whether or not their first teaching job was in a high poverty urban school, and whether they were still teaching in a high-poverty urban school after 3 or more years. The ability for St. Norbert College to incorporate volunteer service and student teaching in high poverty urban settings and schools as a part of their urban teacher education program should provide promising results in terms of commitment levels and retention in these schools.

Another analysis which can be conducted to help arrive at the conclusion of who will become a teacher in a high-need urban school is by examining the motives of those who choose to teach in such schools. The primary motivations found in a case study of 38 students in an alternative certification program found that the following five general categories of motivation were most likely to be cited:

- a) a desire to help students and to make a contribution to society, (b) prior experience with teaching or training, (c) a desire to have more time with family, (d) job availability, and (e) a passion for sharing a particular subject area with others (Salyer, 2003 as cited in Stotko, Ingram, & Beaty-O'Ferrall, 2007, p. 40).

The largest proportion of the respondents credited their desire to teach in a high-need urban school to being able to help at risk students and to make a positive contribution on society. It is interesting to note the mix of intrinsic and external motivators for these top five categories, and any education program and incentive package St. Norbert College develops will have to appeal to both of these.

There are many different factors that impact whether or not a future teacher will choose to go to one school or district over another. Although some of these factors are clearly outside of universities' and colleges' control, there are still a number of ways that a program could be developed which would shift the internal desires of these educators and build a solid commitment to urban education. First, an examination of the current intent of St. Norbert College education majors will be explored, along with some analysis of why they are choosing where they would desire to teach.

## II.B- Intentions of St. Norbert College Students and Influencing Factors

On behalf of the Education Department at St. Norbert College the Center for Business and Economic Analysis distributed a survey to St. Norbert education majors and obtained a sample size of 140 students, which corresponds to approximately 42% of the current population of students pursuing a certificate in education. This survey asked for these education majors' basic demographic information (shown in Appendix A), their intentions for where they would like to teach upon graduation, and the factors that they deemed important in a teaching position. It also asked them how likely they'd be to participate in a program which provided a financial incentive, special instruction and experiences in a high-need urban school, but with a 3 year commitment to teach in a high-need urban school upon graduation.

This section covers the data relevant to the intentions of where St. Norbert College graduates are more inclined to teach, the strength of their commitment and whether or not they would contemplate transferring to a different school or leaving the profession entirely, and an analysis of the factors they deemed most important in a future teaching position. What can be observed is that St. Norbert College undergraduates pursuing an educational certificate are most likely to desire to teach in suburban schools and least likely to teach in urban schools. They are more willing to leave or transfer from an urban school if it is their least preferred option than the other two types of schools. Additionally, a majority of the characteristics of a teaching position are valued with relative equity by the students, and the students' hometown does appear to play a role in where they would like to teach. This data is being analyzed to help provide a base of understanding for the analysis of various incentives on these intention's in the following sections.

The preferences and the strength of these preferences will play an important role in determining how effective incentives, when combined with an urban education program, can be in creating a lasting commitment to teach in a high-need urban school. Figures 1 & 2 display that of those sampled, when asked to select their most and least desirable schools types to teach in, the majority desire to teach in

Figure 1

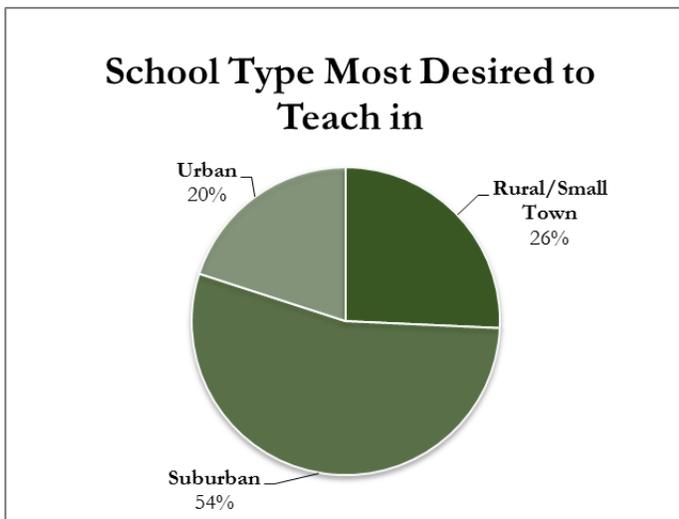
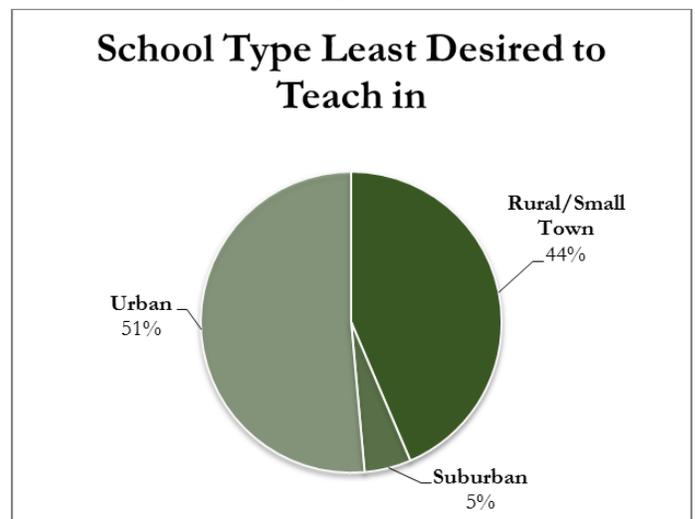


Figure 2



a suburban school upon graduating from St. Norbert College and that approximately just over half state that an urban school would be their least desirable choice. This information was also gathered in a different fashion by asking respondents to select their degree of intention of teaching at each of the three types of schools and their hometowns on a scale from 0 to 5, with 0 being no intention and 5 being fully intending to teach in that location. This data, although ordinal in nature, will be compared using means and standard deviations in order to better examine the differences in the responses. This technique, which will be used multiple times throughout this study, does diminish the validity to a modest extent, but the results are still useful to compare and analyze. Interval level analysis will also be conducted to augment this method. Table 1 compares the means that were gathered measuring the degree of intent to teach in urban, suburban, rural/small towns. This data shows that the type of school with the highest intention of being taught at is the suburban school with a mean of 3.421 and that the school with the least intention of being taught at is the urban school with a mean of 2.564. The mean of 2.564 for the urban school is not promising, but is expected due to the unique challenges and obstacles that educators face in these schools. In addition to these questions students were also asked how strongly they are committed to teaching exclusively in their preferred school with 0 being no commitment and 5 being fully committed. The responses possessed a mean of 2.821 with a standard deviation of 1.1333, which indicates that there is a moderate amount of commitment to teach exclusively in their most preferred school over any other school. However, this still leaves open a large number of students who would be potentially willing to consider changing their intention to teach, a fact that could benefit recruitment efforts in an urban educator program.

