

**REPORT OF THE
DEPARTMENT OF EDUCATION**

**ONE-YEAR INTERNSHIP FOR
FIRST YEAR TEACHERS**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



HOUSE DOCUMENT NO. 33

**COMMONWEALTH OF VIRGINIA
RICHMOND
1999**



COMMONWEALTH of VIRGINIA

DEPARTMENT OF EDUCATION

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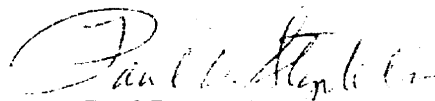
January 13, 1999

The Honorable James S. Gilmore, III
Governor of Virginia, and
The General Assembly of Virginia
3rd Floor, State Capitol
Richmond, Virginia 23219

Dear Governor Gilmore and Members of the General Assembly:

The report transmitted herewith is pursuant to House Joint Resolution No. 117 of the 1998 General Assembly of Virginia. This resolution requested the Department of Education to study the feasibility of implementing a one-year internship as the first year of teaching following the completion of a teacher education program and report its findings and recommendations to the 1999 session of the General Assembly.

Respectfully submitted,


Paul D. Stapleton

PDS:dta

Enclosure

TABLE OF CONTENTS

	PAGE
Executive Summary	1
Chapter 1. Introduction	4
Chapter 2. Teacher Induction Programs in Other States	6
Chapter 3. Task Force Discussion	9
Chapter 4. Conclusion	12
Appendices:	
A. HJR117	
B. References	
C. Task Force Agenda	
D. Task Force Members	

EXECUTIVE SUMMARY

*Teaching is the only profession where novices are expected to perform with the same expertise as twenty-five year veterans.
(Getting Real and Getting Smart, pp. 12-13)*

The 1998 General Assembly approved House Joint Resolution 117 (HJR117) "requesting the Board of Education to study the feasibility of implementing a one-year internship as the first year of teaching following the completion of a teacher education program." In response to the requirement that the Board conduct its study in collaboration with professional organizations involved in teacher education, a task force was convened. The task force concluded that a statewide teacher induction program would be feasible to support the approximately 4,000 new teachers employed annually in Virginia. The task force members focused their discussion on the following major issues.

What is a teacher induction program and which teachers will be assisted?

A teacher induction program's objective is to assist new and beginning teachers as they are inducted into the profession through a clinical, real-world training process. The program helps the new teachers improve their skills by relying on the expertise of a more experienced mentor. Such a program links new teachers with experienced or mentor teachers who provide ongoing support through observing, modeling, sharing ideas and skills, and recommending materials for further study or classroom use in teaching the grade-level curriculum.

The Board of Education took an important step to raise the expectations for all students in Virginia public schools by adopting the *Virginia Standards of Learning*, which set reasonable expectations for what teachers need to teach and students need to learn. These increased expectations of students compelled the Board of Education to align the licensure regulations for school personnel with the Standards of Learning. Higher standards and greater accountability have increased the demands to assure that all students are taught by qualified, competent, and committed teachers. An induction program provides day-to-day support and assistance as the teacher gains expertise and assumes more responsibility in the classroom.

Virginia employs about 4,000 beginning teachers each year who would be assisted by an induction program. The challenge is retaining our best and brightest teachers in the profession. Some reports reveal that dropout rates for beginning teachers within the first five years of teaching are alarmingly high. This circumstance is exacerbated by the fact that the new teachers who leave first are often the most academically talented. Both beginning teachers and the veterans with whom they work believe that they benefit significantly from the guidance and support systematic teacher induction programs provide. This is one of the most important reasons for investing in such a program.

Who are mentor teachers and what are their roles in a teacher induction program?

The effectiveness of any teacher induction program relies on the expertise and credibility of the mentor teacher. The process of selecting mentor teachers must be rigorous and credible, a system that teachers believe results in the selection of highly experienced, expert teachers.

Teacher induction programs must have clear criteria that, at a minimum, require mentors to:

- have taught successfully, with a continuing contract, for a specified number of years;
- be recognized as outstanding classroom teachers;
- demonstrate deep knowledge of the discipline(s) they teach;
- possess a repertoire of effective classroom management strategies and instructional techniques;
- have strong verbal skills, both orally and in writing;
- have the ability to work cooperatively and effectively with others; and
- have had training to serve in the role of mentor teacher.

