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ABSTRACT

Included are reports on seven case studies that identify the strategies used by projects to accomplish their goals and the context surrounding the change process in each project. The case studies are summarized in a final section and are organized around goals; organization and management; communicating skills and knowledge to trainees; trainee selection, screening, and recruitment; establishing relations with Local Education Agencies (LEAs); and utilizing resources of the Institution of Higher Education (IHE). The seven projects reported on in depth are (1) the Special Education Program at Hermosa State University, (2) Johnston Special Education Project at Van Buren, (3) Atlantica Training Teacher Trainers Project, (4) Pupil Personnel Services at Ocmulgee State University, (5) Training of Teacher Trainers Project at the University of Riceville, (6) Career Opportunities Program at Sussex, North Monroe, and (7) Teacher Corps at West Kingsland University. (Author/EA)

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INNOVATION AND CHANGE:

A Study of Strategies in Selected Projects Supported by the National Center for the Improvement of Educational Systems

FINAL REPORT

VOLUME IIB

CHAPTER III: CASE STUDIES

December 22, 1972

Report No. AAI-72-58

A STUDY OF THE
SPECIAL EDUCATION PROGRAM
DANFORTH, HERMOSA

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Introduction

The Stephen Field Teacher Education Laboratory School, established in 1957, is centrally located on the campus of Hermosa State University. The Field School is an object of pride and a symbol of accomplishment for school patrons and university personnel. Prior to 1957, the university's demonstration and elementary teaching center was housed in the Sanderson School, leased by the university from the Danforth City School District. Sanderson featured what were considered to be the best educational practices, and older members of the faculty recall it to be one of the few schools in Danforth which did not have firm attendance boundaries; a number of children in Danforth were invited to attend the Sanderson School by mutual decision of the local school administration and the staff of the school. From inception, the Sanderson School was committed to serving children's needs -- a tradition continued by its successor, the Field School. Teachers with state and national reputations served as staff members. When university enrollments were smaller, a large protion of elementary education majors received their supervised student teaching experience at Sanderson. It was designed to provide the kind of education, with an assurance of accessibility, which Danforth's families desired.

Since the decade of the 1950's, Danforth has been experiencing the same urbanizing influences which have had such massive impacts on major cities throughout the U.S. While the urbanization of the Danforth region has been less dramatic than in other parts of the country, the populations of the overall metropolitan area has increased significantly, reflecting a movement from rural to urban centers. At the same time new housing developments began to appear to the east and to the north of the university, then still an agricultural college. The city proper increasingly became the locale for lower income groups, and the outer edges of the city became the middle and upper income neighborhoods. Thus the university, at one time located on the edge of the city, became more centrally located.

The concept of a teacher education program incorporating a laboratory demonstration school was supported by a series of four university presidents and two college deans. Working with university personnel, Dr. Tyler Edwards, formerly Danforth's Superintendent of Schools, introduced a bill in the Hermosa State Legislature appropriating funds for an elementary school on campus, to replace the Sanderson School with its inadequate facilities and changing clientele. The Field School receives state education funds redirected from the Danforth City and Blanche County school districts to the university comptroller's office. In addition, the school is partially supported by general university funds.

The principal and all full-time teachers at the Field School hold appointments in the Department of Elementary Education, their function being chiefly to direct a school program for children. When time permits, they have also been invited to teach elementary education undergraduate and graduate classes, and to participate in the other operations of the department such as faculty committees and meetings. Many classes for university students have been scheduled in the Field School's larger classrooms and auditorium,which has been equipped with closed-circuit television.

The increasing enrollment of undergraduates in schools of education has had a major impact on laboratory schools across the nation. Most such schools have long since become a minor aspect of the training programs of student teachers, primarily because of their limited capacities. An elementary lab school with as many as 10 or 12 classrooms (and this is quite large for such a school) can scarcely train more than 50 student teachers at a time. In a state university, this might represent less than 10% of the enrollment. There has also been increasing dissatisfaction with lab schools on the grounds that many of the typical public school experiences are unavailable.

There are very few campus laboratory schools left in the nation, consequently, and the Field School is one of those few. Clearly, there are functions being performed by this laboratory school which go beyond its primary responsibility for undergraduate teacher training. The Field School is used extensively for graduate training in the clinically related educational disciplines centering about the special educa-

tion area. It serves as the local public school for children of university faculty, graduate students, and residents, and children for whom Danforth City and Blanche County have requested admission because of prevailing learning difficulties.

Faculty members are selected to teach at the school for: their child orientation; their successful experience in public schools; and their continued graduate studies in curriculum development. Careful attention to individual children's needs prevails. According to the Chairman of the Department of Elementary Education, Dr. Langdon, prospective faculty have been attracted to the Danforth campus in part, because of the possibility of enrolling their children in the Field School. A final function of the school is to provide an opportunity to deliver new and innovative services. The project funded by the Bureau of Education Personnel Development represents the first such major effort at the Field School.

The value of the Field School on the Danforth campus is not shared enthusiastically by all residents and university personnel, of course. In the first place, the building represents a major capital investment. The question often arises whether the school represents a duplication of effort with the Danforth City Schools, and whether better use might be made of the building and land. Occasionally members of the Department of Elementary Education have suggested that the functions of the school are tangential to the major thrust of teacher training as carried out at the university. For instance, the EPDA project trains aides not registered at the university for course work. This is opposed by some members of the Department who assign a higher priority to serving the needs of their registered undergraduate students. The issues are complex, and a variety of points of view are represented within the Department and among those Department members who teach at the Field School. Field staff do not vote as a bloc - - for instance, as in the selection of the new head of the department, Dr. Langdon.

At the moment Dr. Langdon is carrying out a study to assess the resources of the Field School and the potential roles which the school might fulfill within the future plans of the Department. Since 1957 the school has been assigned to diverse roles. The new plan for teacher education now

evolving is based upon yet another sense of the role of the school; elements of the plan have been discussed at departmental meetings since 1965. As currently formulated -- and, it should be noted, it is still very much in process -- the new plan will require space and effort now utilized by the BEPD project. The plan envisions the Field School as a laboratory in which education faculty can demonstrate teaching techniques to undergraduates, and diagnose undergraduates' teaching difficulties in action. The focus, in other words, will be on providing direct experiences for undergraduate teachers-in-training.

Thus the Elementary Education Department is proposing somewhat of a new role for the Field School, one which does not readily accommodate the training of teacher aides sans undergraduate credit courses, or the in-service training of local teachers to work with varied children in a team role -- major thrusts of the BEPD project. While the proposed role may not be irreconcilable with the BEPD project and with the Field School staff's dedication to serving individual children's needs, it is not surprising that the new plans are generating intensive, and to some extent, opposing, discussion on campus.

The Field School means many things to many people, but above all it has meant quality education. The school's children come from: resident faculty; graduate and undergraduate students; residents of the vicinity; local classrooms not equipped to care for children with handicapping conditions. This is the social milieu for the BEPD project, begun in 1969, as staff have worked to integrate children with learning handicaps into regular classrooms. In one sense, the staff of the Field School and the special education faculty of the university are particularly prepared to come to grips with the purposes of the BEPD project. They have been concerned with special children in a context which both encourages and maximizes individual attention and work. They have also had to face new problems requiring special techniques and knowledge, and to practice team planning.

The teachers to be trained in the project's integrated classes, recruited state-wide, came from school districts in which special children are often defined somewhat differently than the manner which is used in the Field School. These children frequently have been special in the sense that they were low performers academically, but the source of their disa-

bilities seems to lie less in the traditional categories of educationally handicapping conditions than in the more nebulous category of low achievement associated with low socioeconomic status -- there are some Blacks, Chicanos, Indians living in foster homes, and foreign -speaking children in the area surrounding the Bowen School. The project has tried to involve teachers and teacher aides for special training from areas where linguistic, ethnic, and cultural differences are easily observable. In many cases these children have language problems, not in the sense that they are linguistically deficient (with the implications of general cognitive deficiency), but in the sense that their native language is not English.

In many cases, the home conditions of low-income families do not support the school-oriented needs of the children, and the overcrowded conditions of the public school classroom do not support the teachers' desire to tailor programs to the needs of the children. Thus participating teachers and teacher aides, as well as the children of the population to be served as a part of the project, face problems of a magnitude quite unlike the problems with which the staff of the Field School have been dealing in the past. Under these conditions, it is not surprising that participants do not always clearly understand the purposes of the project, and its relevance to local school needs as they have perceived them and as administrative personnel from participating school districts have been willing to declare. Also, during four years of continuous funding project staff often have modified their operational guidelines in response to BEPD policy changes.

We found almost universal agreement across all graduates of the project that highly desirable and important skills were acquired through their training program, but that not all of the program was directly concerned with the daily problems faced in a crowded classroom, nor could those skills easily be adapted to the individual teaching situations to which administrators reassigned teachers and teacher aides upon return to their local districts. In order to examine the project's potential for impact, we now turn to details of its operation.

Pupil Selection Process

Definition of Wide Variability

The Stephen Field Lab School's EPDA project attempts to "assist educational personnel to teach students of wide variability in regular classrooms." The goal of the selection process, therefore, is to enroll children such that the class membership will be a composite of wide variability. Variability, in this case, refers to "all children or adults on a continuum from the most handicapped through normal to the most fortunate."

As depicted in a set of slides prepared by project staff to demonstrate to the public what the project is about, children are not selected from all points on the continuum of variability. Using the graph of a normal curve, the slide presentation shows that children most readily accommodated in regular classrooms fall within 1 1/2 standard deviations on either side of the mean. The intent of the project is to extend that range, recognizing that children with extreme handicaps may require special placement. The goals of the project reflect a desire to prepare teachers to assist in "reversing the recent trend of segregating children who have less severe handicaps."

Handicapping conditions of the children of wide variability at the school generally fall under three classifications: 1) emotionally disturbed, 2) hard of hearing, and 3) non-English speaking children. This results in part from the fact that special units for the emotionally disturbed (E.D.) and hard of hearing existed at the Bowen School prior to the EPDA project. Few severely mentally retarded children are among those of wide variability at the Field School. According to the ERIC Report, "Director's Final Report, July 1, 1969 -- June 30, 1970," four children in the School have been identified as educable mentally retarded. In interview Rachel hring, Assistant Professor of the Special Education Department remarked that there are not mentally retarded children in Danforth "similar in nature to the functionally retarded (educationally impoverished) children found in many of the participating school districts, and no severely multiple-handicapped children."

The Selection Process

Most of the children at the Field School are from the Danforth School District, although some are from neighboring districts. According to Alice Clairborne, Project Director, families apply to the Field School on a first-come, first-served basis. The Field School tries to assure a healthy blend of exceptional and "normal" children in each classroom. In most classrooms, there is less than one exceptional child for every five other children. In cases where this ratio is higher, special reinforcements and preparations are offered to the teacher so that she can handle the classroom situation.

Often, it becomes obvious that many of the so-called normal children have special needs and problems as well. In the 6th grade, for instance, 11 out of the 30 pupils had been classified as emotionally disturbed at one time in their educational careers. In some cases, the child's special needs were not recognized and/or diagnosed until the child was accepted and participating in this highly individualized program at the Field School.

Exceptional children are almost exclusively referred to the Field School by school districts where the children are enrolled. Children with more extreme handicaps (the emotionally disturbed and academically non-functioning) are screened by a special committee, an offshoot of the Admissions Committee which evaluates and refers all children in the valley area with serious emotional disturbances to services in the community. The latter committee has been operating since 1963, referring children to classes for the emotionally disturbed or other appropriate placements. When the EPDA project was initiated, and the two E.D. units at the Field School were integrated, the Admissions Committee helped to place these children in the regular classrooms. Since then, the Special Admissions Committee has continued to review the needs of children with handicaps who have applied to the Field School. The Committee decides whether the child should be placed in an integrated classroom at Field or, if severely handicapped, in a self-contained setting. (There are 3 self-contained units for the emotionally disturbed in the area.) Members of the Special Committee include Rachel Thring, Harold Wainwright, and representatives from the child's school, from the Field School, and from relevant community agencies and programs.

There is a high demand among families to enroll their children at the Field School. According to Dr. Langdon, the School gets two to three times the number of applicants that it can accept. The following reasons for this high demand were cited:

a) Many families are interested in the opportunities for an integrated experience for their children. This is particularly the case with families who have children with special problems, but often the case of other parents, as well, who are interested in a broad educational experience for their children. They feel that this experience is not available in the other schools.

b) The open classroom and team-teaching principles of the School are very attractive to many families, and they feel these opportunities are generally unavailable in other schools.

c) There is a great deal of prestige associated with the Field School. It is often viewed in the community as a somewhat "unique" public school, offering a high quality education, and serving large numbers of Hermosa State faculty families and their children.

d) Many families apply to Field because it is more integrated in terms of religion and culture than the public schools, where a large majority of the teachers and pupils are of a particular faith.

Recruitment

In all of the cases of the present and past trainees interviewed by AAI staff, trainees were asked how they heard about the EPDA project and how they were recruited. Only a few of the trainees interviewed had formally applied to their principals or superintendents for placement at the EPDA Project. In the majority of cases, it was the principal who approached the trainee. Generally, the trainees were asked by their principals if they would be interested in attending the EPDA Project; in a few cases, trainees felt that the school suggested strongly that they "volunteer".

Project staff made visits to explain the project to local school administrators. However, frequently the trainees were not well-informed about the program before attending. Those few who were well-informed had obtained their information about the program from other teachers who had attended the EPDA Project during other semesters. Those trainees who did not have contact with past trainees received information from their principals or sup-

erintendents. Most of these trainees felt that this information was inadequate. In some cases they knew little more than that the program was at Danforth, lasted for 18 weeks, and had something to do with teaching children with special problems. Some trainees entered the program with expectations that the program focused on children from low-income and minority groups. Some trainees were attracted to the program because of this expectation, although it soon became evident to them that this was not the primary focus of the program.

Screening and Selection

The screening and selection of trainees is the responsibility of the individual LEAs. The selection criteria used are usually decided upon by the school principals, superintendents and the directors of pupil personnel. In the first year, the EPDA staff were disappointed in some of the trainees selected by the LEAs. According to an interview with Jean Pugmire, the LEAs in the first year selected some trainees:

a) with health problems - physical and emotional

b) whose future employment in their schools was somewhat more tenuous than other teachers in the school system.

EPDA staff felt that some LEA officials the first year may have misread one of the goals stated in the brochure, taking the phrase, "retraining of experienced teachers" literally, and selecting some of their weaker, less successful teachers as project trainees, teachers perhaps most in need of training. In one case, a school superintendent went so far as to say that he selected for participation a teacher in order to "...get her out of my hair for 6 months..."

It became evident in the first year of the project that multiple criteria were being used by the different LEA's for selecting trainees, some of which were not necessarily consistent with the goals of the EPDA Project. In the following year, the EPDA staff set up some suggested guidelines which were communicated to LEA officials. They were asked to select trainees:

a) whom they would employ in a position for which the trainees received training while participating in the EPDA project.

b) who were willing to return to the school district from which they came and be employed in a position for which they were trained.

c) who did not have serious health problems

d) who were members of minority groups (districts where minority populations were represented in the public schools).