Table 1: Intention to Teach by School Type  
(0-No intention, 5- Fully intend to)

Type of School	Mean	Std. Deviation
Rural/Small Town	2.814	1.3227
Suburban	3.421	0.9526
Urban	2.564	1.1073

In addition to asking students their preferences regarding their most and least preferred schools they were also asked that if they were placed in their least preferred school how likely would they be, with 0 being very unlikely and 5 being very likely, to actively try and transfer if placed in their least preferred school and also how likely would they be to leave the teaching profession entirely. Not surprisingly it appears that in Table 2 with a mean of 2.971 students would be more likely to try and

Table 2: Likelihood of Taking Action if Placed in  
Least Preferred School  
(0-Very Unlikely, 5-Very Likely)

Potential Action	Mean	Std. Deviation
Transfer Schools	2.791	1.059
Leave Teaching	1.3	1.312

transfer to a different school before attempting to leave the profession entirely (mean of 1.3). When breaking down the means for both the likelihood of an educator desiring a transfer and the likelihood of them leaving by the type least preferred school in these hypothetical scenarios the results in Table 3 were compiled. Unfortunately, the urban school has the highest mean for both categories, with a 3.097 for likelihood of transfer and a 1.597 for the likelihood of leaving. The good news is that both these figures still are near or below the center of the scale which indicates that most of these future educators would still entertain the notion of remaining in such an environment, even if it was their least preferred choice.

Table 3: Likelihood of Transferring Schools or Leaving Teaching by Least Preferred School  
(0-Very Unlikely, 5-Very Likely)

School Type	Transfer Schools		Leave Teaching	
	Mean	Std. Deviation	Mean	Std. Deviation
Rural/Small Town	2.885	1.112	0.951	1.216
Suburban	2.429	0.975	1.286	0.755
Urban	3.097	1.009	1.597	1.370

In section II.A of this work a review of the literature discussing the different variables that comprise the specific characteristics of teaching positions was examined. Due to this review, in the survey a section was devoted to try and better understand what factors St. Norbert College education majors find most important when making the determination of what teaching position they would choose. This section asked the respondents to indicate the degree of importance each of the specific elements would have in their final determination of where they'd accept a position to teach, on a scale of 0 to 5 with 0 having no importance to them and 5 being a very important factor. The results are shown in Table 4 on the following page with the highest overall mean of the 19 factors listed occurring at the top and lowest at the bottom. Aside from the top three and bottom three characteristics, the other characteristics of the position have a mean that falls between 3 and 4 which indicates that the majority of these factors hold only a moderate/slightly above moderate degree of importance. The top three variables were the ability to positively impact students in class, administrator and principal support, and the ability to advance and progress in their teaching/educational career. The bottom three variables were whether or not the school has very few low income and low achieving students and the proximity of the teaching position to their hometown. The selection of the top and two bottom choices could be the result of a bias to select the socially desirable or "correct" answer. Another factor which is particularly interesting is the relatively low mean that the "proximity of your teaching position to your hometown" gathered despite being cited with a decent frequency in the literature. The factor also has the highest degree of variability as measured by the standard deviation of 1.398, which indicates that it is a factor that holds either significantly more or significantly less magnitude than the other variables. The importance of one's hometown in selecting a future teaching position deserves more attention.

Table 4: Degree of Importance of Characteristics on a Teaching Position  
(0-No Importance, 5-Very Important)

Characteristics of Position	Mean	Std. Deviation
Able to positively impact most students in class	4.507	.6942
Administrator and principal support	4.043	.8212
Ability to advance and progress in teaching/educational career	4.021	.9250
Physical safety and security ensured	4.000	.9818
Adequate resources available for teaching	3.943	.9117
Flexibility and autonomy in developing curriculum and managing class time	3.936	.8329
Active parental support	3.864	.9979
Actively receive feedback on a regular basis	3.800	.8912
Active support from the community	3.793	.9330
Ability to participate an influence school wide policies and programs	3.629	.9395
Living conditions surrounding school	3.614	1.129
Opportunity to pursue higher education	3.593	1.169
Students' appreciate teacher's efforts	3.593	.9283
Teacher induction program	3.586	.8975
Students are generally respectful and create minimal disruptions	3.436	1.094
Adequate pay and benefits	3.436	.9760
Proximity of your teaching position to your hometown	2.757	1.398
School has very low achieving students	2.164	1.267
School has very few low income students	1.471	1.165

In order to determine the importance of hometown on future educators' preferences on where they would like to teach crosstabs and Chi-Square were run with hometown as the independent variable and where the respondent would be most likely to teach being the dependent variable. Both were tested to see if there is an indeed an association, and if so to what extent. The test proved to be statistically significant at less than .000 with a Pearson Chi-Square of 61.8 and a Cramer's V of .4698, which indicates a moderately strong relationship between a respondent's hometown and where they most desire to teach, as shown in Table 5. Table 6 tells a similar story, but instead of examining the frequencies within which each of the respondents fall it takes the mean of their response to the question of how likely they would be to teach in a particular type of school. The highlighted cells mark the highest mean in each of the columns and the correlation between the highest mean in each of the types of schools matching with the hometown of the respondent reinforces the conclusions drawn from the crosstabs and Cramer's V. We can conclude that a respondent's hometown does impact where they would most like to teach. This is important because only 9% of those taking the survey classified their hometown as being urban.

Table 5: Impact of Hometown on Most Desired School to Teach in

Most desired school to teach in:	Hometown			Total
	Rural/Small Town	Suburban	Urban	
Rural/ Small Town	32	3	1	36
Suburban	13	57	6	76
Urban	7	15	6	28
Total	52	75	13	140

Pearson Chi Square 61.793  
 Significance .000  
 Cramer's V .4698

Table 6: Impact of Hometown on Most Desired School to Teach in (0-No intention, 5- Fully intend)

Hometown:	Intention by School Type (Means)		
	Rural/Small Town	Suburban	Urban
Rural/Small Town	3.442	3.231	2.481
Suburban	2.493	3.587	2.507
Urban	2.154	3.231	3.231
Grand Mean	2.814	3.421	2.564

St. Norbert College's urban education program will also have to overcome the bias towards one's hometown in order to achieve its ultimate goal of contributing a higher number of prepared educators into high-needs urban environments. Now that the current intentions of St. Norbert College education majors and the factors and characteristics that they deem important have been surveyed, it is time to analyze how incorporating financial incentives and creating a program which provides specialized instruction and experiences in urban schools can impact and ultimately change these students' willingness to commit to serving in these schools.