Training of mentor teachers not only orients them fully to the program, its policies, and guidelines but also addresses and enhances skills regarding working with adults, documenting observations, deepening subject matter knowledge, and assuring up-to-date, research-based information on instruction and learning. Such training is usually cooperatively arranged between an institution of higher education and local school division officials.

Once trained, the mentor teacher's duties vary according to the demands of the program. They may include such responsibilities as:

- determining the eligibility of beginning teachers for the program;
- helping to establish specific performance goals for participating teachers;
- helping to plan programs of intervention for participating teachers;
- observing and assessing the beginning teacher's performance;
- providing documentation on intervention and evaluation of teachers;
- making recommendations to the principal and other central office personnel regarding participating teacher's performance; and
- making recommendations whether to declare intervention a success and cease work with a participating teacher or to continue the intervention process for a second year of the three-year probationary period.

What does a teacher induction program cost?

Teacher induction programs are costly, but the programs more than pay for themselves in regard to improved instruction, greater retention of new and beginning teachers, and higher standards for continuing employment of new teachers. The proposed budget for a statewide teacher induction program is based on the participation of approximately 4,000 new teachers. In administering this program, funding would be required for items such as stipends for mentors and clinical faculty; training mentors and clinical faculty; program evaluation; release time of teachers; and administrative costs (including development and printing of training materials).

Conclusions and Recommendations

The task force concluded that a statewide teacher induction program was not only feasible, but a necessity as Virginia moves further into its reform programs for students. Recommendations as a result of this study include the following:

- (1) Expand the task force to include additional classroom teachers and others and allow the task force to continue its work during the 1999-2000 school year. The task force will develop procedures for the induction program including a clear definition of purpose, governance, role, training, and incentives for the mentor or clinical faculty teacher; program evaluation; guidelines for piloting the program; and statewide costs.
- (2) Pilot a teacher induction program during the 2000-2001 school year in each of the eight superintendent study regions in Virginia. Results of the eight pilots will be used to refine the program prior to statewide implementation.
- (3) Appropriate funds to implement a teacher induction program during the 2001-2002 school year for newly-employed teachers.

CHAPTER 1. INTRODUCTION

Losing a well educated and talented teacher in the first few years of his or her efforts -- and to lose them primarily because of inadequate support, encouragement, and guidance during that period -- is a tragic loss. "Nearly two million new teachers are projected to enter U.S. schools in the next decade, and the challenge of supporting them effectively has become a critical issue." (Halford, p. 34)

New teachers who receive support through systematic induction programs receive higher ratings from their principals, develop better planning skills, handle discipline problems more easily, conduct more productive classroom discussions, become better teachers, and last longer as teachers than those who are simply left to "sink or swim."

And veteran teachers who participate in induction programs for new teachers become revitalized, experience less professional isolation, receive more recognition, and impact the profession more than teachers who are not involved in collaborative efforts like those of teacher induction programs.

The 1998 General Assembly approved House Joint Resolution No. 117 (HJR 117) requesting that the Virginia Board of Education study the feasibility of implementing a one-year internship of teaching following the completion of a teacher education program. This report documents the efforts of the Task Force (see Appendix D) that was created to work with staff from the Division of Teacher Education and Licensure of the Department of Education to complete the requested study.

Since 1985 various school divisions throughout Virginia have provided support for their beginning teachers through orientation activities and mentoring. The success of these projects and current research indicate that improving teacher quality is essential to improving student achievement. Systematic induction programs can help schools meet the following goals:

- improve teaching performance;
- increase retention of beginning teachers;
- enhance teacher morale, communication, and collegiality; and
- educate students to become capable, responsible, and self-reliant citizens.

This is also the time to reinforce vital links between Virginia's public schools and institutions of higher with teacher preparation programs. Colleges and universities are in the process of aligning their programs with the *Standards of Learning* for K-12 and the recently adopted *Licensure Regulations for School Personnel*. Recommendations from the induction study should also be considered in these program alignment.

Both beginning teachers and the veterans with whom they work believe that they benefit significantly from the guidance, training, and support systematic teacher induction programs provide. This is one of the most persuasive arguments for investing in such efforts. Beginners bring to the collaboration their idealism, their youthful energy, and new ideas recently discovered. Veteran teachers have a breadth of knowledge and wisdom, and a repertoire of techniques and procedures, that only experience and reflection can create. Both novices and veterans benefit from sharing.