The EPDA staff believes that these guidelines have been followed for the most part by the Lea's. There are now fewer trainees who have health problems and generally, LEA's are sending trainees whom they have a commitment to rehire. Ms. Clairborne feels that schools with minority populations are sending some minority trainees to the EPDA Project. Often minority aides are referred, since in many cases, minority teachers do not exist in these districts. According to Ms. Clairborne, criteria other than those set forth in these guidelines are left entirely up to the individual LEA's.

The EPDA staff stressed to LEA officials their preference for sending aides and teachers who had worked together in the same classroom. Staff feel this arrangement offers optimum opportunity for social relations and skill development. Finding aides and trainees from single classes willing to go, however, was a problem cited by some LEA officials.

It is difficult to identify what additional criteria individual school districts used in selecting project trainees. Some principals stated that they looked for single teachers when recruiting and selecting trainees, since they felt married persons would not be interested in uprooting themselves from their families for one semester. In spite of this perceived difficulty, however, the large majority of the trainees in the project, have, in fact, been married.

LEA Arrangements

Arrangements to accommodate the program required of the local education agencies are minimal, their central responsibility being to select, recruit and screen the applicants as discussed previously. Nevertheless, the local education agencies have three other responsibilities that merit examination here.

By a very informal arrangement, the local education agencies associated with the project have committed themselves to provide as much carry-over

from the Hermosa State University program to the local level as conditions allow (conditions being defined as school facilities, the number and quality of teaching and non-teaching resources available, and the general community make-up). This meets with varying degrees of success, the success generally dictated by (1) the administrators' knowledge of the goals of the program; (2) his willingness and enthusiasm for it to carry over to his district; and (3) to a lesser degree, the attitudes of other teachers and school personnel about the program. Where administrators are more knowledgeable and supportive of the program and its philosophy more aspects of the program may be transferred than where these attitudes are not present.

It is interesting to note that the project staff made special efforts to inform LEA administrators about the program by conducting a three-day orientation conference. This conference was specifically designed for principals and superintendents from the cooperating school districts. The conference provided the following information:

(1) the history and philosophy of the Field Laboratory School;

(2) a conceptual, theoretical and practical framework of the project in which their teachers and aides were participating;

(3) the LEA's role in the project, with particular emphasis upon the role and use of the classroom aide.

Although the LEA administrators interviewed said that they now had a firmer grasp on the meaning and operations of the program as a result of the conference, much of this knowledge was still not communicated to prospective participants. For example, several participants who joined the program after the conference said that they had received little or inadequate information about the program. Despite conference proceedings, some program participants apparently continue to be misinformed or underinformed about the program.

As a second responsibility, the project director and central staff have asked the LEA administrators to assess the project (through observing and communicating with graduate trainees). The purpose of this assessment is two-fold: (1) to suggest methods for improving the program with respect to LEA needs and capabilities and (2) to evaluate the program's impact within the school, the LEA structure and the community. Project staff have received formal and informal feedback from LEA administrators and desire more.

Finally, the LEA's have agreed to pay for part of their teachers' stipends while attending the program. The project assumes the remaining major portion of the teachers' salaries, and the entire stipend for aides. From all indication, this agreement is being fulfilled; the project director and the LEA administrators are satisfied with this arrangement.

Program Operations

Essentially, there are four elements in the implementation of the EPDA project at Logan: classroom operations (the practicum); daily seminars; weekly staffing processes; and community involvement activities. Although each of these elements are separate and well defined in terms of structure and organization, functionally they overlap in the interest of continuity of the total teaching and learning experience.

1. Classroom Operations

This year there are four units which participate in the program's operation. These units, which are not graded in the typical sense, have approximately 50 students each with an age range of about three years. Traditionally, the school can be said to accommodate students from the kindergarten to the sixth grade level. Since the essence of the program is to meet the individual needs of children, as well as teachers, classroom arrangements have undergone several evolutions. Last year, for instance, two of the school's classrooms were self-contained units; the rest covered an age range of two or more years.

Currently, one unit with two master teachers is modeled after an open classroom approach, implemented in the project's third year. Essentially, the remaining classrooms are self-contained but adapted to open space by rearrangement of furnishings and structural changes. Within the open classroom there are ten teaching (learning)centers where most activity takes place. These centers include areas especially designed for reading, math, art, and science, and there is a diary area where each student keeps a written account of selected school and home experiences. These teaching centers contain an abundance of supplies and materials to enhance the students' enthusiasm, curiosity and ability to learn, and the students are encouraged to explore them.

This model of space utilization has provided a relatively new teaching environment for many of the master teachers as well as the trainees

and not surprisingly has been received with varying degrees of enthusiasm, support and success.

The pedagogical approach used in the other classroom units is a training model adapted from a version of team teaching. The model itself does not seek to differentiate skills among the trainees but rather to develop unified approaches to concept and skill acquisition, building upon the expertise of the master teacher. It is the responsibility of the master teacher to provide training experiences for the team under her guidance and supervision. Project staff consider a "team" as two or more people working together as a group. Most recently, a team included an aide trainee, a teacher trainee, a student trainee from the Department of Elementary Education (who serves a five-week practicum at the school), and sometimes a volunteer (often a parent, occassionally an undergraduate). The master teachers agree that planning training experiences for multiple population groups as well as learning experiences for twenty-five students is both time-consuming and initially frustrating. However, most agree that the time and energy expended affords the opportunity to enhance and stabilize the student-teacher relationship through producing a student-teacher ratio of 5 to 1.

The major in-class responsibility of the master teacher is to give support and guidance to the trainees at their respective centers when called upon or when deemed necessary by the master teacher. Occasionally, however, a trainee may remain at a teaching center for a longer period of time to further his development of skills in that area or to carry out a special activity with students.

2. The Daily Seminars

The seminars serve as the major vehicle for transmitting clinical and theoretical skills and knowledge to the trainees. These seminars, although especially designed to communicate procedures applicable for teaching students of wide variability, encompass other areas, such as social and interpersonal relations, new issues and innovations in content development, attributes for maintaining positive self-concept, and new ways to approach the mastery of skills and the organization of concepts.

The seminars are planned and organized by the core staff and the master teachers, although the latter usually do not attend, and feedback to them is minimal. The trainees also participate. A representative from that group brings to the planning sessions issues which the trainees would like to explore. The project staff believes that this addition has helped them to plan more relevant seminars. Frequently, outside consultants and especially representatives from the Departments of Elementary and Special Education are asked to participate in presentations during the seminar. Such representatives also participate in further planning and organization of the remaining seminar sessions.

All trainees are required to attend the seminars, and there is little opposition to this among the trainees. In fact, most trainees see this experience as an opportunity to increase their knowledge of children, themselves and the world around them. The trainees, particularly the aide trainees, have expressed the belief that, at times, the content of the seminars is "over their heads," and they are unable to get a firm grasp of the information being communicated to them.

As mentioned, the content and scope of the seminars is broad, encompassing many issues at a variety of levels. Previous areas of discussion in the seminars include: the open classroom; active learning; program and curriculum for behavioral disorders; language development; curriculum for a child's day; and a series entitled Cultural Emphasis Week. The staff, trainees, and trainee graduates said the latter was of particular value in their personal as well as professional lives. Each week of this series was devoted to exploring a particular ethnic/cultural group; groups included were Black, Indian, and Mexican-American . Characteristics, stereotypes and problems of each of these groups were explored, and, for many trainees, this was their first confrontation and exposure to people and information representing an ethnic/cultural group different from their own. According to some, this experience helped to alleviate prejudicial attitudes and encouraged trainees to acknowledge their ethnic/cultural groups.

3. The Staffing Process

Having direct carry-over value from the information provided through

the seminars, the staffing process is an attempt to help the teacher and the trainee understand the children, and to enable them to understand themselves and the world around them. It seeks to accomplish this goal through the following objectives: (1) to explore the child as an individual and as a member of a group -- the school and the larger environment; (2) to identify his/her particular strengths and handicaps; (3) to hypothesize about the kinds of behavior which are the effect of these particular strengths and/or handicaps and (4) to propose methods and/or activities that will encourage the student to capitalize on his or her strengths and deal positively with the handicaps. For the latter, people as well as things are a central concern. Selected individuals and groups, within and outside of the school, are identified to help each student reach the desired outcome proposed in the staffing session. During this period significant input is given by members of the Departments of Elementary and Special Education. Also, a big-brother and big-sister program has been initiated, whereby college students at large offer their personal resources to a child. Who will do what, when and how is discussed, and following this, a plan of action is developed. After an appropriate length of time, the student's progress is reviewed and perhaps another course of action planned, or the current one modified or extended.

Each student is the subject of a staffing discussion at least semi-annually by all the members of the team in whose class the student is enrolled. Generally, those children with severe problems or those who cause severe interpersonal problems are considered first, in order to give first attention to students who most need it.

4. The Community Involvement Activity

The staffing process is not the only way by which student problems are explored and dealt with. The community involvement activity also lends itself to the task through the establishment of parent study groups, sponsored by representatives from the Local Parent Teacher Association.

Parent study groups were established by Mr. Reuben Drake, a member of the Psychology Department, the program's community coordinator, who this year became the first member of the Psychology Department to be funded through the project budget. Mr. Drake says that the role and functions

of the community coordinator were never clearly defined, that his approach to involving the community was an original one and well-received by the project staff.

Six study groups meet weekly at the Field School. They are conducted by a two-man team, a lay person from the community and a graduate student from the Department of Psychology, under the direction of Mr. Drake. Mr. Drake says that the lay person has proven to be better able to guide these sessions for several reasons: (1) more lay persons are parents and have a first-hand experience about raising children; (2) they are better facilitators of group interaction; and (3) their language is better understood by the group.

The study groups are modeled after Adlerian family counseling therapy in which the central issues explored are parent-child relationships and child behavior. The essential component here is the parent and what he or she can do to stimulate the healthy development of the child at home as well as within the school and society.

This activity operates on a volunteer basis. Parents of those children especially thought to be problem children are encouraged to attend these sessions. Invitations are sent to the other parents and to the program's trainees. Mr. Drake thinks that the trainees should come not as teachers, but as parents or participants. Trainee involvement is minimal, however, Since it is not a required activity, they do not see this portion of the program as part of their training. Therefore, not surprisingly, there is little carry-over to their school districts in regard to this kind of community involvement.

Although the Psychology Department is a primary participant in the community involvement component of the project, members of the Special Education and Elementary Education Departments do lend support in terms of time and resources. The Family Life Department, which is responsible for early childhood training and operates its own nursery school (with an education component) has been invited to participate. One important outcome of community involvement activities has been the creation of a university committee of representatives from pre-school, early childhood, and primary education to design new teacher education programs.

Having discussed the elements of the program, it is worthwhile to discuss briefly reactions to the implementation of the program given by the master teachers and the trainees. Several of the issues will be expanded later. The following are some of the concerns and comments voiced by trainees about the program.

On Open Classroom Planning:

Open classroom planning while a reality in two classrooms at the Field School, is not such a reality at many of the schools at the LEA level. This poses problems along two lines; (1) functionally adapting an open classroom plan to a classroom operating under structural constraints and (2) selling the idea to more traditional school personnel.

There is a question, particularly among the graduate trainees -- and to a lesser degree, the master teachers -- as to whether an open plan is the most appropriate model when dealing with "special" children.

Team Teaching:

Team teaching at the Field School is far different from that known and occasionally practiced at the LEA level. In typical classrooms in participating schools, there is a lower teacher-child ratio, perhaps 1 to 15. Graduate trainees believe this cuts down on their efficiency at the local school level to deal with those children who are in special need of help, and to implement those activities learned during their training.

Once the graduate aide trainee returns to the LEA, her responsibilities are much like those prior to her training. In some schools, she is no longer in a team teaching situation having a delegated role in the instruction of children, but rather she resumes clerical and tutoring tasks. There seems to be a good deal of frustration among the graduate aides about this. However, they are not making their frustrations known to school administrators. Some feel that this is not their place, others are unsure about their job security, and still others simply are not interested in doing so.

The Seminar:

There seem to be good feelings about the kind and quality of the seminars. Trainees are concerned about two things: (1) once they leave the training program, they are no longer provided with the guidance that the training program offered; (2) the master teachers, because they do not attend the seminars must rely upon information gained during the staffing sessions to help the trainees implement and practice those things learned in the seminars.

Community Involvement:

Trainees often expressed a desire to have more community involvement in their program so that they can learn to serve those families within their community, especially those who have children with special problems.

Changes or Adjustments in the Program

In general, there have been few substantial changes or modifications in the program. Project staff, master teachers, and LEA administrators think that the program is operating smoothly and has shown very little deficiencyy.

However, two changes are worth mentioning. During the first year of the program's operation, six semester hours of course credit was awarded to participants who engaged in evening residence extension courses. This has been discontinued, largely because BEPD guidelines implied that the seminars could not resemble degree-bearing programs. LEA administrators expressed concern about in-service accrual of credit. They believe the award of credit was a major incentive to prospective participants, since the LEA's have been unable to offer a salary adjustment to the participants. The participants, on the other hand, do not see credit discontinuation as a determining factor to join the program. In fact, during the project's first year only three participants registered for extension credit.

A second, less significant, change that occured during the program's second year of operation was a change in the role of audio-visual techniques used during the seminar. The first year there was a heavy emphasis on the techniques of construction and use of audio-visual aides, equipment and materials. Since that time, the emphasis has been considerably decreased (in terms of amount of time and monetary resources expended). It was discouraged primarily because many of the teaching aides in the project's first year, upon returning to their districts, were assigned all-day paper construction roles for district teachers. Thus, the trainees were learning a skill that essentially was removing them from assisting professional teachers in work with children.

Follow-Up of Trainee Graduates

The EPDA staff have attempted to visit and follow-up through a series of three 3-day visits to the graduates in their local sites. Although there are no written, formal follow-up procedures or formal follow-up records, these visits generally included the following types of activities:

- Visits with the trainee graduates in their classrooms
- Advice and assistance in identifying problems of specific children
- Meetings with school administrators or district officials to get feedback from them on trainee graduates, to orient them to the EPDA program, and to solicit their coordinated cooperation.

The thrust of these visits varies from program to program, and has also changed considerably during the history of the project. According to Jean Pugmire, the visits have changed in nature from providing reinforcement to individual trainee graduates to working with groups of graduates and other teachers in the school districts. At the beginning, the first group of graduates seemed to need a great deal of support and reassurance from the EPDA staff in order to reaffirm their roles and purposes for being specially educated. This may have been because the school and LEA officials were unfamiliar withthe EPDA project, and they themselves did not provide graduates with the necessary support. One district withdrew because they were unable to employ aides. Another district sent aides intending to use those aides in different ways upon their return. In the third district the superintendent was somewhat at cross-purposes with an elementary school principal. Trainees sometimes have met with resistance from school officials. For instance, in 1970 one teacher and aide were given a classroom of 60 children for demonstration purposes. It was necessary, therefore, for the EPDA staff to play a supportive role with these first graduates.

With the more recent groups of graduates, however, the staff find themselves serving a new function. They are more involved now in assisting groups of graduates and other teachers with setting up training programs, staffing conferences on groups of children, setting up lectures and telelectures on children with special needs. The project staff is also currently developing instructional materials which might be disseminated to local school districts for training purposes and possible implementation

as stated in the Director's Annual Progress Report, July 1, 1971 to June 30, 1972.