### III.A- Methods and Rationale

There is limited knowledge to research how effective various incentive schemes are in actually attracting and retaining a higher number of well qualified and well prepared educators in high-needs classrooms. The construction of the methodology and the survey used in this work relies upon that of Milanowski et al. (2009) and the techniques used in their work "Recruiting New Teacher's to Urban School Districts: What Incentives will Work?" In that work, in addition to conducting focus groups, they also constructed a survey with 64 hypothetical job scenarios with varying job characteristics including differences in salary and asked the participants to rate the attractiveness of each (Milanowski, et al., 2009). The use of hypothetical situations with variations between the groups provides the foundation for the methods used in this work.

At the beginning of the final section of the survey, respondents were given this hypothetical prior to any questions being asked:

A program developed to prepare future educators to teach in high-needs schools, specifically in urban environments with low-income students, is being created which would provide specialized instruction and experiences in such schools and also financial incentives based on participation in the program and a 3 year commitment to teach in a high-needs school following graduation from St. Norbert College.

Following this scenario, students were asked a series of 8 questions. Three of the questions asked them to specify how likely they would be to participate in such a program based on different incentive schemes; loan forgiveness, supplemental/bonus pay, and a graduate school stipend. They were asked to select their likelihood and commitment to participation in such an arrangement from 1 to 5, with 1 being extremely unlikely and 5 being extremely likely. These schemes were selected due to the of feasibility of St. Norbert College to implement them and also from the results of the aforementioned study which found that, "although pay and benefits were attractive to the students, loan forgiveness and subsidies for further education were also attractive" (Milanowski, et al., 2009, p. 5). In addition to different incentive schemes, the amount of the incentives was also varied with Response Form A offering \$7,500/year; Response Form B offering \$5,000/year; and Response Form B offering an incentive package of \$10,000/year. The values selected centered around \$7,500 which was the approximate numeric average of the estimated pay differentials that would be necessary to equalize the likelihood of

accepting a position in a high-needs school for female (\$8,250) and male (\$6,600) educators, again found in the previous study. This study will examine the impact the differences in incentive schemes, the quantity of the incentives, and the difference between St. Norbert College graduates intentions to teach in these schools before and after this hypothetical is introduced.

Following each of these three questions on the likelihood of the respondent's willingness to participate in such a program they were also asked to:

Please write in the amount of [financial incentive] per year that would make you seriously contemplate joining a program and committing yourself to teach in a high-needs school for three years as described above

Any results in this section that displayed ambiguity or were not an actual numeric amount were omitted and thus the number of responses recorded for loan forgiveness was N=113, supplemental pay N=118, and graduate school stipend possessing an N=109 for this series of questions. This data was analyzed in various manners to attempt to discover the specific dollar amount necessary to equalize the likelihood of selecting a high-needs urban school when soon to be certified/ newly certified teachers go about the process of selecting their first teaching assignment.

The remaining two questions in this study were the level of estimated debt that the student anticipated having upon leaving St. Norbert College and whether or not a free Master of Science in Education from St. Norbert College would be enough to make them seriously contemplate joining a program and commit themselves to teach in a high-needs school for three years as described above. The results of how effective a free Master of Science in Education from St. Norbert College would be in causing students to participate in such a program was also surveyed.

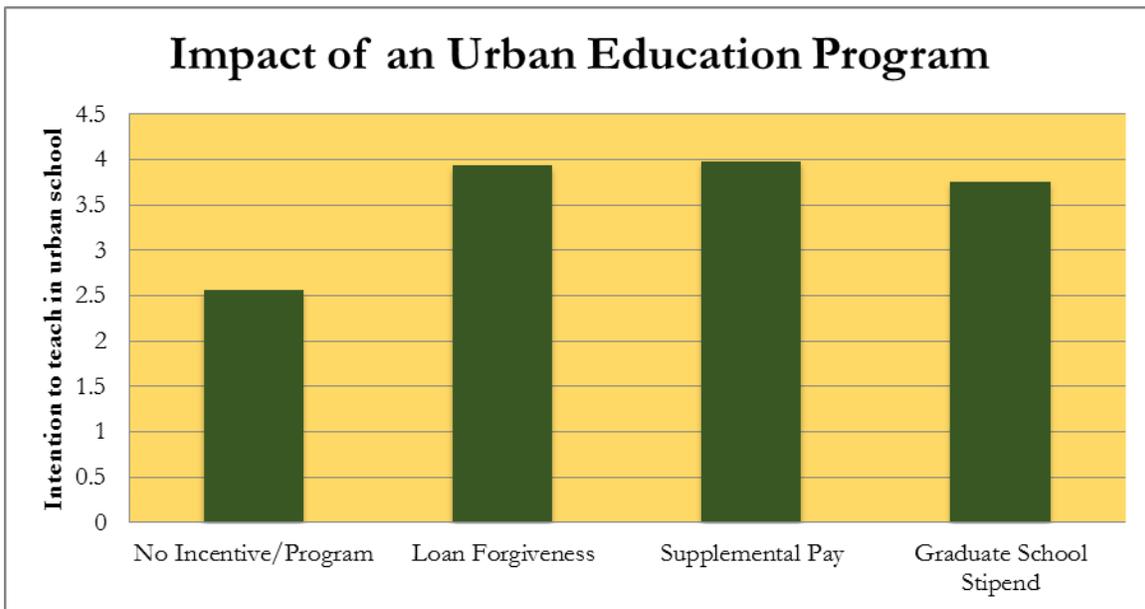
### III.B- Analysis of Incentives and Results

The results of this section are segmented into two primary areas of focus. The first is an analysis of whether or not an incentive combined with an urban educator program appears to make a difference in the willingness level of respondents to teach in an urban environment and whether the size of the incentive is significant. Secondly, is finding a “tipping point” dollar value that would cause a future educator to seek placement in a high-needs urban school upon graduation and the factors that influence that number.

What has been discovered is that it does appear that an urban education program with incentives increases the likelihood of an individual’s willingness to teach in a high-need school, but no statistical significance was found when a difference in the amount of the incentives was examined. In looking at the dollar amounts provided by students regarding what it would take to get them to seriously contemplate joining a program and teaching in a high-need school, the three incentive schemes arrived at slightly different numbers, but when averaged together equaled approximately \$8,450 annually over the three years. In addition to these findings, an inspection of how various factors impact these findings will also be conducted.