Virginia has about 4,000 beginning teachers each year. Some reports show that dropout rates for beginning teachers within the first five years of teaching are alarmingly high. "It is estimated that as many as 30% of beginning teachers leave the profession during their first two years in the classroom, and that as many as 40% leave within the first five years. (Studies cited in the National Evaluation Systems publication, The Induction Years, p.2, 1997.) Some researchers believe that as many as 50% may leave during the first seven years of their career.

Contributing to these alarming statistics are the findings that new teachers who leave first are often the most academically talented. (Gonsales and Sosa cited in Hartford's "Easing the Way for New Teachers," p.33.) Despite their gifts and abilities, many bright and well-educated new teachers are overwhelmed when they receive inadequate assistance in meeting challenges and circumstances that stagger even the seasoned veterans. "Some observers have dubbed education - the profession that eats its young." (Halford) The report of the National Commission on Teaching and America's future, titled, What Matters Most: Teaching for America's Future, may not have overstated the case in establishing, "Of all of education's self-inflicted wounds, the continued tolerance for extraordinary turnover among new teachers is among the most remarkable." (P.41)

Conclusions and recommendations of the Task Force are included in this report. They have been discussed and reviewed by the Advisory Board on Teacher Education and Licensure (ABTEL). They are congruent with identified needs, lessons learned from the evaluation of programs already in place in Virginia, ongoing research, and careful deliberations among teachers and other educators across the Commonwealth. These individuals believe a statewide induction program that is compatible with the most compelling research on effective teaching and learning, is focused on state standards and local school needs, and is adequately funded is feasible.

CHAPTER 2. TEACHER INDUCTION PROGRAMS IN OTHER STATES

The Board of Education was urged to conduct its study in collaboration with professional organizations involved in teacher education and to "consider, among other things, current teacher preparation requirements and initiatives in Virginia and other states." In the early 1980s, many states developed and implemented peer assistance and peer assistance and review programs. The Toledo Education Association initiated the first such program in 1981 after several years of planning and negotiation with the local school district. That program provided peer assistance and peer review to new teachers and to veteran teachers who were experiencing difficulties in the classroom. Since that time, peer assistance or peer assistance and review programs have sprung up across the country.

Virginia implemented the Beginning Teacher Assistance Program (BTAP) during the period between 1985 to 1991. This program was initiated as a support system for beginning teachers and evolved into a program to ensure the demonstration of competence in identified teaching behaviors as a condition for licensure. Since discontinuing the BTAP program, the General Assembly has provided partial funding for a series of teacher induction programs including support for a voluntary mentor teacher program in 1996-98, an appropriation to the State Council of Higher Education to request proposals for "clinical faculty partnerships," and \$1.2 million for the 1998-2000 biennium for the development of statewide "Clinical Faculty and Mentor Teacher Programs."

Research literature in this area identifies two threshold issues that must be addressed when designing a peer assistance program or a peer assistance and review program. The specific nature of the issues posed, as well as the range of appropriation can vary depending on whether the program is a peer assistance program such as one in New York City, or a peer assistance and review program such as the ones in Columbus, Toledo, or Cincinnati, Ohio, or Rochester, New York, California, Indiana, Kentucky, or Georgia.

Those threshold questions are:

1. Will the program entail peer review -- formal evaluation by peers exercising equal or predominant influence with other evaluators in making recommendations to the school division regarding an individual's employment status -- as well as peer assistance? Or will it provide peer assistance only?
2. Which teachers will the program serve?

Programs in the states of Indiana, Kentucky, and Georgia are highlighted in this study. The Indiana and Kentucky programs are both peer assistance and peer assistance and review. In Georgia the program is designed for peer assistance.

INDIANA

The state of Indiana has a mandatory program called The Beginning Teacher Internship Program (BTIP). Program highlights include the following:

- The program focuses on beginning teachers and those from out-of-state with less than two years of teaching experience.

- The program only provides assistance to beginning teachers with a full renewal license.
- The local school principal must submit a BTIP teacher enrollment to the Indiana Department of Education.
- If the intern passes the internship, he/she may keep the position in the local school division. If the intern fails, he/she may repeat the program for another year. If the intern fails for a second time, the intern will not be able to be hired by an accredited Indiana school.
- The local school principal makes the final decision concerning the status of the intern's employment.
- The BTIP is both an assessment and support-based program.