The EPDA project has attempted to shift from individual reinforcement to group impact in an effort to effect change on the institutional level. By working with graduates and their colleagues in the local settings, the project intends to create a "ripple effect" - to effect change within schools and school systems, rather than limiting potential impacts to individual trainee graduates only. In a nearby school district, for example, members of the EPDA staff recently met with a trainee graduate, five other teachers in her school, and the school principal, for training sessions on open education principles and techniques for assisting children with special needs in regular classrooms. This was considered to be a more effective method of training and dissemination than dealing solely with the trainee graduate.

This individual-to-group impact focus has been facilitated by the following factors:

1. School administrators are now more familiar with the goals of the EPDA project and hopefully more willing to support and encourage the work of the graduates. The EPDA "Administrators Conference" held in December, 1971, was intended to bring together top level school administrators from participating school districts in order to encourage a common orientation to the project's goals and directions, and to the administrators' roles in furthering the project's impacts.

2. Trainee graduates are no longer isolated; that is, as more teachers and aides go through the program each semester, small "pockets" of trainees develop in each of the 9 districts which participate. The groups of graduates give each other support and feel that they have more impact working as a group than individually.

Impact of the EPDA Project on Trainee Graduates

It is difficult to assess the impact of the EPDA project on trainees once they return to their school districts, although letters of commendation from administrators are on file. Communication with graduates is difficult to maintain, and even when maintained, to measure impact of the program on graduates in concrete terms is difficult. Trainees return to

a great variety of school programs, some of them innovative, and others slow and resistant to change. According to Dr. Hugh Thomas, Director of Research of the project, the impact of the project on the graduates must be measured individually, accounting for three major factors: 1) the nature of the teacher himself (personality, abilities); 2) the nature of the school program in which the teacher is employed; and 3) the nature of the school population being served (types and numbers of students).

Dr. Thomas also stressed the difficulty of measuring impact at any given point in time. It takes time for trainees to utilize what they have learned at the project; there is an initial period of adjustment which trainee graduates seem to go through before they are able to effect changes. Dr. Thomas believes that the length of this adjustment period is not constant; for some graduates it may be a year or more.

EPDA Project Evaluation of Impact on Trainees

The EPDA project staff have utilized several different measurements and checklists in an effort to assess the impact of the project on trainees. Several psychometric measures were used on a quarterly basis to measure attitudes such as self-concept and enthusiasm toward "educating exceptional children in the regular classroom" and "community control of the schools." Self-concept assessment by testing "indicated that statistically significant changes did not occur in members of the trainee group as a whole, but fluctuations within individual scores revealed a great deal of self-examination and reality orientation." Attitudes improved significantly in "educating exceptional children in the regular classroom" and "community control of the schools."

Other findings by the project mentioned in the Director's Annual Progress Report included:*

* As stated in the Director's Annual Progress Report for "A Program to Assist Educational Personnel to Teach Students of Wide Variability in Regular Classrooms", July 1, 1971 to June 30, 1972, by Hugh Thomas, Research Coordinator, in consultation with Alice Clairborne, Project Director.

- "Assessment of attitudes which have been empirically determined to be indicative of a person's ability to maintain 'harmonious relations' in the classroom were significantly improved in all groups.

- Behavior checklists used to assess student centeredness, as a measure of individualization, indicated that teachers in training improved continually while in training.

- Teacher and aide groups did not attain statistically significant gains on a test designed to tap the general domain of special education knowledge.

- The employment rate of teachers trained through the project was at or above the 90% level criterion specified in the objectives; the employment rate of aides trained through the project was about 80%."

Interviews with Trainee Graduates Regarding Impacts

AAI staff had the opportunity to interview many trainee graduates at their home schools in two cooperating districts of Tooele and Ogden. The graduates were asked what they believed they had gotten out of the program and what they were now able to carry out in their schools because of their training. All of the trainees said that they had personally benefited from the training program. They mentioned specifically their ability to be more attuned to individual differences in children and more able to respond to those needs. Generally, they indicated that the training program (both practice and seminars) helped them develop a broader, more open teaching style than they had before the program. Many of them for instance, continued the staffing process of individual children when they returned. Few of them, however, felt that they had made significant impact on other classrooms or schools. Those who felt they had achieved impact in the institutional realm listed the following areas:

- Helping other teachers identify special needs in their children;
- Helping other teachers set up their classroom according to the open classroom and team teaching principles;
- Helping to develop extension courses, in-service training programs for groups of teachers (via seminars, telelectures).

The EPDA staff has assisted graduates in setting up such programs as described above. They visited individual schools in different districts to help teachers evaluate and diagnose the problems of particular children; they helped graduates set up in-service training programs for fellow teachers and led some of these training sessions; they set up telelectures in remote sites such as Marpisa. Teachers in Marpisa were able to listen via telephone to specialists and staff at the Field School discuss and suggest processes to be followed for some Marpisa students.

Issues Relating to Impact Cited by Trainees

Trainee graduates listed the following issues as factors in their home school districts which often prevented them from carrying out all that they had learned in the training program at the Field School.

1. Staff/Child Ratio

As one teacher described, "At the Field School, there were 52 children and 12 staff*; back home, I have 35 kids by myself." Another graduate returned to a class with 40 children, no other teachers and one aide for a half hour every day. Graduates think these factors limited their ability to individualize instruction for children in their home schools.

2. Different Kinds of Problems in Children

In the opinion of many present and past trainees, particularly from the Dylan City School District, children at their home schools had different kinds of problems and in different degrees than the children they were dealing at Field. They particularly cited the fact that the Field School had few minority Black and Chicano children and few children from low socio-economic backgrounds. This was in great contrast to the school population in the two Dylan schools participating in the project where the majority of the children are from low-income and poverty homes with high concentrations of Black and Chicano children. Teachers commented that some of the children in these Dylan schools had social problems which were relatively foreign to the Field School population: troubles with police, the courts, broken homes, malnutrition. Some trainees mentioned that at their home schools there were many functionally retarted and educationally impoverished children, whereas at Field there were few.

* This respondent was referring to 12 staff members, some of whom were certified teachers, some of whom were student teachers, paraprofessionals, volunteers, etc.

Some trainees also indicated that the children of wide variability in Dylan were more widely variable than the Field students, particularly in the case of emotionally disturbed children. As one teacher stated, "At Field a child has emotional problems when he can't get along with other kids and teachers, when he can't sit still, when he can't control his behavior. In my class back home, I have a student who has stabbed other kids in class. Now that's what I call really emotionally disturbed."

3. Supportive Services

Many trainee graduates were disappointed in the lack of support services available to their children in the home school districts. Whereas at a teacher could rely on resources from the Departments of Elementary Education, Special Education, Psychology, and others, to work more effectively with individual children, these resources were generally unavailable in the home school districts.*

The problems of utilizing in the home districts the training received at the EPDA Project is summed up in a statement by Rachel Thring the project's founders, a faculty member and liaison of the Special Education Department: "The trainees go back home fired up with the idea they can help children. They don't go back with the skills to change administrators or to work in less than the ideal situation." This point of view was reflected in several graduates' statements that the Field training was helpful and exciting, but often resulted in disappointments when applied to local home situations.

Impact of EPDA Project on Teacher Education

One of the major areas of institutional impact at which the project is directed is the teacher education program in the Department of Elementary Education at Utah State University. The Director's Annual Progress Report

* During the second year of the project, the nature of these resources shifted somewhat from reliance on specific members of outside departments to increasing self-reliance of trainees and participation with EPDA staff. Despite this shift in resources, however, several unsolved problems in the teachers' needs for supportive services in their home districts remain. As one teacher stated, "I am now more able to recognize individual problems in children. But then what? There is one psychologist for all of the elementary classes in the district. If I want the child tested I'll have to wait months. I may call someone from Field to come down and test some of my kids."

for July 1, 1971 to June 30, 1972 cites the following concrete changes which have occured within the Department of Elementary Education as a result, at least in part, of the EPDA project:

1. Earlier and more meaningful involvement with children by university students;
2. The development and dissemination of instructional materials by laboratory school staff;
3. The implementation of a new teacher education model which should provide more individualization for prospective teachers.

Perhaps the greatest potential impact lies in this third area, the new teacher education model. Members of the project staff have served on the several committees which have been developing this model, the "SODIA" Model, providing significant contributions to its initial conception. The SODIA Model of Education now being designed is built around several major concepts which are to be explored during the four years of undergraduate study (Self-concept, Others, Disciplines, Implementation, Assessment). Different concepts are to be concentrated on in different years of the student's program.

The concept of wide variability, a major element of the model, will be introduced to students during the Others phase. It is likely, because of the EPDA project's involvement with the concept of wide variability, that it will become an integral part of the SODIA model. During this phase, students may be assigned, for instance, individual tutoring with a child with special needs at Field or they might be asked to observe such a child in his classroom activities at Field.

The Field School will also serve as the common experience for all elementary education students in their junior year when they concentrate on the Discipline phase of the SODIA Model. It is during the Discipline phase that Methods courses will be taught, possibly using some of the Field School classes as laboratories for demonstrating methods techniques.

An Area of Potential Impact: The Logan Junior High School

During the school year of 1971-72, a significant portion of EPDA activities will be moved to the Junior High School in Danforth. According to Alice Clairborne, this change has come about in order to meet the needs of children of wide variability at all levels of education, junior high as well as elementary. These plans began developing a year ago when Field and EPDA staff became aware of the high number of "high risk" and emotionally disturbed children in the present 6th grades in the Field School and Logan city schools. The staff felt that it would be crucial to prepare the 7th grade teachers for these children, especially since there are no emotionally disturbed units in Danforth at the junior high level.

Because of this need, the EPDA staff decided that they should offer the training program at the junior high level. This plan has been well received by the junior high school staff and will be implemented at the beginning of the 1972-73 school year. Dr. Richard Tucker from Hermosa State University's Secondary Education Department and orginal writer and director of the Stephen Field Project will co-direct this project with Ms. Clairborne. Rachel Thring will most likely serve as the Special Education liaison person to the project. During the first semester, six teachers and six aides will be trained at the Danforth Junior High School. All of the teacher trainees will be from Danforth Junior High School, representing the different academic areas (e.g., language arts, mathematics, social studies, etc.). The aide trainees will come from districts other than Danforth. It is possible that some of the aide-trainee slots will be filled by students presently graduating from the Education Department at HSU, who will take the EPDA program as a fifth year of training. Because of the teacher unemployment problem which exists in the Danforth and neighboring areas, Ms. Clairborne feels that many student teachers will be interested in a fifth year of training in the EPDA project.

The EPDA staff will continue to maintain their headquarters at the Field School. Over half of the EPDA project will remain there; eight full-time teachers aide trainees will receive their practice at the Field School. Field School master teachers will continue to receive the resources and consultation services of the EPDA staff.

A STUDY OF THE
JOHNSTON SPECIAL EDUCATION PROJECT
JOHNSTON, VAN BUREN

Data Collection and First Draft of this Case Study by:
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JOHNSTON SPECIAL EDUCATION PROJECT

Area V Education Service Center

Education Service Centers are new actors on the Van Buren educational scene. Creations of the Van Buren Education Agency, they represent an attempt to cope with the high costs and logistic problems of administration over Van Buren distances, through decentralization of service delivery. In 1968 the Van Buren Education Agency subdivided the state into twenty regions. In each region an autonomous Education Service Center (ESC) was established, with a mandate to provide technical and some instructional services to the independent school districts in the region.

To facilitate funding, the state legislature recognized ESCs as financially equivalent to Local Education Agencies (LEAs) in all respects save the power to tax. ESCs are thus eligible for grants at the federal and state levels, which supply the major portion of their operating revenues. In addition, they are empowered to contract directly with LEAs and thus derive revenue from the provision of consultative and other services to school districts. ESCs, however, have no inherent right of access to LEAs. Cooperative arrangements between ESCs and LEAs are purely voluntary. While an ESC has the capability--chiefly, an experienced professional staff and consultants--to provide services to LEAs, it lacks the administrative power to insist that its services are used, much less to regulate in any way the operations of LEAs. This relationship suggests that an ESC more closely resembles a regional State Education Agency than a "super" LEA.

Area V consists of two counties, Johnston and Darien, in the extreme Eastern portion of the state. The Area V ESC, located in the city of Johnston, offers a broad range of services to school districts in the region, including special education, provided through the Special Education Component of its Division of Institutional Services. Special education services are of three types: consultation, appraisal, and materials. Consultation is provided in educational planning and curriculum development. Appraisal services include psychological and diagnostic testing. Materials services range from

demonstration and training sessions in the use of special education materials to library services. Finally, the Area V ESC sponsors the "EPDA Program in Special Education for Regular Classroom Teachers," which is the subject of this report.

To be precise, this training program is managed by "Consortium B," an ad hoc coalition of the Area V ESC and two other ESCs in Eastern Van Buren, at some distance from one another. But while Consortium B is the titular grantee for the project, the consortium represents an alliance of convenience, formed solely for the purpose of applying for the grant from the Bureau of Educational Personnel Development. Beyond writing the proposal together, the only significant cooperation among the three ESCs has been occasional shared use of the services of training consultants. Accordingly this report focuses not on the entire special education training project as funded by EPDA, but only on that portion centered in Johnston and administered by the Area V ESC. Before discussing the project itself, some observations about the educational and social context in which the project functions may be appropriate.

The Educational and Social Context

As a regional service center, the Area V ESC's jurisdiction encompasses a number of East Van Buren school districts ranging in size from a few hundred to sixty-five hundred students. Among these the most prominent are the two independent school districts located within the city of Johnston: Prado and Johnston proper. Prado is generally considered the more conservative of the two in both educational and political terms. Johnston is the larger and better financed. While the smaller LEAs outnumber these two, Prado and Johnston outweigh the region's rural districts both in terms of numbers and funding levels. They have traditionally enjoyed better access to the Van Buren Education Agency and to the state legislature. Small schools are isolated not only politically, but geographically as well, in remote areas where regular delivery of services tends to be difficult.

The management of Area V consider this disparity between large affluent LEAs and small poor ones to be one of the major justifications

for the presence of the ESC, as a channel for federal and state funds. Both ESC staff and the LEAs see the ESC as a neutral mechanism which can be trusted to make an even-handed distribution of resources to participating schools. ESC staff perceive these twin responsibilities of equity and service as obliging them to go to considerable lengths, if necessary, to secure the cooperation of school districts, and certainly not to impose any sanctions against uncooperative LEAs. Despite this posture--or perhaps because of it--relations between LEAs and the ESC can best be described as equivocal. While frequent reference is made to the ESC as a supplier of services, and superficially exchanges are almost uniformly cordial, there seems to be a distinct sense of professional distance between the ESC and LEAs, a marked concern for professional turf. Rarely, for example, are informal channels used for communication. Formal announcements, memoranda, and the like are the rule. The ESC seems to approach an LEA with extreme diffidence, as if expecting to be rebuffed.

With regard to special education, as the largest city on the Mexican border Johnston faces unique problems. Diagnosis of children in need of some form of remedial instruction is difficult at best. When diagnostic observations are obscured by linguistic factors, which are often further confounded by cultural and socio-economic effects, the task of determining just who is "special" becomes quite complicated in educational terms and extremely sensitive in social and political terms.

In all but a few isolated suburban schools, the overwhelming majority of students in special education classes are Chicanos allegedly suffering from "language and learning disabilities" (LLD), a classification established by the Van Buren Education Agency. Of the 3,478 Johnston students receiving special education in 1971-72, 42% were being treated for special handicaps. Among the remaining 2,030, 43% were classified only as LLDs. The implication of these statistics is that well over half of the students in Johnston's special education classes are there primarily because they speak Spanish, although in many cases these same children also show associated symptomatic problems in adjustment to school work.