Teaching in an urban setting is the least preferred option among St. Norbert College undergraduates seeking to enter into education as a career at 51%, and it also possesses the lowest mean with regards to the likelihood to teach there at 2.564. The offering of a program combined with an incentive appears to make a significant improvement upon these numbers as evidenced in Figure 3. The intention to teach in an urban school goes from 2.564 to just below 4 for each of the various programs offered, indicating a moderate increase in the likelihood to teach in such a school. Supplemental pay appears to be the most effective, but it is in very close proximity to the other two incentive schemes. The quality of this data however, diminishes the

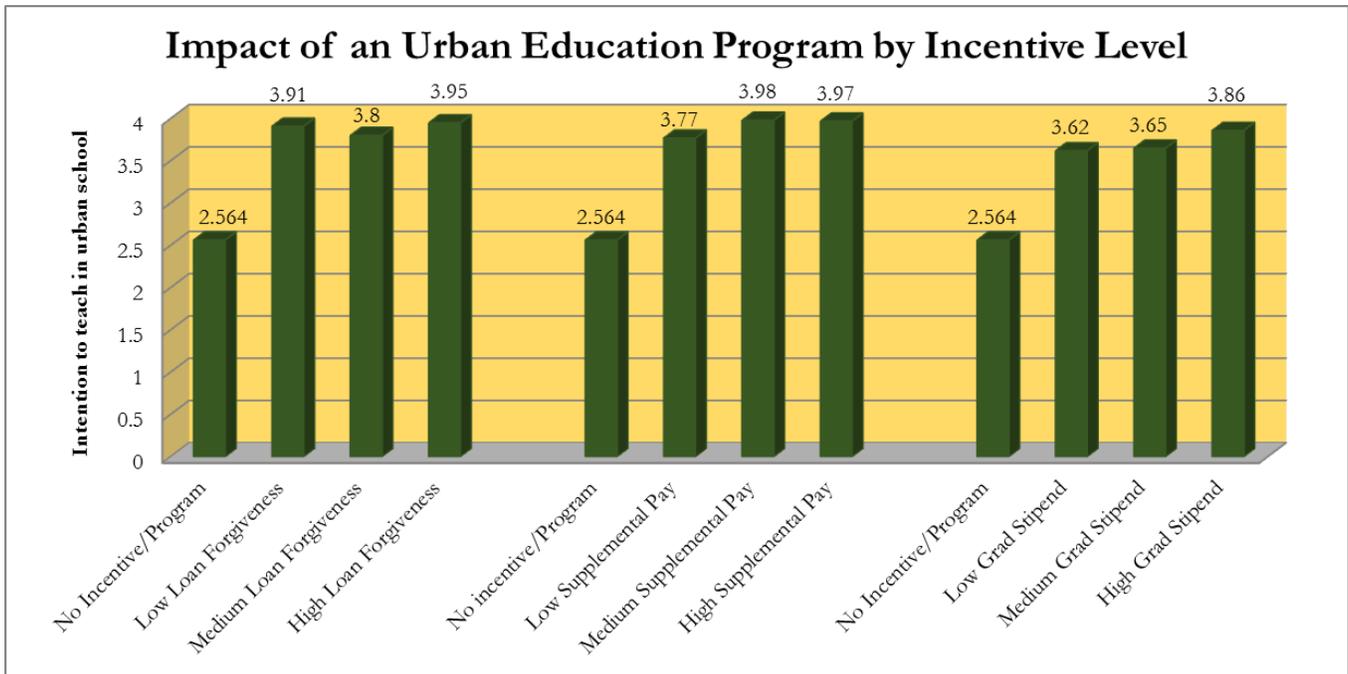
Figure 3



interpretive power which can be observed in this graph for two reasons; but reasons which ultimately offset each other to some degree which leaves some power in the results. The first is that the “No Incentive/Program” condition was measured on a scale of 0 to 5, while the other programs were measured on a scale of 1 to 5, which would make the gap more exaggerated and this data appear more significant than it truly is. The other reason for skepticism is the difference in the nature of the questions asked in order to obtain these means. The “No Incentive/Program” condition is derived from ascertaining the willingness of students to teach in an urban school, while the other programs specified that they would be teaching in a high-need urban school. These two factors when combined however actually mitigate the potential for erroneous assumptions because the absence of the phrase “high-needs” from the “No Incentive/Program” condition is likely to cause this number to be slightly inflated while the existence of a wider scale in measuring it likely deflated this number in comparison. Due to the offsetting nature of these two factors the information was left in, but with this important caveat. This problem occurs only when comparing the means of the likelihoods of these programs to the “No Incentive/Program” condition and does not heavily impact the remainder of these results.

The observable increase in teacher intention to go and teach in an urban school does appear to be impacted by incentives when combined with a program, but there is not a visual or statistical relationship between the dollar amount of the incentive and a teacher’s willingness levels. During the implementation of the survey three separate forms were created and distributed that were the same in every regard except for the dollar amount of the incentives being offered. This was done in order to assess the impact of variation within each of the incentives packages being offered. Figure 4 and Table 7 display these results both visually and statistically. The “Low” condition always refers to a \$5,000 incentive; the medium condition always

Figure 4



corresponds to \$7,500; and the high condition to a \$10,000 incentive. In Figure 4 the expected relationship between increases in the size of the incentive leading to an increase in the willingness to teach in a high-needs urban school does not materialize. Reinforcing this visual analysis is the lack of statistical significance for any of the incentive schemes when a Kruskal-Wallis test was run to determine if the medians of the various conditions were statistically significantly different when categorized by the various levels of incentives. The fact that loan forgiveness, supplemental pay, and the graduate school stipend all had statistically insignificant results, as evidenced in Table 7, indicates that either the \$2,500 increases were not large enough to impact results substantially, or that something more fundamental, perhaps the underlying ordinal scale measure, hindered the results from being statistically significant. Whatever the reason, these results indicate that the dollar amount of these incentives do not matter as much as the mere existence of an incentive within an urban education program.