KENTUCKY

- Participation in the Kentucky program is mandatory for all local school systems.
- All new teacher and out-of-state teachers with less than two years of successful teaching experience who are seeking initial certification in Kentucky must be in the Kentucky Teacher Internship Program.
- The intern receives a one-year teaching certificate to fulfill the internship requirement.
- If the intern passes the internship, he/she will receive the standard teaching license. If the intern fails the internship twice, he/she cannot teach in Kentucky. In order to teach in Kentucky, he/she will need to become certified in another state and teach out-of-state for at least two years.
- The mentor (resource) teacher, school principal, and teacher educator comprise the internship committee.
- The Kentucky Teacher Internship Program is an assessment-based program.

GEORGIA

- Participation in the Georgia mentor teacher program is optional.
- Approximately 70% of the local school systems have participated over the last five years.
- The local school system must submit a plan to the Department of Education each spring. The Department of Education funds the mentor teacher program.

- At the conclusion of the year, the local school system must evaluate the program for the current year.
- The mentor teacher must have the Teacher Support Specialist endorsement on his/her teaching license. In addition, the mentor receives a stipend and time to work with assigned participants in the program.
- The Georgia program is a beginning teacher support-based program.

CHAPTER 3. TASK FORCE DISCUSSION

Citing papers by several American professors, The National Commission on Teacher and America's Future (NCTAF, Sept., 1996) makes the following provocative statement:

Most U.S. teachers have almost no regular time to consult together or learn about new teaching strategies, unlike their peers in many European and Asian countries where teachers have substantial time to plan and study with one another. In Germany, Japan, and China, for example, teachers spend between 15 and 20 hours per week working with colleagues on developing curriculum, counseling students, and pursuing their own learning. They regularly visit and observe other schools and classrooms, attend seminars provided by university faculty and other teachers, conduct group research projects, and participate in teacher-led study groups.

(What Matter Most: Teaching for
America's Future, p. 41)

If veteran teachers need experiences like those mentioned above, beginning teachers may need them even more. "Neglect of our new teachers and their needs limits the success of each individual and consequently, imperils education in our country. Addressing the way we educate these beginning teachers is crucial if we are to strengthen and improve our profession." (Kristi C. Thomas, "Beginning Teacher Induction: The Roots of Success," www, August 1997)

The Department of Education's Task Force on HJR #117 identified the following list of characteristics as essential to an effective, statewide teacher induction program:

Flexibility to design and implement induction programs tailored for the specific and unique needs of individual school divisions.

Local discretion to use state funds for a variety of purposes including training, incentives, and rewards, reducing work loads, and providing release time.

Involvement of experienced teachers, including recent retirees, as mentors (preferably a one-to-one match of mentor teachers and beginning teachers) with mentors and beginning teachers in the same building and a matching of subject area and grade level if possible.

An established selection process for mentor teachers, including criteria and standards for mentor teachers that include the following examples:

1. **Hold a continuing contract or be a recently retired master teacher.**
2. **Successfully complete the school division's mentor training program or one sanctioned by the school division.**
3. **Successfully complete all requirements of the school division's application process.**
4. **Provide a minimum number of hours each week or month in support of the beginning teacher.**
5. **Create and maintain an accurate description of the support provided for the beginning teacher by the mentor.**

Consistency of performance standards in preservice and induction programs.

Collaboration between school divisions and Virginia universities.

Initial and ongoing training for the mentor teachers, coaches, colleague teachers, principals, university representatives, and others who provide advice or support for beginning teachers.

Feedback to colleges and universities on the performance of their graduates.

Comprehensive evaluation of outcomes such as the retention of new teachers, their effective performance, their job satisfaction, and the achievements of their students.

Incentives for mentors and for beginning teachers.

Early start-up with three or four days of training during late summer for mentors and beginning teachers which could also include time to assist new teachers in preparing of the first week of school.

Provision for involving trained mentor teachers with "late hires" who have missed the start-up period.

Release time for mentors to observe and to team teach with beginning teachers, for those teachers to observe their mentors and other experienced teachers at work, and to reflect on the collaboration that is occurring.