As for the small rural districts receiving the services of the

Area V ESC, not surprisingly they tend to be perennially low on funds, often operating with overcrowded and outdated plants and equipment and sometimes assigning children to classes in double sessions in order to accommodate them all. The Chicano population of such school districts is even higher than Johnston'sand since the property tax base tends to be small in Mexican-American communities, the influx of students cannot readily be compensated by additional funds without imposing a hardship on taxpayers. Some of Area V's school districts have experienced this fiscal crisis in accelerating measure in recent years, as both border adjustments and economic pressures have relocated many low-income Chicano families into rural districts. Thus far the region's Chicano population has not been militant, although militancy is building.

While the attitudes of Anglo educators toward Chicanos vary considerably, the dominant view seems to be that learning disabilities are heavily concentrated among Spanish-speaking students. For example, in the opinion of one special education administrator: "We find that all our children with learning disabilities come from Mexican-American families; there's usually some kind of problem in the home." Since learning disabilities, stemming from linguistic and other factors, are believed to be so prevalent among Chicano students, one might expect a concerted effort to address these problems in classrooms with a large proportion of Spanish-speaking students. An indeed,Johnston does have a large ESEA Title VII Bilingual Education program.

Bilingual educational services, however, are consistently separated from special educational services. This may reflect the desire of LEA managers for a wide distribution of extra educational resources, or perhaps their desire to respect prohibitions against mixing federal and state funds allocated for different program purposes. For whatever reasons, schools with special education programs usually do not have bilingual education programs, and vice versa. As far as the special education of Spanish-speaking students is concerned, this policy has puzzling consequences. Few of the teachers assigned to Chicano special education students speak Spanish. In some cases, the use of Spanish among Chicano special education students is

actively discouraged, on the grounds that it is in the interests of these students to learn the dominant language.

For instance, in one class a teacher corrected a student: "That word isn't English! Ernesto has forgotten that we only speak English in this classroom. How would you like it if I spoke to you in German?" The children's response, incidentally, was a unanimous and enthusiastic "Yes!"

The Special Education Project: Federal, State, and Local Influences

The special education training project which is the subject of this report was conceived, planned, and is now being administered by the Area V ESC as a response to the changing approach of the state of Van Buren to the education of handicapped children. In 1969 the state legislature enacted Senate Bill 73, which dramatically changed the character of education for these children. Senate Bill 73 put an end to the practice of segregating special children in isolated classes and of providing state support to LEAs according to the number of such special classroom units in operation.

Instead, the law now requires the integration of handicapped children into the regular classroom and the development of a series of support services for the regular classroom teacher. The most important of these services is the "resource room," manned by a certified special education teacher. The resource room concept reflects the fact that the needs of handicapped children often exceed the resources of the regular classroom teacher. The plan is that children who require special help are to be sent to the resource room for a short time each day, to be tutored in individual or very small group structures, according to a diagnostically based curriculum, by a highly trained teacher. It is hoped that this intense, individualized instructional support program will enable the handicapped child to maintain himself in the regular classroom during the remaining part of the school day, with the additional aid of a support program available to him in the regular classroom, one which the regular classroom teacher will be able to administer. Clearly a resource room teacher requires a good deal of specialized instruction, and a classroom teacher must function as part of a well-planned team to carry out a full program for each handicapped child.

Senate Bill 73 outlines a five-year plan. The law states that within five years (by 1975) every school in the state must provide a teacher certified for work with special children for each unit of fifteen special children in Average Daily Attendance. The resource room teacher is funded entirely by the Van Buren Education Agency and is therefore regarded by most LEAs as an asset. She is granted a special education endorsement after the completion of twelve semester hours of training in special education, although provisional certification can be granted during the training year.

Johnston was one of the first five school districts in the state to qualify for funding under Senate Bill 73. According to the director of the program Johnston implemented resource rooms for the first time in 1970-1971 under what the Van Buren Education Agency refers to as Plan A. For administrative purposes, those schools not qualified for funding under the resource room legislative paradigm are considered to be following Plan B, which is a process by which school districts make an orderly transition from the self-contained concept for special education students to Plan A. In most cases Plan B consists of the traditional isolated special education classroom, from which children are released for not more than two hours a day. (This is the situation prevailing in the Alhambra school district, which was reported to be typical of schools following Plan B.) There are two key differences between Plan A and Plan B. One is the presence of a state-supported resource room teacher. The other, in exchange for the first, is that a greater share of the burden of special education must be borne by the regular classroom teacher. Full implementation of Plan A calls for children to spend not more than half of their time in isolated classrooms; the rest of the time is to be spent either in integrated activities such as physical education, lunch, and recess, or in active participation in regular classes.

Among the smalller school districts in rural areas there seems to be a general acceptance of the intent of Plan A, mixed with a thoroughly understandable interest in the additional state funding which implementation of Plan A implies. Yet the transition to Plan A is difficult. In the poorest districts, property is already being taxed to or beyond reasonable limits. A poor school may be unable to provide either the facilities or the staff required for a transition to Plan A, and it is thus left to proceed as best it can.

Responses to this problem are generally of two sorts, both of which are represented among the schools affected by the ESC's special education training project. Both are based on the local policy decision that in the short term the presence of trained special education teachers is a higher priority than the training of classroom teachers to cope with the needs of handicapped children in the regular classroom. A school may simply continue on its traditional course, or it may implement as much of Plan A as it can. In schools following the former strategy, new special education teachers continue to spend most of their time in segregated special education classes. In schools who have opted for the latter strategy, new special education teachers divide their time between resource rooms and special classes. 24 32

Both the state's plan for special education and the LEA's interpretation of the plan differ somewhat from the philosophy represented in the Bureau of Education Personnel Development's Special Education Program. This program, guided by a national perspective on special education, is based on the assumption that an adequate supply of well-trained special education teachers is simply not available, and will continue to be unavailable for the foreseeable future. Another guiding assumption is that integration of the handicapped child into the regular classroom is a significant educational value for both the normal and the special child. The complex setting that the integrated classroom represents is considered to offer opportunities for both social and emotional growth, if handled appropriately. 19

This is especially true if the classroom teacher is aware of the intricate relationship between cognitive and emotional development and is prepared to orchestrate these processes in order to maximize motivation and an underlying sense of self-worth and accomplishment. A training program to deliver these skills is a difficult one indeed, and one which requires a great deal of in-class practice to produce the requisite sensitivity.

On the other hand, if the teacher is to deal with the child in the temporally and socially restricted environment of a daily tutorial, then a somewhat different training program is required. Here teacher preparation concentrates on specific diagnostic and remedial procedures, with little emphasis on classroom management techniques, or on the social dynamics of a classroom integrated across levels of cognitive skill.

In designing their special education training project in 1969, then, ESC staff were faced with somewhat divergent requirements. The intent of the BEPD Special Education Program was to prepare classroom teachers to teach handicapped children in an integrated classroom setting. This goal was shared by many of the region's teachers. The major thrust of the plan, however, was the preparation of resource room teachers to tutor handicapped children and to provide support services to classroom teachers. While this was the aim of most of the administrators of the LEAs served by the ESC, a few were interested in training teachers to man segregated special classes. Although the director stated that the center followed BEPD guidelines throughout the course of the project, it seems, and no criticism is implied, that ESC's decision was to define their function as service to LEA's according to the state legislative intent, despite the BEPD guidelines.

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The service required some rather specialized training supplied by a highly technical qualified staff, which would not ordinarily be found among the standard resources of even the largest LEAs. In fact a university department of special education is the logical place to look for such skills, so the expertise of the ESC staff in bringing together an appropriate training team is really quite impressive. The point of this discussion, however, is to emphasize that regardless of how technically skilled its staff is, the ESC nevertheless remains oriented toward LEAs in a purely service role.

This orientation is probably intrinsic to the character of an ESC as conceived by the Van Buren Education Agency. ESCs have no right of access to LEAs; they must be invited. Nor do they have a right to affect decisions made by LEAs about the disposition of ESC services. ESCs have no constituency, cannot raise their own funds, and lack the authority to carry out certification functions, which are the domain of Institutions of Higher Education. Thus ESCs are essentially powerless and must generate power by the force of their own expertise.

Certification in particular played a role in the ESC project under consideration. In 1969 the Region XIX ESC was funded by BEPD to provide special education training for regular classroom teachers. ESC staff designed a year's program of summer course work, in-service workshops during the school year, and laboratory experience.

They assembled a highly qualified training team of staff and consultants. They secured the cooperation of a number of LEAs in the region and recruited teachers. In short, they were fully prepared to produce resource room teachers in compliance with the state plan - but for the condition that such teachers be certified. This required the participation of an accredited IHE. The ESC therefore looked to the most prominent institution in the area, the University of Van Buren at Johnston.

Role of the University of the University of Van Buren at Johnston

The University of Van Buren at Johnston (UVBJ), until a little over 15 years ago, a college of mines, is primarily an undergraduate institution. UVBJ draws its students almost exclusively from the immediate region. While not representative of the ethnic mix of the area, the student body does include some Chicanos. The faculty, however, has very few Chicano members. Perhaps this contributes to UVBJ's tendency toward isolation from the social and political affairs of Johnston, and notably from the schools.

As an institution newly reoriented toward the liberal arts and the professions, over the past few years UVBJ has been trying to broaden its range of degree programs and curriculum offerings. A small graduate school of education, recently established, has been searching for qualified faculty to start a department of special education. Thus far no appointments have been made.

Under these circumstances, from the point of view of UVBJ's School of Education, the staff of the Area V ESC represent a significant instructional resource. In several areas the personnel resources have been combined with the certificatory powers of UVBJ to offer teacher training programs. This is the arrangement in effect for special education. ESC [illegible] teach the courses. If the ESC instructor holds a Ph.D., his name is entered in the catalog as professor of record. If not, a member of the UVBJ faculty lends his name to the course, although the actual teaching is done by the ESC staff member. While the ESC courses in special education and other fields are open to all, they are tailored to practicing teachers; few others enroll. ESC courses, very much like other academic courses, are temporary additions to UVBJ's catalog, entering and leaving the list of offerings always with the understanding that the University will not sustain them in the absence of the ESC.

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For UVBJ , the obvious advantage of this arrangement with the ESC is the addition of new courses at next tc no cost to the University - courses for which, in many cases, the University lacks qualified faculty, such as special education. However, this is hardly the way most universities prefer to expand their course offerings, and UVBJ is no exception. The dean and others in the School of Education view their relationship with the ESC as a temporary expedient and look forward to establishing their own departments in special education and other fields to replace the ESC staff.

On the ESC's part, with no disrespect to UVBJ it is difficult to perceive any advantage to the relationship other than certification. The ESC has the staff and the facilities to provide special education courses on its own. Moreover, the views of the ESC staff differ from those of the UVBJ School of Education on a number of issues, such as open classroom schooling. Nevertheless, the ESC staff thought it necessary to provide special education training through UVBJ to comply with the state's requirement that certified teachers must be endorsed for special education through training at an accredited IHE. In theory, whether or not credit is given for course work in special education matters less to regular classroom teachers than to prospective resource room teachers. Yet ESC staff felt that, without the inducement of formal credit toward a degree, it would be difficult if not impossible to recruit teachers to participate in their special education courses. This feeling may not be entirely justified. Many participating teachers reported that they would have joined the project regardless of credit. The courses were well attended by aides as well as teachers, even though no credit was given to the aides.

Regardless of whether or not the alliance between UVBJ and the ESC is absolutely essential for the success of the special education project, it is clearly not a vigorous partnership. UVBJ acquires courses, the ESC acquires certification, and there the relationship ends. Both parties would doubtless prefer to achieve their goals through more direct means.

Recruitment of Project Participants

Because its effectiveness - indeed, its very existence - depends on the maintenance of good relations with client LEAs, the ESC tends to defer to LEA administrators in designing and carrying out its service programs. Recruitment and selection of participants for the special education project, which has followed essentially the same pattern through the project's three years of operation, provides an example of this policy. While ESC initiated the recruitment activities, the schools were asked to actively participate in the process. The schools in fact did play a major role in recruiting a part of candidates, although final selection of the participants was negotiated with ESC.

As is usually the case with its in-service programs, the ESC began by circulating a descriptive borchure about the project to principals. To allocate available project slots among the six participating LEAs - in 1970-71, there were thirty slots - the ESC established quotas. These quotas were based exclusively on the size of the LEAs, and once fixed were not substantially altered. The principals were asked to submit nominations. The ESC accepted all nominees, without exception. The ESC's only eligibility criteria were that candidates must be: certified in the state of Van Buren; presently teaching in a regular classroom, grades kindergarten through five; under contract in an LEA; available for summer training and continued involvement for fall and spring.

This recruitment policy had a number of effects. To begin with, principals responded to the ESC's invitation in different ways. Some posted the announcement and encouraged self-selection among their teachers. Others formly exercised the option to select participants themselves, which in some cases caused resentment among their teachers. Those principals mindful of the state plan made their selections with the intention of assigning the trainees to resource rooms. However, this understanding was not always communicated to the teachers! Again, this created ill feelings among some teachers who had no desire to leave the regular classroom but who simply wanted to improve their special education skills.

Finally, the ESC did not explicitly direct the project toward any particular student population. At any rate, no formal or informal linguistic or ethnic quotas were applied in recruiting and selecting candidates. In

view of the high incidence of Spanish-speaking children diagnosed as requiring special education, this was seen by some participants, especially Chicanos, as an oversight in project planning.

The Training Program

The special education training project is one of the ESC's smaller efforts, and not many staff are involved. Dr. Samuel Frye, the ESC Director, was a key figure in preparing the proposal to BEPD. Mr. David Baxt serves as the coordinator of the three special education training projects in Areas IV, V, and VI (Consortium) and occasionally consults to the Area V project. Most of the technical and administrative reponsibility for the Area V project rests with the project director. In previous years this was Mrs. Andrea Ashe, who left for a time to complete her doctoral studies at the University of Pacifica and returned recently. This year the director is Dr. Betty Roper, who also serves as professor of record for the courses offered through UVBJ.

The training program, as in the two past cycles, consists of two complementary halves: an intensive summer program of six weeks of lecture and laboratory experience, followed by periodic weekend workshops throughout the school year. These experiences are offered in the form of four UVBJ courses. The summer courses are Education of Disadvantaged Children and Workshop in Instructional Problems. The fall courses are Research and Independent Study in Special Education, and Observation, Teaching, and Field Work with Mentally Retarded. Completion of the full year's program is worth twelve semester credit hours. The ESC pays tuition costs for each participant, as well as a $90/week stipend during the summer session. Dr. Roper and Dr. Ashe each teaches one of the four courses, while Dr. Millett teaches two; they are assisted by a number of guest lectures, some quite prominent in the field. Consultants to the project have included Dr. Jane Johnson, Dr. Stephen Sawyer, and Dr. Douglas Sampson. During the summer, course work at UVBJ consists of a series of presentations covering very nearly the entire gamut of special education models. While participants find it difficult to summarize the thrust of the course work, their comments suggest that the courses concentrated on diagnosis of a variety of mental and psychomotor

dysfunctions, with emphasis on the administration and interpretation of tests such as the PPV and the WRAT. While most participants finished the courses with the impression that they had been taught how to use the tests directly, Dr. Ashe is quick to point out that such was not the intent of the project; rather, the object was to prepare participants to understand and to implement the diagnoses and prescriptions provided by the LEAs and the ESC.