Table 7: Likelihood of Participation by Program Type and Level of Incentive  
(1-Extremely unlikely, 5-Extremely likely)

	Low \$5,000/year	Medium \$7,500/year	High \$10,000/year	Statistical Significance of Kruskal-Wallis Test
Loan Forgiveness	3.91	3.8	3.95	.377
Supplemental Pay	3.77	3.98	3.97	.177
Grad School Stipend	3.62	3.65	3.86	.365

The medians for each of these incentives schemes were broken down by various demographic characteristics to try and gain a better understanding of future teachers' willingness to participate in the program. Kruskal-Wallis tests (the ordinal equivalent of an ANOVA test) were run between each of the three incentive programs and the variables of the respondent's attending an urban school, the respondent's projected education certification, which academic class they are a part of, and their hometown with none of them coming back positive (Appendix A displays the categories for each variable and the percentage of students in each for this sample). This could potentially be due to the fact that there is too much within group variability because of the slight variations within each incentive program that were present due to the differences in the size of the incentives (Low, Medium, High conditions). To eliminate this concern the tests were re-run for each of the response forms separately (Response Form A- Medium, Response Form B- Low, Response Form C- High) for all three different incentive programs and for the additional variables of minor certification, modified class (Freshman and Sophomore combined), and modified certification (Early Childhood-Adolescence and Music combined). Kruskal-Wallis tests were again run, due to the ordinal nature of the data being studied, and all results in Table 8 are the significance levels from the output. The results were statistically insignificant for every variable except in response form C, in which there was a statistically significant relationship between respondents' minor certification and their willingness to participate in the program if receiving \$10,000 of supplemental/bonus pay at .023. Since this effect was not observed in either Response Form A or B, the significance of this variable is weak at best. What Table 8 does clearly show is that across the categories of certification, class, attending

an urban school, and hometown there is no significant impact on respondents' willingness to either participate more or less in the urban education program than any other respondent based on these selected factors.

Table 8: Impact of Respondent Characteristics on Likelihood of Participation (by Response Form)  
(Kruskal-Wallis Significance Levels)

	Response Form A			Response Form B			Response Form C		
	Loan	Pay	Grad	Loan	Pay	Grad	Loan	Pay	Grad
Education Certification	.763	.954	.690	.163	.357	.521	.795	.259	.690
Modified Certification	.622	.929	.685	.099	.501	.693	.861	.152	.674
Minor Certification	.294	.749	.275	.051	.204	.807	.825	.023	.149
Class of Respondent	.174	.227	.175	.313	.874	.710	.801	.099	.286
Modified Class	.102	.156	.432	.174	.785	.520	.869	.112	.791
Attended Urban School	.767	.896	.616	.355	.076	.831	.555	.978	.770
Hometown	.828	.854	.437	.116	.695	.527	.576	.932	.780

In addition to examining the shift in the respondents' intentions to go into these schools as part of a program created by St. Norbert College, they were asked to write in the amount of [insert financial incentive] per year that would make them seriously contemplate joining a program and commit to teach in a high-need school for three years under the conditions outlined at the beginning portion of the survey. This was done in the hopes that a specific dollar amount would be determined for each program, to be able to compare the relative amounts, and also to provide some guidance as to what a reasonable incentive would be. The results broken down by incentive type and mean, standard deviation, and confidence interval are displayed in Table 9 below. By simply looking at the raw means it appears as if providing loan forgiveness as an incentive would be the most costly at \$9,613 dollars per year, followed by providing a transferrable graduate school stipend<sup>1</sup>, and finally, the least costly option appears to be the supplemental bonus pay per year at \$7,838 dollars.

Table 9: Amount of Incentive Necessary to Seriously Contemplate Participation

Program/year	Mean	Std. Deviation	95% Confid. Interval		90% Confid. Interval	
			Lower Bound	Upper Bound	Lower Bound	Upper Bound
Loan Forgiveness	\$9,613	\$4,493	\$8,775	\$10,450	\$8,904	\$10,322
Supplemental Pay/Bonus	\$7,838	\$3,928	\$7,121	\$8,554	\$7,234	\$8,442
Graduate School Stipend	\$8,214	\$4116	\$7,422	\$9,005	\$7,544	\$8,884

<sup>1</sup> All the information regarding the graduate school stipend per year was found by dividing the overall graduate school stipend (which would be paid upon the completion the third year teaching in a high-needs urban school) by 3 to obtain the adjusted values for ease of comparison

However, the only statistically significant difference is that we observe at the 95% level of confidence is that loan forgiveness is a more costly option than the supplemental/bonus pay. This is because the upper bound confidence interval of \$8,554 for the supplemental/bonus pay is below the lower bound confidence interval of the loan forgiveness variable at \$8,775. The 90% confidence interval was also constructed and this displays that the graduate school stipend would also be statistically significantly lower than loan forgiveness albeit at a lower level of confidence. At both the 95% and 90% level of confidence we are not able to observe any significant difference between supplemental pay/bonus and a graduate school stipend because of the extensive overlap in their confidence intervals. This would indicate that if a decision were to be made between offering loan forgiveness or one of the other incentive programs it would be more economical to choose one of the later. There is also a substantial amount of variability within these responses arising from a number of factors, as evidenced by an average standard deviation of slightly over \$4,000. Therefore, some individuals would be satisfied at a much lower level than is being portrayed, while for others it would not be nearly enough.

After analyzing these means to a greater extent two items of interest have come to the surface. The first is the reported means differ based on which response form the respondent received (Low, Medium, or High condition). The results are displayed in Table 10 below and show that for each type of incentive program the amount of money necessary to make the individual seriously contemplate joining the urban education program increased based on the increase in the incentive from form to form. This is considered an “anchoring” effect which is a phenomenon found in economics when trying to explain behavior that appears irrational in nature. Research by Tversky and Kahneman (1986) explain this in their research as a framing effect which, “is controlled by the manner in which the choice problem is presented as well as by norms, habits, and expectancies of the decision maker” (Tversky & Kahneman, 1986, p. 257). The larger the offer made in the preceding questions, the more money these students asked for, even though the amount necessary to reach the “tipping point” should depend only on the specific question at hand (which was the same across all forms) and not the ones before it. An analysis of variance test was run and this conclusion was found to be statistically significant for both supplemental pay ( $F=7.965$ ,  $p<.01$ ) and for the graduate school stipend ( $F=6.759$ ,  $p<.01$ ). What this indicates is that by offering a larger incentive the respondents then asked for larger sums in the following questions, which is an interesting finding considering the lack of significance arriving from the response forms when comparing the data on teachers willingness and intent earlier in this section. Another trend that is observed in Table 10 is that across all three incentive programs, for the low and medium conditions, the respondents requested, on average, more than what was offered in the preceding questions. However, for the high condition, the means for supplemental pay and a graduate school stipend are actually lower than what was offered, which could indicate that \$10,000 exceeds the amount necessary to have a sizable number of future educators seriously contemplate participating for the specified incentive programs.