Minimum disruption of the mentoring process by keeping the non-teaching assignments of both the mentors and the beginning teachers as low as possible.

Supportive assignments that provide reasonable expectations for the beginning teachers.

Communication networks among beginning teachers in the school and throughout the school division, including sharing sessions and best practice seminars for those teachers.

Evaluation of the effectiveness of the program.

The Beginning Teacher Induction Program should be a coherent program of at least one full year. Additional funds, if available, should be used for second and third year teachers with special needs. Its primary goal should be to support and assist beginning teachers and it should be a post-licensure activity. The statewide program should be implemented locally, but collaboratively, with school divisions and institutions of higher education as key players.

School divisions should design, manage and evaluate programs; train mentor teachers and contract with colleges and universities or other school divisions for services and collaborative activities. Divisions must keep colleges/universities informed about the changing needs of the schools and provide feedback to institutions on the performance of graduates.

Colleges and universities must keep schools informed about changes in their licensure programs and involve master teachers in program development and teaching methods courses. They should also solicit feedback on the performance of their graduates, participate in training mentors, support new teachers, and assist with program evaluation.

Principals should supervise and support beginning teachers and evaluate the performance of beginning teachers and their mentors, and the professional relationships they develop. They must participate in orientation programs, and work with other division administrators to plan and provide those programs. They should facilitate the program by establishing a climate for total school support; consult with mentor teachers and university partners; provide release time as needed; and design a reduced work load and common planning periods for new teachers and their mentors.

School division administrators must create a climate conducive to the extended support and training of new teachers. They should provide local leadership and support for these programs through appropriate staff development activities. They should assist with communication and collaboration among all parties involved; provide division-level supervision; and provide assistance with evaluation.

The State Education Agency should provide leadership in getting adequate state funding and provide for the equitable and timely distribution of funds. The state agency should also assist with the development of program standards and criteria for evaluation, provide for equitable evaluation, and host an annual statewide conference to share program ideas.

CHAPTER 4. CONCLUSION

The Task Force and the Department of Education recommend the following:

A statewide program for the induction of beginning teachers is feasible and essential to move Virginia forward in its accountability program for students. Such program should be established if the following conditions are met:

- The primary goal of the induction program is to provide support and assistance for beginning teachers rather than completion of licensure requirements.
- Major responsibility for implementation is delegated to school divisions with support from colleges and universities and the Virginia Department of Education.
- Any internship* associated with the induction program is completed on-the-job with the support and assistance of peers, supervisors, and administrators.
- The length of the induction program is extended until the teacher achieves a continuing contract.
- The program is adequately funded, with incentives for participation by colleges and universities, and with appropriate financial rewards for beginning and mentor teachers and for school administrators who are adding the teacher induction program to their jobs.

** The Task Force does not recommend use of the term "internship" because it may imply a pre-licensure status. The term "induction program" is an accurate label for the kind of statewide program favored by the Task Force; that is, a post-licensure support program for beginning teachers (including specialty teachers such as physical therapists, etc.) The induction program might eventually be required by some school divisions as a condition of employment, but it should not be a state requirement for the teaching license.*

Recommended Funding:

THREE-YEAR PROJECTED BUDGET FOR 1999-2002			
Year	1999-2000	2000-2001	2001-2002
Mentors Trained	Expansion of Task Force to Complete Induction Plan	1,000	4,000
Total Trained		1,000	5,000
Training Costs	\$50,000	\$25,000	\$100,000
Stipends		\$500,000	\$2,000,000
Annual Costs	\$50,000	\$525,000	\$2,100,000
Funding Requested	\$50,000	\$525,000 for Eight Regional Pilots	\$2,100,000 for Statewide Implementation

Methodology Used to Determine Funding:

For 1999-2000, the requested \$50,000 would be used to expand the Task Force to include additional classroom teachers and others to develop the induction program including a clear definition of purpose, governance, role, training, and incentives for the mentor or clinical faculty member, program evaluation, guidelines for piloting, and statewide costs. In addition, a statewide meeting would be planned to expand involvement and input from Virginia educators. For 2000-2001 school year, \$525,000 is requested to train 1,000 mentors and to pilot a program in each of the eight superintendent study regions. Costs are based on a \$500 stipend for the mentor teachers/clinical faculty and \$25,000 for training costs. For the 2002-2003 school year, \$2,100,000 is requested for statewide implementation. The costs are based on a \$500 stipend for the mentor teachers/clinical faculty and \$100,000 to cover training costs.