Apparently the two-week practicum which followed the summer course work was of much greater interest to participants. This session was structured to place two or three teachers in intensive contact with a small number of children with handicapping conditions. The teachers then observed the children and one another as they tried out techniques discussed in the lectures - e.g., token reinforcement. While some participants noted that these laboratory sessions had little in common with their usual teaching situations, most seemed to regard the laboratory as the high point of the summer.

The in-service portion of the course consisted almost entirely of lectures and demonstrations by guest consultants. These discussions centered on applications of the techniques put forth by the consultants to specific problems of classroom structure and management posed by participants. The sessions covered a broad range of topics, such as parent counseling, psychological appraisal, sensitivity to handicapping conditions, verbal interaction patterns, reading instruction techniques, diagnosis, and observation guides.

Summary

The thrust of BEPD's Special Education Program is twofold: to promote integration of special children into regula classrooms and to effect structural change in the way teacher training institutions prepare teachers for special work. A recurrent theme throughout the program literature is the importance of using a practicum to bring regular classroom teachers to a level of competence sufficient to alleviate the shortage of qualified special education specialists. There is particular emphasis on providing training which will enable classroom teachers to distinguish between culturally determined behaviors and handicapping conditions. The designers of the BEPD program recognized the subtlety of such determinations and stressed the development of teacher sophistication in understanding the strengths and weaknesses of a battery of diagnostic instruments.

The Van Buren five-year plan for special education is not entirely consistent with BEPD's philosophy. True, the new legislation implied retraining of regular classroom teachers to cope with the new responsibilities associated with integration of special children into regular classrooms. However, the thrust of the plan was clearly the creation of resource rooms and the training of resource room teachers to meet the needs of handicapped children on an individual or small-group basis. Producing certified teachers to fill the mandated resource room slots was certainly the immediate pressure on LEAs, since state financing was conditional on the presence of qualified resource room teachers.

Under these circumstances, it is not surprising that the ESC opted for a training program geared to the production of resource room personnel. While the project's appearance was "Special Education for Regular Classroom Teachers," its reality was the preparation of special education teachers. The rationale for the decision--meeting the near-crisis demand for specially trained personnel created by the new legislation--seems clear in retrospect. Indeed, the implications of the ESC training program were evident to ESC management at the time of the proposal to BEPD. "It was like charting a course on a road map and then going exactly where you planned," comments Dr. Frye. Presumably the rationale for the project was also clear to LEA administrators

although not necessarily to all the project participants. Some expressed dismay at what they perceived as an unexpected rerouting of their training, objected to reassignment to resource rooms. With time, however, they seem to have accepted their new responsibilities and no doubt are making valuable contributions to the education of handicapped children in their schools. 18

Whether the ESC could have or should have done otherwise is largely an academic question. By legislative design, since reinforced by custom, the orientation of an ESC toward LEAs is purely one of service. An ESC can only provide those services which an LEA understands, accepts, and requests. Given the demands created by the new legislation, the ESC would have had a difficult time indeed introducing BEPD's or any one else's version of "change." An ESC is simply not in a strong position to be a change agent. Introducing change in the schools through an ESC requires considerable time and resources.

In the case of the Area V ESC, the ESC staff were further constrained by the absence of a prestigious and powerful university with which to be allied. UVBJ had little visibility and credibility in Johnston and in the region generally. Its educational resources were limited and in the field of special education, virtually nonexistent. UVBJ was of use to the ESC solely for the purpose of certification. Conceivably the ESC project might have served to demonstrate and install special education practices at UVBJ thus effecting change in the University, but this is improbable. ESC staff disagree with UBVJ administrators and faculty on many issues of educational theory and practice. Moreover, the UBVJ School of Education was keenly aware of the ESC's technical superiority in the field of special education, defensive of its academic turf, and anxious to end relationships with the ESC and establish its own special education department as soon as possible. 4

Only in the Van Buren Education Agency is there clear evidence of a change directly attributable to the project. The VBEA has created a special certification category to accommodate graduates of the training program and has recognized these graduates as adequately meeting the standards of the new state plan for special education.

A STUDY OF THE
ATLANTICA TRAINING TEACHER
TRAINERS PROJECT
MATHIS, ATLANTICA

Data Collection and First Draft of this Case Study by:

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ATLANTICA TRAINING TEACHER TRAINERS PROJECT

History and Development

The Atlantica Training Teacher Trainers (TTT) Project has undergone enough distinct changes in focus and outlook to make a historical sketch important to understanding the project's current structure and functions and to illustrate a variety of strategies for its development. Generally, the changes were marked by distinct differences in policies framed by its leaders, Dr. James Wheeler, Dr. David Armstrong, and Dr. Malcolm Day. Although there has been remarkable continuity in the overall pattern of the Project and in the general approach of the Project's directors, each has different nuances of style and each has responded differently to different forces affecting the Project's continuous development.

Early Objectives and Management Structures

The TTT Project was preceded at the University of Atlantica-Mathis by the Tri-University Project in Elementary Education. Dr. Wheeler, director first of Tri-U and then first director of TTT, noted, "The national TTT Program was, in part, modeled after the Tri-University Project and subsequently absorbed the Tri-U Project into it. The extent to which the two programs have influenced, or will influence, each other's policies is incalculable." Another case in this study, the TTT-Early Childhood Program at Jefferson University was the second constituent university in Tri-U, and the University of Fredonia was the third. Each was an equal partner in developing a model for teacher training based on different subject matter expertise and on interinstitutional cooperation in overlapping communication and curriculum development skill areas. Atlantica was the base for the English and language development subject component, and the Tri-U Project was housed in the Department of English, where Dr. Wheeler was a professor. One of the objectives of Tri-U was to develop competence and expertise in teacher training within schools of arts and sciences and so to bypass the traditional teacher education centers in universities. Another goal was to involve a variety of specialists

and experts in teams, providing interdisciplinary training resources to future teacher trainers, whether from school districts or colleges. Finally, a continuing goal of the project was to humanize schools, to support more "open" and flexible staffing and teaching in schools, and to involve more people - parents, paraprofessionals, graduate faculty - in the planning and operation of new school programs.

In the transition from the Tri-University Project to TTT, the Atlantica Project invented several new structures. Dr. Wheeler participated in developing the national TTT guidelines and reviewing the initial proposals, and thus his experience in Tri-U had impact in the new program. Yet, even more, his work in Atlantica and his orientation toward bringing more resources to schools from a wide variety of specialties and points of view led him to stress the role of community groups in TTT projects - nationally and particularly in Mathis. He determined to structure his own project in such a way as to make of it, if not a prototype, at least a tentative model of what TTT ought to be.

In order to achieve the representation of a variety of backgrounds, agencies, institutions, or ethnic groups, the Project was designed to be governed by a set of Task Forces. These Task Forces had as constituencies communities, local schools, the Teachers College, the College of Arts and Sciences, and, added later, undergraduates. A Steering Committee provided central coordination. The Task Forces would review the annual proposal, make suggestions relevant to their particular constituency, and maintain a general vigilance over the entire operations of the Project. The Project itself would, as a part of its operations, fund the "Institute," which was more or less a continuation of the Tri-U Program. The Project would also fund smaller, "experimental" or "exemplary," projects suggested or reviewed by one or more Task Forces.

"Project" and "Institute"

In effect, this structure split the overall Project into two relatively independent operations: the "Project" and the "Institute." Operating much like a foundation, governed by a wide variety of individuals (Task Force membership at times included more than 250 people), the Project could respond

to ad hoc proposals and provide the mechanism by which numerous groups could achieve "parity" in governance. The Institute operated, and continues to operate as an interdepartmental, interagency training resource. It is accessible to Project operations, available to participating institutions or agencies, and, in regard to day-to-day operations, self-governing, accountable only to the Project and the Project's Task Force and steering committee structure.

This rather elaborate mechanism was planned as a means of involving actual or potential recipients of funds in the planning of how those funds should be used. It was therefore intended to solve a number of problems in the process of governing the Project itself. The professional participation of both the Arts and Sciences and Teachers College faculty could, potentially, assure credible programs for training at post-doctoral, doctoral, MA and BA levels. The political participation of local schools and the University could assure placement for trainees and improve the probability of placement for graduates, as well as provide that the training related to the real needs of the Mathis Public Schools as those needs were perceived by those responsible for solving them. The participation of community members from across the state could assure that the schools and training institutions be socially accountable to the minorities, the poor, and the parents of children in schools where trainees would be working. These themes of professional credibility, political and pragmatic involvement, social change and cultural diversity, continue to pervade the Project.

The Institute, as a reflection of Tri-U and of its directors, continues to be the largest part of the Project as a whole and dominates its history. The development of the Institute's orientation toward professional competence, toward cooperation with local schools, and with several departments in the University, and toward social change illustrates its evolution from a University-bound program in the English Department, to a statewide focus for educational innovation, to a training program for teachers and teacher-educators. These stages of evolution also reflect the personalities and professional views of the Institute's directors.

Recruitment and Training Strategies

Reflecting its Tri-U origins, the early TTT recruitment strategy was designed to attract academically able potential and experienced teachers. There was a defined curriculum, embracing two distinct but related subject areas: cognitive theories in a trans-cultural perspective, and the structure of language and language-learning techniques. Later, because of perceived evidence of instability and immaturity in some members of the first group of trainees, Dr. Wheeler broadened the recruiting focus to attract professionally secure persons, while still maintaining the self-exploratory style that had developed during the first year of the TTT Project and earlier with Tri-U. Throughout, he asked potential trainees to comment on such matters as the "open classroom" and to write essays on "major issues facing American education" or on their views of the most important matters facing the United States in coming years. The objective was to ascertain the depth and breadth of the applicant's thought about education and related issues, and further to gauge the applicant's willingness and ability to outline an independent program for himself in the context of the project.

The first group of TTT recruits, although academically talented, failed to ingratiate themselves with the Mathis Public Schools. Their orientation was, understandably, toward greater student-initiated learning, more "open" and flexible grouping of students, and greater parent and community participation in school planning. Although not in conflict with the expressed and intended policy of the local schools, this orientation was not coordinated with the school's own planning and program development.

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During TTT's first year, Wheeler nominally shared the role of director with Mrs. Rosemarie Fedder, the current Federal-State Coordinator of the system. Problems arose, partly because the director's role was unclear, partly because there appears to have been less than open communication between both parties. The intended strategy - of sharing overall Institute direction with local schools and the University - never quite got tested. When one TTT participant helped direct a controversial LeRoi Jones play in a local school, the school administration (previously uninformed that the play was to be produced) complained to the University of Atlantica which was of course caught by surprise at the lack

of coordination between the Project and the schools. Similar problems - among parents, teachers, and students - led to tensions in the Institute's relations with Mathis schools, which in turn led to the eventual consolidation of the direction of the Institute in the hands of the University.

Later groups of recruits represented slightly different mixes of strategies. The tendency to recruit participants with extensive teaching experience was never quite dominant, yet the balance shifted away from training "agents of change," whether or not they knew about schools. Weight came to be given to training teachers and administrators, frustrated but creative, and able to work within school systems as they are, to bring about incremental innovations. For example, a number of former participants from the "middle years" of the Institute continue to teach in Mathis, as they taught before they joined the Institute. One works in a team, teaching in an open classroom in a medium-sized parochial school; she/he is noted as a model by both the head of the University's Department of Elementary Education and the radicals who have dropped out of the Project. Another teaches in the city's Follow Through Program, is also noted as a model by a wide range of observers, and helps in the public schools' in-service training program. Both credit the Institute with reviving their enthusiasm for teaching; both were credibly successful teachers before joining the Institute; yet both have accomplished significant changes in their teaching, in their schools, and in their communities since their participation in the Institute. These examples and others demonstrate that the general recruitment strategy was to search out teachers who could bring about change, support or implement open classroom methods in often conservative situations, and plan their own program within the Institute which would support the refinement of their own pre-existing skills. According to some former participants and staff, there came to be fewer attempts to make "conversions" to open classroom teaching and more and more participants involved in "confirmation" of their own already credible and successful teaching.

The shift in recruitment corresponds with a shifting view of professional behavior in schools. Initially the Project, in the Institute and in other activities, seemed to stress professional qualifications in the context of scholarly or academic expertise, knowledge of a field of study, and ability to

express that knowledge to young children. Gradually the role of the professional seems to have shifted. With increasing centrality, a professional became one who could negotiate the "system," bring fresh ideas into teaching, translate theoretical innovations into pragmatic implementation. There remains a group of former participants, for example, who meet with parents regularly and discuss Piaget and educational psychology. Such a group illustrates a distinctly different approach to professional responsibility: remaining alert to theory, communicating and developing theory in the context of parent and community and peer discussions, and applying what remains of theory to daily classroom activity. Although hardly universal, such a tendency marks the vanguard of a kind of cadre now in training. Again, such instances do not point to changes in the real goals of the Institute as much as they reflect the effects of nuances, shifts in strategy, and differences in personality.

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Communications with the University

Changing views of professional conduct also influence relations with organizations and institutions outside of the Institute. The concept of "interinstitutional cooperation" is rather vague in the context of the Atlantica TTT Project, since the Project itself provides a semi-autonomous Institute. Beginning as a program within the Department of English, itself under the aegis of the School of Arts and Sciences, and possessing an ambiguous relationship with the Graduate School, the Institute gained semi-autonomy with the beginning of TTT funding. Neither Arts and Sciences nor Teachers College had control of the Institute, and what tenuous links they did maintain were often informal and personalized through faculty participants. Yet because both colleges were represented by Task Forces overseeing the Project as a whole, both colleges were able to make some demands on the Institute, as well as on the Project, and see those demands fulfilled.

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The Institute remained, particularly in its first years, quite free of Teachers College advice and active participation. Instead, it tended to involve increasing numbers of departments and faculty members from the College of Arts and Sciences. This may have been a result of its Tri-U origins and a reflection of its goal of involving subject matter disciplines more effectively in the training of teachers. For whatever reason, the affiliation was not favorably perceived by many Teachers College staff and faculty. During the planning of Tri-U, a series of minor confrontations occurred between the

two colleges which yielded an intense antipathy, only now fading. This may have made effective cooperation extremely difficult, since joining one side might have precluded the other's assistance.

To no small extent, the division of the Project and the Institute provided a means to bridge the gap between the two colleges. Although the Institute remained isolated from Teachers College, the Project was able to initiate a number of smaller programs proposed by Teachers College faculty. Arts and Sciences faculty had also supported programs, but the effect of funding model mathematics-education programs or an experimental secondary teacher-education program was to mitigate pockets of resistance. This support will be discussed later, particularly in the context of the current structure of the project institute.

Communications with Outside Institutions

If the Institute had difficulty communicating with Teachers College, that difficulty was magnified in its communication with the Mathis Public Schools and was remagnified in its relations with other school districts and officials in other parts of the state. To some extent, the problems with one level of communication were a function of the other: Teachers College was, and remains, the major supplier of top-level educational administrators in the State of Atlantica and, with its extensive network of alumni, could isolate any size program. And the difficulty in communicating with the Mathis Public Schools was partly the result of mutual misunderstandings like the one arising from the LeRoi Jones play. Yet, to a great degree, the problems in communicating with public schools and school officials were results of naive assumptions about the difficulties faced by school officials and the politics of public schooling in Atlantica.