Table 10: “Anchoring” Effect of Incentive Levels by Incentive Program

Incentive Level:	Incentive Program (per year)		
	Loan Forgiveness	Supplemental Pay	Graduate School Stipend
Low (\$5,000)	\$8,537	\$6,289	\$6,332
Medium (\$7,500)	\$9,539	\$7,616	\$8,403
High (\$10,000)	\$10,594	\$9,686	\$9,761
F Value (ANOVA)	1.855	7.965	6.759
Statistical Sig.	.161	.001	.002

Another interesting observation that occurred while conducting analysis on this data was that it appears that when a student prefers to teach in a suburban school the most, the cost associated with bringing them to a tipping point is higher than both the other two schools. It makes sense for those who prefer teaching in an urban school to be the lowest across all types of incentive programs due to their predisposition. It is notable though, that the cost associated with making the choice to teach in an urban high-needs school as a part of this program is higher for the respondent that prefers to teach in a suburban school over a rural/small town for each of the three incentive programs presented in Table 11 below.

Table 11: Type of Most Preferred Schools Impact on Amount of Necessary Incentive

Most preferred school:	Incentive Program (per year)					
	Loan Forgiveness		Supplemental Pay		Graduate School Stipend	
	Mean	Standard Deviation	Mean	Standard Deviation	Mean	Standard Deviation
Rural Small/ Town	\$9,609	\$3,741	\$8,156	\$3,793	\$7,242	\$4,102
Suburban	\$10,423	\$4,376	\$8,175	\$3,786	\$9,267	\$4,085
Urban	\$7,443	\$5,231	\$6,541	\$4,343	\$6,667	\$3,822

The final incentive to test to see if it can significantly transform teaching intent and participation in the teacher education program was the offering of a free masters program. On the survey respondents were asked whether or not a free Master of Science in Education from St. Norbert College would be enough to make them seriously contemplate joining a program and committing to teach in a high-needs school for three years. Of the respondents, 62% of students claimed that it would, and when factoring in those who are unsure this figure ranges from 62-89% which is extremely high (See figure 5 below). This appears to be one of the strongest incentives with a wide range of appeal which would draw in a vast majority of the education majors at St. Norbert College. Further research is required to determine

when students would most desire to take advantage of this incentive and whether or not the masters program offered would be different from what is currently available.

Figure 5



Question: Would a free Master of Science in Education from St. Norbert College be enough to make you seriously contemplate joining a program and committing yourself to teach in a high-needs school for three years as described above?

## IV. Key Findings and Recommendations

### Key Findings

After examining the data regarding the achievement gap in Wisconsin, it is evident that schools located in urban areas with higher levels of poverty and minorities are more likely to have less experienced and less qualified teachers than the rest of the state. The interaction between student and teacher has been shown to be the primary determinant of student achievement, and the lack of effective teachers in the classroom is thus a barrier to closing the achievement gap. St. Norbert College has the capability to provide these schools with properly prepared and well-trained educators, which would be greatly assisted through the creation of a specific urban education program aimed at placing these teachers in high-needs urban schools.

Numerous factors impact the choice of where an educator will choose to teach, with some of these being under institutions of higher learning's control and some not. The factors that prevent our undergraduates from going into these high-need urban schools that St. Norbert College cannot directly impact, could potentially be compensated for by additional incentives.

Currently, 51% of sampled education majors stated that they would least like to teach in an urban school, and that they would be most likely to try and transfer or leave the profession entirely if placed in an urban school if it was their least preferred. Thankfully, these numbers are still near the center to the bottom half of the scale indicating that these actions would be less than likely to occur for a majority of the students who expressed their reluctance to teach in an urban school. These numbers do display a degree of reluctance however, which could be overcome by an urban education program and an economic incentive.

After examining the impact that different types of incentives, combined with a program, could have on our future educator's intentions to teach in an urban setting, we've come to the conclusion that incentives do positively impact the likelihood of teaching in a high-need urban school. Although the existence of an incentive increases the intention and willingness of an education major to go and teach in these schools, no significance was observed when comparing the size of the incentive. This indicates that an incentive is a part of the solution to get students into these classrooms, but that an incentive alone is not sufficient to achieve the desired outcome of producing truly committed teachers. Supplemental/bonus pay appeared to be the least costly incentive program at approximately \$7,800 a year, and was significantly less than providing loan forgiveness at the 95% level of confidence. Offering a free Master of Science in Education appears to be exceptionally promising with 62-89% of students stating that the incentive would be enough to seriously contemplate joining the program and committing to teach in a high-needs urban school for three years.

## Recommendations

The recommendations presented here are derived partially from existing studies and literature and partially from the study conducted by the CBEA of St. Norbert College education majors. This study and these recommendations seek to provide the guidance necessary to create a quality urban education program that will benefit all individuals involved. The goal is to tailor a program that is suited to our future educators' specific needs and desires and will better their skills and abilities to teach in a more challenging environment. This program would benefit students in high-need schools in Wisconsin through the creation of committed and dedicated educators coming into their schools and staying to close the achievement gap which has been prevalent in such schools.

Qualities of a successful urban education program:

- Requires experience in high-need schools and/or volunteering in high-poverty urban settings while in college
- Attempts to change how they view the students, communities, and other factors associated with the problem and instill within them a commitment to helping at-risk students
- A recognition that teaching in an urban environment requires a special set of skills and preparation that would require a modification or addition of special courses and experiences to traditional teaching paradigms
- External motivators, such as incentives, but recognizing that these need to be coupled with intrinsic motivators to overcome the “revolving door” of teachers in high-need schools
- The creation of a network of individuals experienced in urban education who will provide mentorship and assistance during the first year teaching in a high-need urban school

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*The Center for Business and Economic Analysis proudly serves as a link between the Donald J. Schneider School of Business and Economics at St. Norbert College and the local business community in the greater northeast Wisconsin region. For more information, visit [www.snc.edu/cbea](http://www.snc.edu/cbea) or contact the Directors, Dr. Jamie O'Brien ([jamie.obrien@snc.edu](mailto:jamie.obrien@snc.edu)) and Dr. Marc Schaffer ([marc.schaffer@snc.edu](mailto:marc.schaffer@snc.edu)).*

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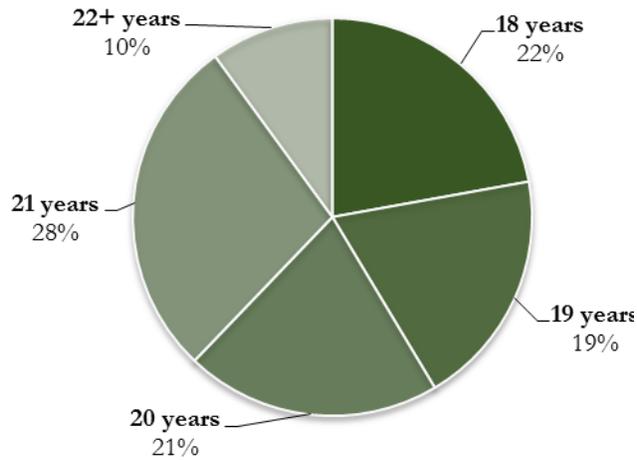
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## Appendix A