APPENDICES

APPENDIX A.

House Joint Resolution No. 117

GENERAL ASSEMBLY OF VIRGINIA -- 1998 SESSION

HOUSE JOINT RESOLUTION NO. 117

Requesting the Board of Education to study the feasibility of implementing a one-year internship as the first year of teaching following the completion of a teacher education program.

Agreed to by the House of Delegates, February 17, 1998

Agreed to by the Senate, March 10, 1998

WHEREAS, the effective preparation of teachers is universally recognized as a critical ingredient in any quality system of public education, and the Commonwealth is steadfastly committed to striving to ensure that its public school teachers possess the essential knowledge, skills, and perspectives required for classroom instruction; and

WHEREAS, consistent with its constitutional responsibility for the "general supervision" of the public school system, the Board of Education is statutorily directed in the Standards of Quality to promulgate regulations governing the licensure of teachers in the Commonwealth; and

WHEREAS, inherent in its licensure authority is the power of the Board of Education to prescribe training requirements for teachers; and

WHEREAS, while appropriate education and training enhance the caliber of teachers, experts agree that a great portion of teacher education takes place "on the job," and some educators have recommended extended supervised internships to assist in "labor intensive" training; and

WHEREAS, although initiatives such as mentorships and clinical faculty programs have proven most valuable in improving teacher training, a recent study by the National Commission on Teaching and America's Future indicated that graduates of extended teaching programs are rated by principals and teaching colleagues as more prepared and more effective than graduates of four-year programs; and

WHEREAS, such extended programs or internships have been adopted in other countries in the last decade and have also received attention in the United States, allowing students to increase those practical teaching skills that are growing increasingly important for classroom success; and

WHEREAS, further study of such innovative teacher training and preparation initiatives is necessary to determine their efficacy and appropriateness for the Commonwealth; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the Board of Education be requested to study the feasibility of implementing a one-year internship as the first year of teaching following the completion of a teacher education program. In pursuing its study, the Board shall collaborate with professional organizations involved in teacher education and shall consider, among other things, current teacher preparation requirements and initiatives in Virginia and other states, as well as in other countries; the impact of any such internship on current licensure and employment requirements; and such other issues as it deems appropriate.

All agencies of the Commonwealth shall provide assistance to the Board, upon request.

The Board shall complete its work in time to report its findings and recommendations to the House Committees on Education and Appropriations and the Senate Committees on Education and Health and Finance by December 1998 and shall submit such findings and recommendations to the Governor and the 1999 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

APPENDIX B.

References

References

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APPENDIX C.

Task Force Agenda

TASK FORCE ON HOUSE JOINT RESOLUTION NUMBER 117

Agenda

July 24, 1998
Holiday Inn Select Koger Center
New River Room

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- | | | |
|-----------------------|--|---|
| 8:30 a.m. - 9:00 a.m. | Arrival and Coffee | |
| 9:00 a.m. - 9:15 a.m. | Presider | <i>Thomas A. Elliott</i>
<i>Assistant Superintendent</i>
<i>Division of Teacher Education and Licensure</i> |
| 9:15 a.m. - 9:45 p.m. | Opening Remarks | <i>Paul D. Stapleton</i>
<i>Superintendent of Public Instruction</i> |
| 9:45 a.m. -10:15 a.m. | Literature Review of
Teacher Induction Programs | <i>Byrd G. Latham</i>
<i>Teacher Education Specialist</i> |
| | Induction Programs in Other States | <i>Shanetia P. Clark</i>
<i>Intern, Dept. of Education</i> |
| 10:15 a.m.-10:30 a.m. | Break | |
| 10:30 a.m.-11:00 a.m. | "Perspectives on Teacher Induction Programs" | |

PANELISTS:

Patricia Taylor, Teacher
Thomas Jefferson Governor's Schools

Pearl P. Clark, School Administrator
Hermitage High School

Jane Massey-Wilson, Superintendent
Town of West Point Public Schools

John Oehler, Dean
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Over

APPENDIX D.

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ON HOUSE JOINT RESOLUTION NO. 117**

JULY 24, 1998

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