Public schools are extraordinarily decentralized in Atlantica. Only two districts - Mathis and Truro - have more than one high school, and many have only one school building. This degree of decentralization is reflected in the political fragmentation of school governance. The State has more than 1500 local school districts, each with its own board. More than 300 of these local districts maintain programs from kindergarten through grade 12 and have their own superintendents. While local districts are creatures of State statutes, the legislature has vested considerable power in the local district boards and, consequently, in local district superintendents. But largely because their constituencies are so varied, they rarely find themselves in a position to

bring about instructional change. Although there have been movements toward centralizing some functions, these often fail because of the political realities of a sparsely populated, rural, and intensely local state. As described by an education lobbyist, the politics are "intimate." Teacher organizations are not strong; tenure is rare enough not to be an issue; salaries are highly variable, and so the natural constituency for education is not very formidable.

The political position of the TTT Project within state educational politics has always been both visible and delicate. Appointed to the search committee for a new Chancellor of the University, Dr. Wheeler was made aware of the significance of the Project to overall state policy. The TTT Project was large enough to merit policy decisions, yet small enough to be sensitive to the politics which such decisions represent. In a state in which the University of Atlantica is the major higher educational expenditure, in which a unicameral house is sensitive to local constituents, and in which political activity in local communities can affect a number of polities, clearly a range of concrete realities converges on many decisions.

Were the project strictly limited to classroom interventions, these realities might not have impinged on its development. Committed, as was Wheeler, to community parity in decision making, to education as a means of social mobility for the poor and disadvantaged, and to a structure of training which encouraged trainees to explore alternative approaches to educational change, the TTT Project was inevitably forced to face up to politics. The Institute's activities in Mathis were one dimension, while the Project's sponsorship of small programs scattered around the state was quite another. Mathis, the state capitol and second city, was a politically visible site. It was under the constant view of statewide officials, with extensive reporting in the media, and with a range of occasionally politically motivated participants. Elsewhere in the state the Project supported Chicano-awareness centers, a storefront school in Truro, and tutorial projects for Indian children. In themselves none of these projects would have occasioned more than local discussion. But, given a rising cultural identity among Mexican-Americans in several localities, an extremely conservative school system in Truro, and an Indian minority with political visibility, TTT provoked extensive discussion.

In such an environment, the Project seemed surrounded by political antipathy, which forced institutions with which it came into contact to either accept or reject the Project and Institute. The Project itself became a political issue. Dr. Wheeler speaks about his "naivece about power" as both a cause and effect of this environmental pressure. He also describes his strategy as one of "...working with as many different power structures as possible." His problem seemed to be access rather than strategy: some "power structures" were more accessible than others, either by nature of ideology, social status, or political allegiance. Once tied to the minorities and community groups, the Project's leaders found it difficult not to offend other power groups in the state, and it was the other groups which controlled access to schools.

There remains a sense in the Project and the Institute that education and educational change is part of a larger and more significant movement. The dialogue generated by confrontation was itself one of the Project's overall goals. If the Institute served as a training base, and the Project as a support, for greater statewide experimentation and as a link among University departments, this range of goals is clarified. Internally, the Institute was designed to improve the teaching skills of its participants and provide them with additional strategies for educational change; in the middle ground, the Project was designed to support the "ripple effect" of changes initiated by the Institute and by the Task Force members; but externally, the entire TTT Project was intended to initiate and maintain a dialogue on educational change and the impact of changing education on the entire society.

In summing up his role as the first director of the TTT Project, Dr. Wheeler elaborated on this external goal:

> Most of what we've done has not been really to educate inside people as to what they ought to be doing as much as to educate outsider's groups as to the political nature of education. And I think we've done a pretty effective job of that. That's one of the things that I'm proudest of out of our TTT Project. Some of the most effective community battles that have been waged in this country have been waged by Atlantica TTT people.

The battles involved a number of gains and losses. This point accepted, the Project and the Institute seemed to have been fulfilling their objectives. In spite of early problems in curriculum, recruitment, cooperation with local schools, interdepartmental rivalry, and political intrigue, Dr. Wheeler and his staff initiated statewide discussion of open schooling, community participation, cultural diversity, and educational change.

Community Involvement

The mechanism developed to involve the community was the Project's Task Force IV, the community task force which, along with other task forces, governed the structure of the entire program. The community task force was not designed to be representative of the entire state. Rather, it was intended to involve the emerging minorities in planning education for the future and testing preliminary plans in the context of small projects. As Dr. Wheeler noted, it gave training in political education to disparate and hitherto uninvolved groups. Task Force members represented the leaders of some of the more active community and ethnic organizations in the state, and often their organizations had been involved in non-educational fights prior to TTT. The Task Force helped develop a statewide network of these organizations and also provided the means of small funding of small educational projects, which gave many groups the incentive to focus on education and educational change as a means of involving other, essentially larger, problems. 29

Besides the Project's Task Force, the Institute also had a "community advisory committee." This was initially called to demonstrate parental participation in open school planning and consisted at first of parents of children at the Bunker School, which served as the prime training site. Yet even in this demonstration the advisory committee was not planned to represent all parents, but rather to bring parents previously disenchanted with schools into a more active and positive role. The Institute selected the parents for this committee, and the school system could ignore or disregard the committee's advice. The advisory committee never attained the kind of role which the Task Force assumed in the Project. As a more local entity, it was not intended to affect statewide policies; more "parental" than "community," it was intended for feedback rather than initiation; and less formal, requiring little travel and therefore less 2

planning than its statewide analogue, it served to stimulate change in a single school rather than to direct overall policy making.

Curriculum and Roles

It is difficult for people now to recall the exact contents of the early curriculum. As an Institute, the trainees and staff had the option to redesign and modify curriculum as the need arose. Some staff members chose to "teach a course," and prepared month-long, semester-long, or year-long syllabi, met with trainees on a regular basis, and gave examinations and paper assignments. Some chose a more clinical approach, initiating ad hoc discussion groups, seminars, or experiences in the schools, designed to meet short-term training goals. In the very early phases, immediately after Tri-U, there seems to have been a clear distinction between staff and trainee. In suceeding years this distinction faded. This reflected, in part, changes in recruiting in favor of "more professionally secure" recruits who required less direction. More important, it reflected changes in Dr. Wheeler himself and later directors. They gradually came to feel that self-initiated learning among the participants had more meaning than achievement of a series of prescribed courses and practice-teaching projects.

In moving toward greater flexibility in curriculum, the Project and the Institute encountered greater difficulty in recruiting staff than in admitting trainees. Staff was required to participate in, or facilitate, the Institute as a whole, rather than to lead individual courses, seminars or clinical learning projects. This shift led to a number of battles within the Institute. The tension was either a reflection of tension between Teachers College faculty and Arts and Sciences faculty, or an additional layer to that earlier contest.

Two events illustrate the effect of faculty tension within the Institute. Several Teachers College faculty proposed that the Project develop a behaviorally based teacher education model. As Institute faculty on a part-time basis, they were important links between TTT and Teachers College; and as a program supportive of behavioral criteria for measuring teacher effectiveness, the TTT Project funded the experiment. Yet Dr. Wheeler, his staff, and many of the participants in the Institute were operating in what they perceived as a completely opposite direction. Having moved from a highly structured and rigorous curriculum to a largely ad hoc series of learning opportunities, the Institute was particularly unwilling to return to what was seen as a regimented model. The experiment failed: some sources claim that funding and personnel support was insufficient

to do the job, and, finally, others that such a project was, and still remain, impossible. The contract between a performance-based teacher education model and a free-floating Institute may in fact not have been very sharp before the proposal was submitted. Thereafter, however, "performance criteria" and "modularization" became political terms. 6 17

Changes in Directorship

The second event which illustrates the tension within the Institute was Dr. Wheeler's withdrawal as director in the spring of 1970. He explained his decision as a function of external pressures and the need to move to new projects. His visibility on the Chancellor search committee, he explained, might conflict with the kind of image needed by the Project. Perhaps simple fatigue was the decisive factor, a fatigue magnified by the perception that the Project and Institute were entering a period of consolidation and that his own special skills - a talent for initiation and contention - would be ill-adapted to the demands of this new phase. 17 12

The true impact of this decision was most evident when Dr. Wheeler named his own successor, Dr. David Armstrong. To his surprise, the participants rebelled. Some were offended by the process of the changeover, which they regarded as antipathetic to the democratic, non-hierarchical ethos of the Institute. Others expressed extreme dependency on Dr. Wheeler's often charismatic personality and found any other director inconceivable. In response to this rebellion, a search committee was formed, which for several months screened local and national candidates. In the end, Dr. Wheeler's initial decision was confirmed and Dr. Armstrong became the second director.

Like Dr. Wheeler, Dr. Armstrong was a tenured Professor of English at Atlantica who had been associated with TTT almost from its beginning. Dr. Armstrong's special strength was a lack of abrasiveness, a quiet solicitude for other people's problems, a capacity for making others feel that they were not wasting their time in trivial and evanescent concerns. It was hoped that he would prove especially adept at winning greater support, in terms of a tangible investment of personnel and time, from both Teachers College and Arts and Sciences. His ability as an academic was important to the project's overall credibility, but his special talent for low-keyed discussions of hotly contended issues was particularly

important in coordinating Teachers College support. This ability was also necessary in calming the often personalized debates within the Project and Institute. Finally, one of the goals which did not seem to have had the priority it later assumed was to provide an alternate promotion route for junior faculty. Rather than publish or perish, the Institute allowed faculty to gain recognition through teaching, and Dr. Armstrong's links to Arts and Sciences, more broadly based than Dr. Wheeler's, were to contribute to the fulfillment of this goal.

Although Dr. Armstrong and Dr. Wheeler remain closely allied on the overall approach incorporated in the Insitute's activities, there are a number of contrasts which illustrate the changes in the Project and Institute which resulted from essentially different strategies of different directors. As noted above, Dr. Wheeler increasingly stressed the role of individual participants in developing their own programs. In de-emphasizing the importance of any single "body of knowledge," the Institute relied upon mutually agreed standards of performance negotiated by groups of faculty and participants. Wheeler's leadership in "de-institutionalizing" the Institute was based, according to both staff and participants, primarily in his personal power and in the willingness of members of the Institute to accept his leadership.

In contrast, Dr. Armstrong can be described as an educator who believes that there are some things that everyone should know, that some knowledge is profitably made standard, that testing and evaluating the performance of students is necessary and can be helpful in the learning process, and that learning is not always best accomplished when all distinctions between teacher and student are erased. In further contrast, at the level of implementation in the Institute, Dr. Armstrong is flexible about enforcing his personal beliefs. Therefore, although Dr. Armstrong seemed to encourage greater structure and a more academic format, he would not press his orientation on the group as a whole and was open to annual or biennial redesign of the entire Institute. As a result, each year's program, with a new group of participants, evolves in distinctive ways. Early in the history of the Institute the format changed in response to changes in the director; later on, the format changed in response to changes in the overall group of participants and staff.

With Dr. Wheeler's withdrawal from the TTT Project's leadership, the dichotomy between the Project and the Institute was reflected in the appointment of a co-director to act as staff to the Task Forces and to coordinate the Project's operations. The co-director is Dr. Malcolm Day. Unlike Dr. Armstrong or

Dr. Wheeler, Dr. Day is from the Teachers College senior faculty, is widely known among Teachers College alumni throughout the state, and is well respected by a broad spectrum of educational bureaucrats. Dr. Armstrong and Dr. Day work effectively as a team, the one oriented toward the Institute and the internal management of the training project, the other toward the state and local Task Forces and cooperation among departments within the University. This separation has allowed the Institute to focus more narrowly on local schools and relations with teachers and parents at an individual level, rather than to attempt national or statewide impact through the training component.

To some extent, this increased focus on local concerns may be seen as the result of incremental withdrawals, first from the national scope of Tri-U, then from the regional and professional range of TTT as a national program, and finally from the statewide interlocking of Project and Institute under James Wheeler. Recruitment is now directed toward attracting a group of participants from Atlantica, and few recruits are sought outside the Midwest. The aim is to avoid dispersion of graduates and a consequent loss of impact as they return to school systems inhospitable to the kind of open education supported by the Institute. In recruiting participants who remain accessible to the Project and Institute and to each other, the intent is to compensate for the isolation many former participants encountered. 19

In the 1971-72 academic year, the co-directors coordinated the two functions of the TTT Project on an ad hoc basis. Working closely, they attempted to close the gaps between Arts and Sciences and Education and between the Institute and the leaders of the school system in Mathis. In 1973 Dr. Day will direct both the Institute and the Project, and Dr. Armstrong will move to other duties as a linking agent between Teachers College and Arts and Sciences.

The following sections of this report discuss the current organization in greater detail and outline the plans for the next phase of the program, as they have been developed by the current directors, staff, and participants.

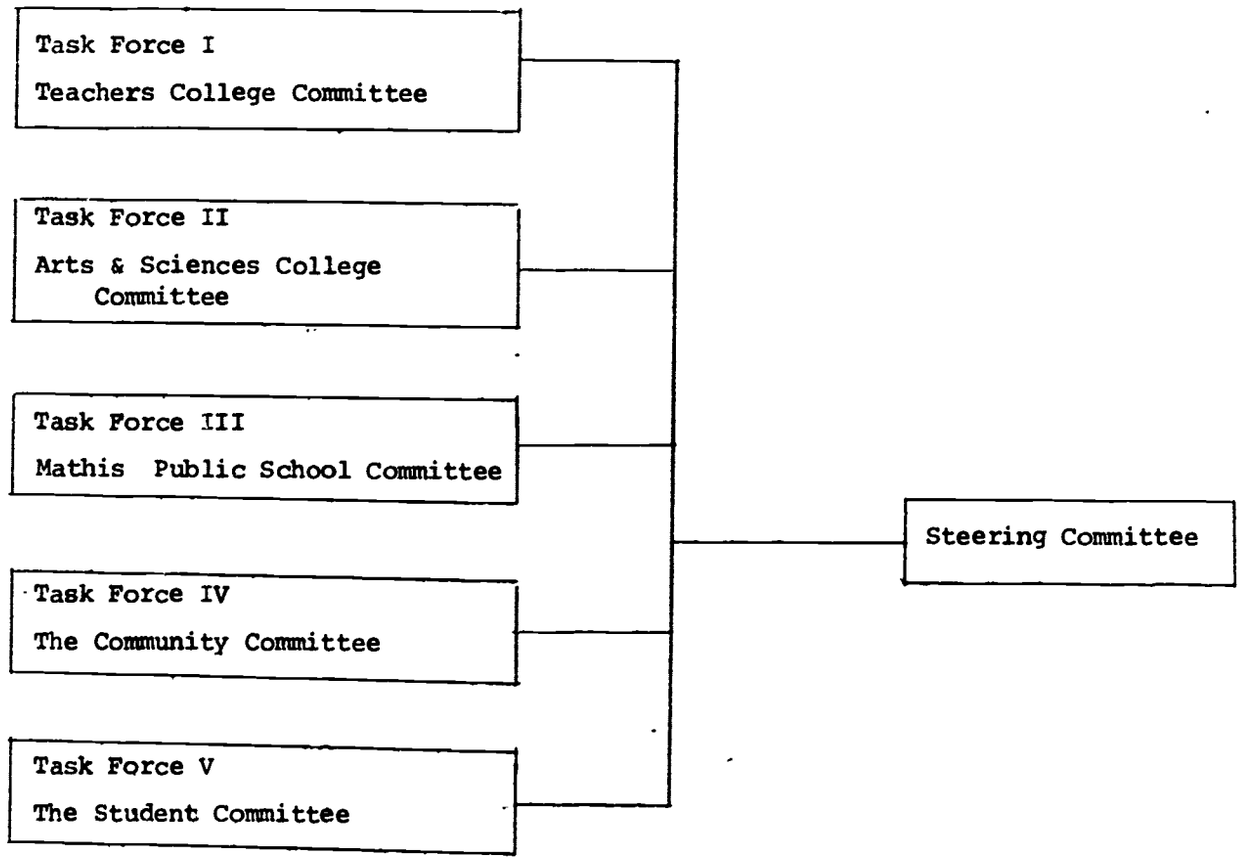
Project/Institute Structure and Goals, 1972