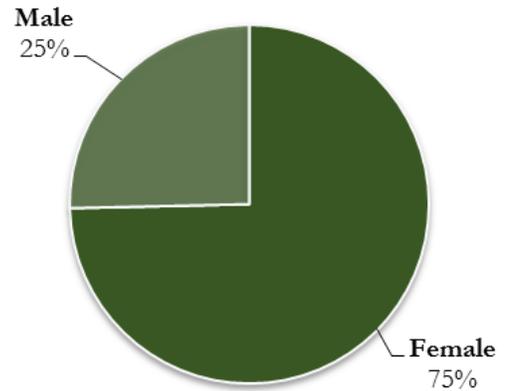
This appendix contains the basic demographic information of the 140 teacher education students who responded to this survey, and also more information regarding their experiences and intentions to teach. The specific question asked of the respondent is located beneath each of the graphs. When necessary explanatory notes marked with an asterisk are placed beneath the graph to clarify/provide additional essential information.

### Age of Respondents



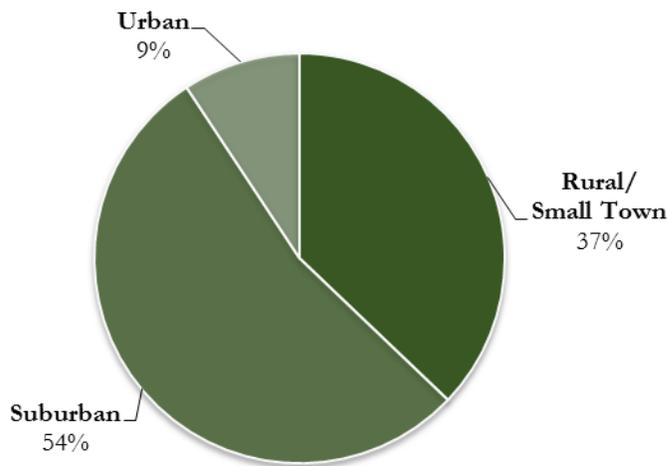
What is your age?

### Gender of Respondents



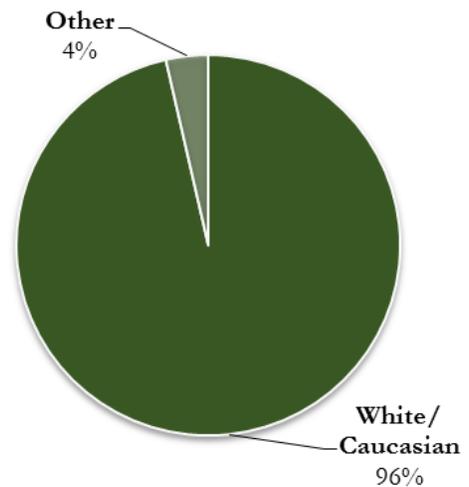
What is your gender?

### Hometown of Respondents



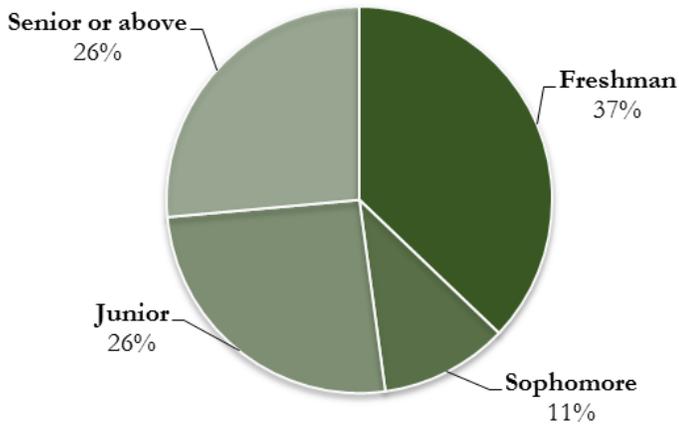
Please select the option you consider to best describe your hometown

### Race of Respondents



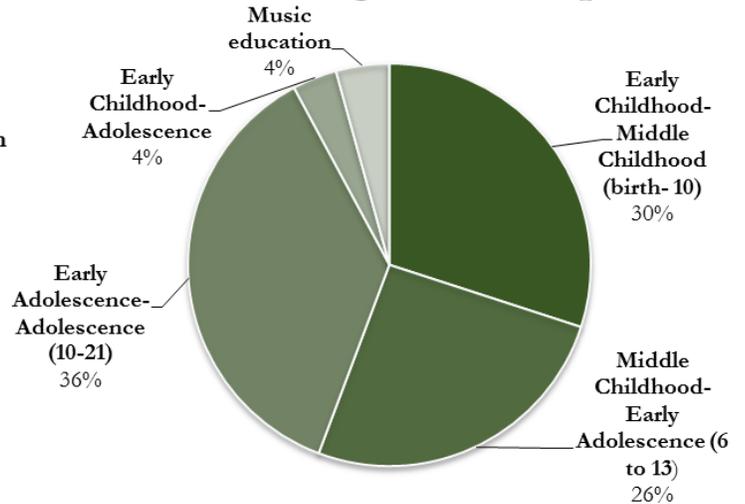
Please select your race

## Class of Respondent



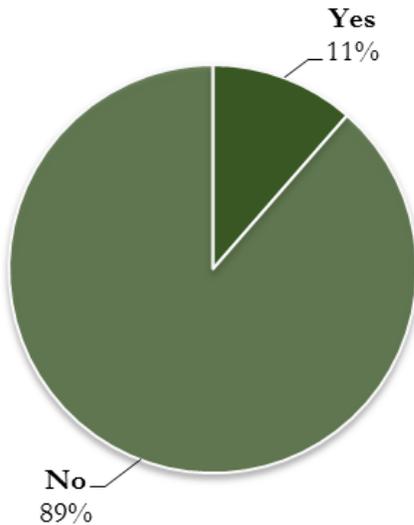
What class are you a part of at St. Norbert?