The current structure of Atlantica TTT represents an effort to satisfy the original director's two chief goals and to accord each goal substantially equal status. The first goal was to train trainers of teachers and their trainers; this goal is pursued in the Institute. The second objectives is to plan for the

reform of education in the state, to influence various key constituencies to change the way in which they contribute to teacher education, and to attempt to institutionalize such promising modifications as appear. The second set of objectives is pursued under the aegis of the Project. The structure of governance for these two activities, mentioned briefly in the beginning of the report, is as follows. Both are nominally under the direction of a Steering Committee. The co-chairmen of the Steering Committee are the Superintendent of the Mathis Public Schools and the Dean of the Teachers College of the University of Atlantica at Mathis. Dr. Malcolm Day and Dr. David Armstrong, who, as director of the Project and the Institute, respectively, are co-administrators of the grant, are likewise members of the Steering Committee. The co-chairmen only theoretically control the Steering Committee. Dr. Day is in fact its chairman. 4

The Project's structure consists of five Task Forces, each of which is constituency-based. Task Forces 1 through 5 represent the Teachers College of the University of Atlantica at Mathis, the Arts and Sciences College at the University of Atlantica at Mathis, the Mathis Public Schools, the state community (with an emphasis on under-represented minorities), and the student body of the University of Atlantica at Mathis. Apparent undergraduate interest seems to have waned, and the activities of the fifth Task Force have essentially ceased; all the others continue to conduct business. The chairman of each Task Force is a member of the Steering Committee. The remaining members of the Steering Committee include at least one representative from the Mathis Public Schools Board of Education, the elementary school teaching staff, the University of Atlantica deans, the Teachers College and Arts and Sciences faculty, minority group representatives, Mathis Public Schools administrators, and State Department of Education and Atlantica Education Association representatives. Some members of each Task Force are represented on every Task Force. The cross-representation is intended to assure coordination, to achieve some measure of multiple impacts in the same direction, and to permit cross-fertilization of demonstrably valid ideas which have originated in a particular Task Force. 4 2

ATLANTICA TTT PROJECT'S TASK FORCES



The Steering Committee was originally intended to chart the course for the entire program - both Project and Institute. In time, the Steering Committee came to have far less voice in the operation of the training component than in overseeing and guiding the developmental planning activity.

The Institute has come to be largely self-governing. For the present year's program, planning meetings were held in August. New participants, faculty and administrators, and some parents and teachers from the Mathis schools were invited to attend. The day-long session was held away from the University, in the hope that all concerned would unburden themselves in a neutral ambience and generate an agenda which could command the loyalty of those who participated in its formulation. This was avowedly an experiment in participatory democracy and group decision-making. There was, however, a certain amount of formal input to the planning sessions. Dr. Armstrong issued invitations; keynoted the session; and brought in a paid consultant to observe what went on, to make recommendations on how to organize the process more effectively and to conduct sensitivity workshops for those who expressed an interest in them.

Armstrong's main objective in this year's planning meeting was to achieve a better balance between an introspective, self-renewing kind of program and a program in which collectively-arrived-at priorities and social goals took precedence over the individual's goals for himself.

Dr. Armstrong remarked,

> People look on the project as being for various purposes. Now there are people in the project who have felt that TTT existed primarily to help communities get political voice in the community, which I'm quite sure is not what Washington had in mind...Some of them feel that their own desire to get something going in their community is the prime function and they really feel somehow that we shouldn't be concentrating on Mathis... You have to keep reminding people, now look, our primary job is the training of teacher trainers. We're not really free to go up and do just any old thing that needs to be done.

In attempting to get the Institute to accept the constraints implied in "training teacher trainers," Dr. Armstrong seems to be encouraging the Institute's return to a more straightforward and focused set of objectives. The definition of the notion of a "trained teacher" and the establishment of guidelines within which individual participants and staff members could operate would seem to be a first step in program design: in Atlantica it is an annual step, taken over and over again.

This year's one-day Institute workshop disestablished a number of internal constraints and re-established a set of external guidelines. Dr. Armstrong genuinely intended the participants, as a group, to design their own programs. Any activity which could be explained could be accepted; any pattern of "acceptance" which reflected the participants' need to know was fair game; any mode of reporting on progress which accounted for the effects of training and participation was viable. Apparently, it took some time before participants realized the true breadth of their powers. Within a few months, the grading system was self-assessment; the course structure was, at most, a journal or set of notes; the schedule was optional, negotiable, or non-existent, depending on how a participant wanted it to be. Credit was arranged with other departments or schools, since the Institute did not offer a formal credit structure. To the informality of content, stressed by Dr. Wheeler, Dr. Armstrong added an informal: of process. What "balance" remained in the Project as a whole was retained by the Task Forces and Steering Committee under Dr. Day.

The Institute and the Project operate along side each other, and both "favor" the same reforms, but there is little formal interaction between the two. Approximately four-fifths of the total program grant goes toward the running of the Institute, chiefly to pay fellowship grants, dependent stipends, and faculty and administrative salaries. There is little if any money spent on developing relations with Mathis public school classrooms, such as paying all or part of a cooperating teacher's salary in return for the right to work in his classroom. Seventy-five hundred dollars is budgeted for community and public school consultants. One-fifth of the total program grant goes toward the running of the Project. All of the members of the Task Forces serve without compensation, except for the community members, some of whom must travel long

distances to attend Task Force meetings. They are paid $2.00 an hour for their TTT activities, in addition to a travel allowance.

Most of the Project money is disbursed foundation-style. Someone will request funding for an idea. The request will be given to the appropriate Task Force for detailed consideration. Those requests which are endorsed by the Task Force are passed on to the Steering Committee for approval. No Task Force can approve a request unilaterally, but the reviewing Task Force can refuse a request by not returning it to the full Steering Committee for a decision. This tabling action will not ordinarily be questioned by the Steering Committee, since it simplifies their work, but if a Task Force minority report gives persuasive reasons for the Steering Committee's consideration of the request, the wishes of the majority will sometimes be overridden.

Within the limits of the budget, the Steering Committee will approve those requests which offer promise of advancing one or more of the five objectives which define Project goals. These objectives are:

- To enlarge the graduate faculty's understanding of the tasks and problems of the public school teacher, with a view toward improving the instruction given to prospective teachers by graduate faculties;

- To develop greater cooperation among the five groups most closely involved in teacher education - graduate faculties, undergraduate faculties, administrators, public school personnel, and community representatives;

- To promote greater support for the changes desired by TTT on the part of all agencies governing the project;

- To expand sensitivity to minority cultures on the part of all teacher education personnel; and

- To seek from pre-service teachers more meaningful advice on the best way to train them for the jobs they are going to perform.

Examples of proposals which were funded during the academic year 1970-71 include:

- To the Cabinet of the Superintendent of the Mathis Public Schools, a workshop for school administrators, $3,471;

- To employ a Black part-time lecturer in Early Childhood Education in the Department of Elementary Education, $4,500;

- To conduct a summer school workshop in the teaching of elementary school mathematics, $6,100;

- To the Department of Secondary Education to underwrite the expense of AUSTEP students (AUSTEP is the Atlantica University Secondary Teacher Education Program) traveling to Truro for the purpose of working with low-income and minority-group students, $6,000;

- To help support a conference on Indian education, $2,000;

- To underwite the cost of appointing a Coordinator of Mexican-American Cultural Awareness Programs for the University.

It is striking these funded proposals are supposed to have impact on multiple systems and that, in general, they lack any clear and demonstrable relevance to the training of potential teachers in the Institute. All of these systems or groups are involved in some way in in-service and pre-service education. In the absence of specified outputs, however, or of any requirement for demonstrating effectiveness in achieving the aims of the proposals, it is impossible to determine if, let alone how, the spending of these monies has advanced the objectives for which TTT was chartered in the first place.

This uneasiness about what impact the Project has had was reflected in the coordinator's year-end evaluation for 1971.

> One of the great weaknesses that I can identify in our current year's operation is that of lack of effective evaluation. Professor Halle [who helped in the writing of the proposal for the current year and who, from his position in the Education Psychology Department, has been involved in TTT from almost the beginning] indicated a feeling that the report from the Catcour Conference [on Indian Education, which received some $2,000 in Project monies] is inadequate inasmuch as it does not answer some significant questions of vital interest and concern to the Steering Committee. I believe that we can possibly generalize from this observation to indicate that we have received little helpful feedback from any of the activities currently underway. This is a situation which could become serious and about which action needs to be taken almost immediately in order for us to be able to plan effectively for future improvement of teacher education.

Dr. Day evidently regards the lack of self-evaluation as a critical problem. His analysis of the problem places some considerable measure of the blame on a weakness TTT had has since the beginning:

> If we are to plan meaningful programs of teacher education, we must try to reach some agreement as to the skills and behaviors needed by those whom we seek to train...If we do not, we shall be unable to evaluate our efforts for want of criteria by means of which to do so.

Another cause for concern arises from the lack of focus in the Project's funded activities:

> We cannot continue to support a myriad of activities...A comprehensive approach rather than piecemeal effort is, in my view, urgently needed. We must insist on thorough reports from those projects we have been and are supporting.

In all of this, some measure of implied criticism for Dr.Wheeler's strategies may be detected. But the overall TTT Program remains on zigzag course, defining itself as it goes along, and no single controlling ethos can be identified in all activities. Moreover, as long as the Institute remains devoted to the concept that individual trainees can select their own courses and create their own programs, there will be no unidirectional consolidation, no disappearance of wildly eccentric ideas and colorfully chaotic procedures. But it is nonetheless true that the entire TTT idea is being rethought and that certain important changes are in the offing as Dr. Day moves, with Dr. Armstrong's support, to full responsibility for both phases of TTT's operation in 1972-73.

Notes on Participants

By the time this year's program has run its course, 146 TTTs will have received training in the Atlantica Program.

Ts include persons with background in graduate education studies - including teacher education - and liberal arts, and in public school teaching and administration. It is not precisely clear how some of these groups qualify as potential TTTs, and in fact, their distinction is a matter of little interest to participants in the program. Everyone is, in a sense, considered a TTT; each person at the Institute is helping to train his/her colleagues, regardless of the level at which she/he entered the Institute. These colleagues, upon returning to their home environment will, by the same informal process, proceed to train their colleagues. Thus, each Institute participant qualifies as a trainer of teacher trainers. But the formal distinction is preserved nonetheless, chiefly for the purpose of satisfying the grantor agency.

Of the 146 TTTs trained in the Program, 90 will have received training in the Project. None of these will have received degrees by virtue of their participation in Project activities; the Project is not empowered to grant degrees. But some may have received credit toward degrees, as for example in the summer school workshop for taching elementary school mathematics. For most of these 90, however, training consisted of participation on Task Forces or the Steering Committee, of creating or implementing a proposal for Project funding, of participation in the funded activity, or of participation in a conference called by the Steering Committee. An additional 150 TTs "will have also received substantial training and enhanced their effectiveness as change agents through interaction with minority group representatives and students [on the Project]" (p. 5-6 of the proposal for 1972-73). Thus, a total of 240 individuals at the double or triple T level will have received enough exposure to the Project to qualify as Project trainees (no records are kept of the number of single Ts, or the number of non-educators who are nonetheless interested in education, who have received training from the Project). Training for all of the trainees falls somewhere between formalized academic work leading to a degree and highly informal, non-participative exposure (for example, by being on the mailing list to receive a regularly published newsletter). All of the Project trainees, TTTs and TTs, have had in-the-flesh

exposure to new ideas, and for many, to new kinds of people.

One hundred and two persons have received training in the Institute, 56 at the TTT level, 46 at the TT level. Not all of these individuals were degree candidates; some were full-time faculty at the University. Faculty roles are extremely diverse. The range of possibilities encompasses at least the following: primarily administrative responsibilities, as in the case of David Armstrong; administrative/teaching, as in the cases of James Wheeler and Charles Halle (who was a co-writerof the proposal and taught courses in educational pyschology), purely teaching, as in the case of Joe Brewster, who was recruited to fill a need in a subject matter area (mathematics); "resource availability", as in the case of William Wye, who was a "resource person" in psychology. These responsibilities entailed observing discussions, structuring these sessions to facilitate desired outcomes and counseling participants. Another possible faculty role is a participative one, as in the case of Chu-wei Fong, who has no formal responsibilities of any kind. He is a full-time salaried member of the Institute staff, but is considered, and considers himself, a participant on a par with the degree candidates who apply to and are accepted by the Institute. This range of possible roles reflects a desire to eliminate a rigid teacher-learner duality and to suggest, by role-modeling, the vast participative, consultive and cooperative possibilities of education. The expectation is that participants - (interns and IHE staff together) will acquire an aversion to teacher-centered classrooms and will return home stimulated to try out alternatives.

I. TT AND TTT TRAINEES, 1969-72

	Project	Institute	Total
TTs	150	46	196
TTTs	90	56	146
Total	240	102	342

II. SOURCE OF FUNDED ACTIVITIES IN THE PROJECT, 1970-71

Task Force I	5
Task Force II	5
Task Force III	1
Task Force IV	4
Joint I & II	3
Joint II & IV	2
Task Force V	0
Total	20

Not all of the in-service participants are degree candidates. Some are post-doctoral fellow on the graduate and undergraduate faculties of other teachers' colleges, in-state and out-of-state. Some interns are receiving partial support through TTT monies and are doing some of their course work in the Institute but are seeking degrees from regular departments in Arts and Sciences or the Teacher's College. In two such instances, in-service administrators recruited by the Institute through contacts in the Chicano community discovered upon commencing their studies that the available course work in the Institute did not have enough content to satisfy their interests. They were also concerned that their careers would suffer if their degrees did not come from recognized departments in the School of Education (specifically, Educational Administration and the Department of the History and Philosophy of Education). Hence, they decided to structure their studies to ensure that they would get their degrees from such departments.

The issue of the credibility of TTT degrees and the prestige of working with TTT for career academics has yet to be resolved in TTT's favor, even within the University of Atlantica at Mathis. Dr. Armstrong and Dr. Day have had to counsel certain faculty not to become wedded to their work in the Institute, which they well know can often be time-consuming beyond the formal commitment of their contracts. For recently hired faculty, it can be harmful to ignore the traditional pathways of career advancement. Other options to the publication of original research are beginning to surface, and TTT is one of the forces pressing for alternatives, but to date the orthodox means of career advancement have forced some interested faculty to suspend their involvement with TTT. Questions have also been raised about the internal credibility of the TTT degree. One TTT M.Ed. was denied acceptance into a doctoral program in the School of Education when it was discovered that he made much higher grades in his Master's work than in his undergraduate years. Dr. Armstrong believes that the TTT participants who favor self-grading (which is the method currently in use) do not heed the realities of the academic world and, perhaps, the world of professional educators as well. He argues that a teacher-assigned pass/fail or a grade arrived at by a process of direct consultation, in which faculty have the final say, would satisfy the requirements for outside credibility without hurting the freedom of movement available to both teacher and learner

in an atmosphere devoid of the pressure of grades. But he is content to let the participants decide this issue for themselves.