## Certification Program of Respondent



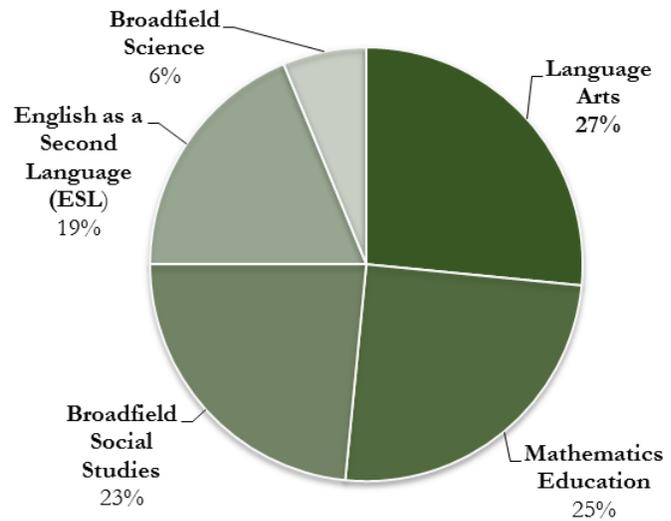
Which certification program do you intend on doing to complete your Bachelors of Science in Education?

## Respondent has Conducted Student Teaching



Have you completed/are currently conducting your student teaching?

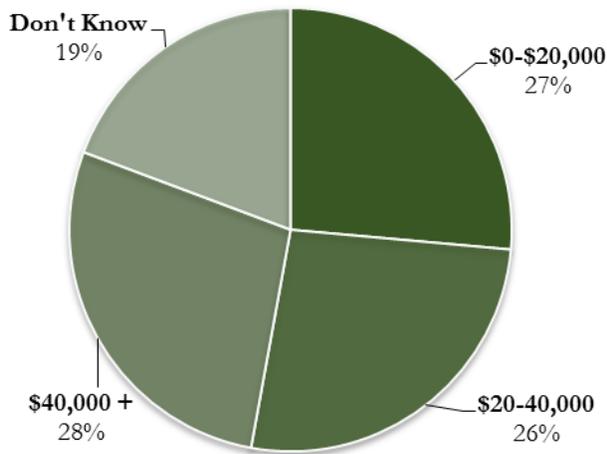
## Minor Certification of Respondent



If pursuing a minor certificate in teacher education please select below

\*Only 64 of the 140 respondents selected a minor certificate, the percentages above only apply to this group

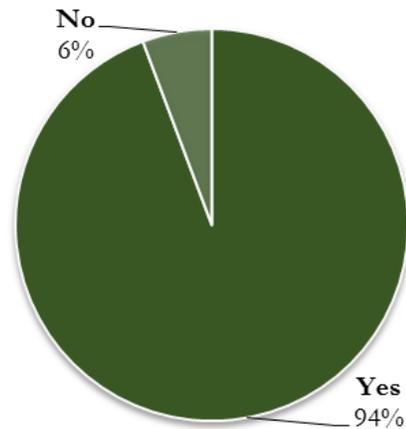
## Estimated Student Debt



What is your estimated level of student debt that you will have upon graduation from St. Norbert College?

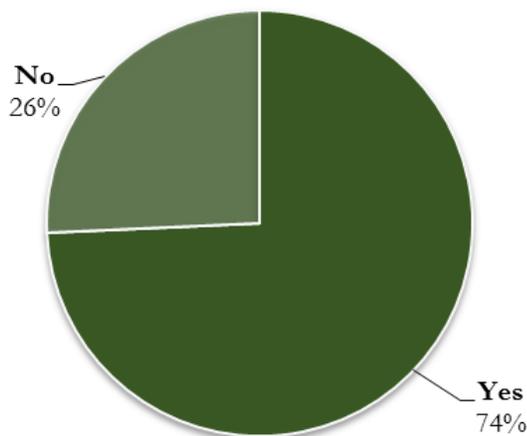
\*Originally categories began at \$0-5,000 and increased by \$5,000 up to \$70,000 +. Results were collapsed from 16 different possibilities into the four shown above

## Plans to Immediately Seek Employment upon Graduation



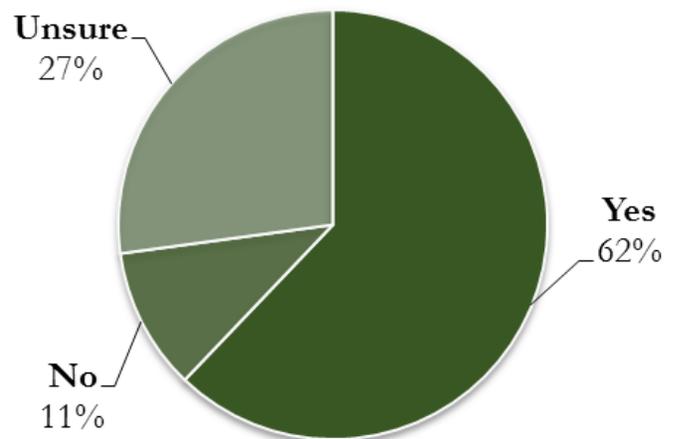
Do you intend on seeking employment as a teacher immediately following graduation?

## Intend on Pursuing Masters



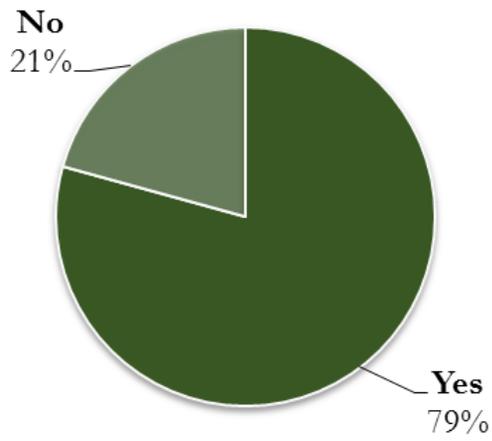
Do you intend on pursuing a Masters in Education or other graduate degree sometime during your career?

## Free Masters



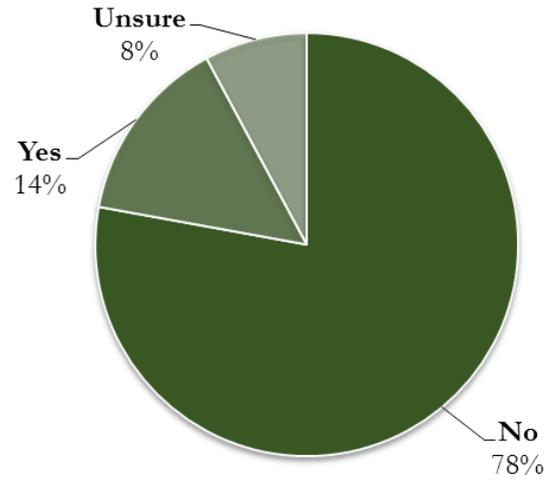
Would a free Master of Science in Education from St. Norbert College be enough to make you seriously contemplate joining a program and committing yourself to teach in a high-needs school for three years as described above?

## Attended Public School



Did you go to a public high school?

## Attended an Urban School



During your K-12 schooling did you ever attend an urban school?