This issue of credibility may or may not reflect the kind of innovation in the Institute's design. For all the expressed need to break down institutional structures, departments, grading systems, and procedural constraints, many of the participants appear to be operating as professionals, well within roles acceptable to both the school system and the University. Most act as consultants to teachers, transferring their experience in courses or seminars set up by themselves or faculty or consultants, and acting on an ad hoc basis in schools with children, teachers, administrators, or principals. The participants' impatience with formal academic structures in the context of the Institute does not seem to extend to disregard for intellectual discussion, academic inquiry, or opportunities to improve their skills. There seems to be extensive support for Dr. Armstrong's approach, just as there seems to be a reticence to institutionalize any particular approach. That there does seem a consensus on the approach, and a hesitation to formalize that approach, is one of the aspects of the Institute which keeps all participants alive to the responsibilities implicit in disestablishing the formal structure. Whether such an informal structure will itself be "disestablished," and thereby formalized, is one of their regular discussion topics - unresolved, and perhaps unresolvable.

Local Education Agency Cooperation and the Future of the TTT Project

From the beginning of the Tri-U Project, which formed the foundation for the TTT Institute, the focus on schools was almost exclusively limited to the Mathis Public Schools. Reasons for this exclusivity stemmed from the internal management of the Tri-U Project and later of the TTT Institute, the politics and social system in Mathis, and the image projected by the Institute (or the image perceived) to other systems in the state, particularly Truro. In this, the third year of the Mathis TTT grant, the Institute seems even more focused on Mathis and particularly on a few schools in Mathis. Next year it would seem that the Project would also aim towards Mathis, maintaining few if any sub-projects outside of the city or the University.

Tri-U worked exclusively with the Bunker School. Identified as a Title I school, with a relatively high proportion of students who were poor, minority members, or educationally disadvantaged, Bunker had a new principal during its first year with Tri-U. Mr. Philip Stang had moved from a suburban school as vice-principal and, several years before, as physical education teacher. Bunker was generally accepted as a "tough" school, one with more urban or urban-like problems than any other in Mathis. There were few federal or state programs, other than Title I, which attempted to focus on such schools.

Initially Tri-U and then TTT began with the full and ready cooperation of local school administrators. Dr. Ray Silver, the Mathis Superintendent, had been appointed in the same year as Stang and both were selected as innovators, with few preconceptions of what kind of new projects should be developed and with few links to constituencies who could be expected to oppose innovation and change. As noted in the beginning of this report, in the first year of TTT the co-director was Mrs. Rosemarie Fedders, also a respected, progressive and very influential school administrator, who was brought into the Project to maintain - rather than create - local school cooperation. In retrospect, these leaders seem to have expected that the Institute would provide new and better materials, additional staff and training support, additional creativity and expertise, and positive visibility for both individual schools and the system.

Within two years Tri-U and then TTT encountered their first problems with the schools and the community. Tri-U was confused by parents and some teachers with locally sponsored Project TRY, a program for retarded children. Fear was aroused that children working with Tri-U were mis-classified as retarded. When TTT began, and when the focus turned to open schooling, the Institute recruited some experienced teachers from England and encountered additional opposition in the community and the schools. With too little orientation to community issues, to administrative procedures, and to local school politics, the new recruits attempted to bring about change more rapidly than the parents and school officials could cope with. Finally, the administrative styles of the Institute and the school system were simply not congruent.

School administrators had expected a project which would supplement and enrich existing procedures and operations but which would not attack existing goals, means, or personnel. There seems to have been the assumption that the program in the schools already existed and that TTT should be grafted onto that program. The principal and Superintendent maintained final authority over what occurred in the school buildings. Working with the Institute they perceived a weakening of that authority. The Institute seemed to arrange meetings or seminars without regard to school schedules. Plans would be announced, rather than proposed for consideration. Regular teachers felt insulted or excluded. Whether or not all these problems occurred, or whether they were results of mistakes or misunderstandings, is largely irrelevant. They were perceived: they resulted in mutual disenchantment.

Although none of the incidents cited by those in the schools or in the Project were of major proportions, they did reflect symptoms of a growing alienation. After a year of cooperation, the school system discovered that Follow-Through funding would be available for the early elementary grades. Given the option, TTT was moved to the later elementary grades - from Grades 1 and 2 to Grades 4-6. This shift demanded no little negotiation, as well as a policy decision that TTT and Follow-Through were incompatible. Today there are several TTT alumni working in Mathis' Follow-Through, and the incompatibility of the two programs is no longer evident. Two years ago, however, the school district determined that the two could not be effectively consolidated.

The conflict between these two federal projects illuminates the context in which the TTT project operated locally. First, in determining that the projects were mutually exclusive, the district asserted its right and power to prefer projects which it could control directly. The Superintendent appointed the Follow-Through director, and the Project was controlled directly from the central office. The University was, if anything, tangential. Unlike TTT, operating the Project did not require constant planning and replanning; management of staff and budgets, schedules and materials, was within the procedural pattern of the operations of the school system. Even if, as in some cases, both projects worked toward the same end with the same procedures, staff and

materials, the factors of control, of ease of operation, and of the schools' authority worked in favor of Follow-Through.

The conflict also demonstrates the "softness" of the notion of open classroom instruction as it had been developed. In the planning stage, the district argued that there was a difference - an insurmountable difference - between Follow-Through and TTT notions of classroom organization. TTT participants could not express their view of the behavioral effects of open education persuasively enough to overcome the district's rationale. Several former participants now in the system have come to manage such explanations and in fact current participants demonstrate the same facility. Two years ago, however, this facility did not seem relevant.

Finally, the conflict implies a different approach toward innovation within the school system. Dr. Silver, the Mathis Superintendent, is now developing a local model of differentiated staffing, and his approach now as then is to describe school innovations as primarily structural and behavioral. Whether a given innovation may be both humanistic and behavioral is irrelevant: the system's lexicon is, or at least was, different from that of the Institute. Whether the difference reflects divergent personalities, administrative styles, political pressures, or theories of knowledge is largely irrelevant: the difference exists.

Fundamental disagreements continue to mark the plans for the future of the Institute's operations in Mathis. In the fall of 1971 and spring of 1972, plans were made to concentrate all efforts into a single laboratory school - Bunker School. Although most of the school-based operations of the Institute had always taken place in Bunker, the idea behind a laboratory school required an application of the portal concept: working with one school, the University and the district could rotate a variety of resources through that school to demonstrate and test innovations prior to district-wide implementation.

These plans had been forwarded to members of the Task Forces and to the staff of the Project, and communication remained open. Yet the plans were not concrete in terms of what Project operations would have to be sacrificed to meet Institute goals in Mathis. Furthermore, the plans had been discussed with community groups and with the Institute's community advisory committee, but, as with the Project, remained slightly ambiguous. Community members, for

whatever reason, sensed that the idea of a laboratory was to focus experimentation in classrooms with high concentration of Title I students. The school system, aware of the planning and participating in some of the discussions, did little to combat the rumors of "experimenting with Black kids," and the rumors spread. When the School Board was asked to approve the proposal, the community was divided, the School Board supported the community opponents to the project, and the plans had to be redrawn. And when the Task Forces, particularly the statewide community Task Force, were presented with the plan, there was a similar tension, unresolved during our visit.

To some extent, the failure to gain the cooperation of Bunker School parents and teachers may be explained by idiosyncrasies of the Institute's history in that school. One of the reasons the community was organized well enough to turn down the Project was that the Project itself had organized the community. Mathis is not a particularly poor city, and the number of Title I schools is not large. Bunker is, so to speak, rich in poverty programs. Yet all of these reasons contribute to a general sense that all has not gone well with the local education agency, that the Institute, the Project, and the participants have not had the acceptance necessary to implement cooperatively their concept of "parity."

As noted previously in this report, parity - joint planning and operation of a project by community, university, and local schools - has been a main theme of Atlantica's TTT Project. In responding to the rejection of the Institute by the Bunker School parents and teachers, the School Board offered two other schools as laboratories. This seems to have been accepted, and plans are now being developed which would link the Institute to two laboratories in the 1972-73 academic year.

It is difficult to pin down exactly what such linkages mean in terms of what participants - staff and trainees - actually do in cooperating schools. Because of the flexibility of the Institute's offerings, individuals operate individually and there is no general procedure for working with a school or a teacher in a school. Most participants spend from six weeks to a semester in a classroom, either observing children, observing teaching, testing new teaching ideas, or assisting classroom teachers. One post-doctoral participant, for example, acted as a teacher aide for one of his former students;

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another observed how children develop language skills from interacting with peers; still another spends no time whatever in schools. There is no effective stratification within the Institute, so what a post-doctoral participant or a staff member might do in a school could also be done by an MA candidate or part-time participant. In 1970-71 there were attempts to regulate or record what activities went on in cooperating schools; but in 1972 participants grade themselves and keep their own records, so uniform record-keeping has been phased out.

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The reason for this dearth of procedural record-keeping seems to be that participants in the Institute are expected to make their own informal links between course meetings and ad hoc discussions under the Institute's auspices and their activities in school classrooms. In earlier years of the project, most activities went on in Bunker School, and the director of the Institute was responsible for maintaining organizational ties to the principal of the school. By 1971-1972 this focus has shifted. From former participants and graduate students, the Institute collated a list of schools willing to accept participants on an individual basis for an individually planned practicum experience. This list was distributed to participants early in the year, they were aided in making appointments and initial contacts, and were encouraged to design what kinds of exercises they would find useful, in cooperation with teachers and principals in those schools.

In planning the 1972-73 operations, the shift to two laboratory schools may regain some of the earlier focus on specific activities in specific schools. Participation in this planning varied with the schools, although there seems to have been the intent to involve teachers, administrators, and other school officials. In one instance a school was not selected due to faculty reluctance, although the principal was favorably inclined toward TTT participation. In the case of another school, it is questionable that the school would have been chosen without the support of the principal and his lobbying with the faculty. And in the case of yet another school, the principal and faculty evinced active interest in TTT participation and sought selection as a TTT site. It does not seem, however, that the parents of children in the new laboratory schools were consulted. The statewide community Task Force, although represented in the Institute's Planning Committes and informed of the changes in laboratory school status, did not review the concept of the laboratory, and the Task Force is now raising questions about the role of local schools.

The problems implicit in securing joint planning and joint support of a decision like re-defining relations with specific schools in the area illustrate the problems of a parity notion as it is applied in Mathis. Parity has been maintained with local schools through the Mathis Public Schools' Task Force and, through school board members, the statewide Community Task Force, and, finally, through the steering committee with members from both groups. Yet the parity granted to individual principals, to teachers, or to parents of children in cooperating schools seems to have suffered and decision making with multiple groups seems distant, abstracted, and beyond the control of those who may be required to implement decisions.

In spite of such issues, the continuing relations with the school system in Mathis typify the expected next phase of the TTT Project. According to the current co-directors, the trend is toward more training, more local contact, more activities in classrooms. The Institute's independence of both Arts and Sciences and the Teachers College will probably be maintained, yet Dr. Day's role as director of both Project and Institute in 1972-73 and his respect in the Teachers College may affect relations within the University significantly. The instructional orientation of the Institute toward open education by means of independently developed programs by participants does not seem likely to change, except as the degree of participant freedom may be affected by inter-college policies. On the whole, most probably because the Institute has accepted the recommendations of the School Board and Superintendent in Mathis and has determined to work with the schools they have provided, relations with the local system seem to have improved considerably, possibly at the cost of some community credibility.

CONCLUSION

A member of the Community Advisory Committee to the Institute summed up his impression of the Atlantica TTT Project:

> It's a good project. Maybe they've made schools into better places, but you can't prove it by me. I think they are the same as they were when I was in school - they still smell the same and the kids still look the same and the teachers still sound the same - but maybe they're better.
>
> It's a good project because it's caused a lot of trouble. People aren't able to get away with as much as they used to be able to get away with. Other people know how to make a lot of noise now, and the Project helps.

To isolate the Project's accomplishments is very difficult; to identify those individuals or institutions it has affected is almost as hard; to detail how the Project is organized, beyond a superficial breakdown of committees and groups, is to re-enact the myth of Sisyphus. The Project and Institute continue to change in response to a very wide range of contacts, influences, agencies, institutions, and individuals. The fact that it does change in rapid extremes signifies the range of its activities and the depth of its commitment to catalyze change in schools. Its leaders demonstrate an ability to direct an extremely complex, inordinately circuitous pattern of growth and development.

The breadth of attempted strategies to bring about educational change reflects the multiple contexts in which the Project operates. The directors have had to be resourceful; the organization of the project has had to remain flexible; and the training offered by the Institute has had to be changeable. The specific directions chosen when change was apparently needed were a function of the personalities and institutions involved. When Dr. Wheeler changed his recruitment plan for the Institute early in the TTT Project to select more experienced school personnel, it was only a small step toward granting further independence to already independent "trainees." A different small step might have resulted in a traditional doctoral program. When Dr. Armstrong opened the entire operation of the Institute to review and revision, it was not improbable that relations with local schools would turn on individual

participants' willingness to take initiative. When the Project serves such a range of clients, some lack of focus can be expected, and it is not surprising that Dr. Day as Director will seek to narrow the scope. Yet at each transition choices were made which seem more to reflect tactics than overall strategy. There does not seem a consistent theme of what a "trainer of teacher trainers" should actually do; instead, there seems to be a variety of themes - that open schooling is "better" or "more humane," that self-initiated learning is preferable as a training method to a unified and uniform curriculum, that work in schools ought to be more or less ad hoc and arranged by those who will do the work - which surround the Project and woven together, still lack unity.

A STUDY OF THE
PUPIL PERSONNEL SERVICES
OCMULGEE STATE UNIVERSITY
TRENTON, OCMULGEE

Data Collection and First Draft of this Case Study by:

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Program Background

Founded at Trenton in 1923, Ocmulgee State University has grown from a small technical college for engineers to an expanding university now serving over 20,000 students. Student population increased rapidly after World War II, when many returning veterans were able to attend college under the G.I. Bill.

The growth of minority representation has not been as dramatic. Minorities comprise less than 3% of the student body, and there is only one tenured minority professor on the faculty. To increase minority representation, the University is actively recruiting minority students and has made provision for ten minority faculty positions. One working example of how some administrators and faculty members are trying to address the needs of minorities is the Mexican-American Counselor Program, presently in its fourth year* at the University.

The Mexican-American Counselor Program is supported by the U.S. Office of Education, Bureau of Educational Personnel Development, and supervised by the Dean of the School of Education and an advisory council.** The program prepares counselors to work in predominantly Mexican-American areas. Bilingual Mexican-American teachers are trained as guidance counselors for both the elementary and secondary grades. Those who successfully complete the one-year program are granted a Master's degree in counseling and a State of Ocmulgee professional counselor's certificate. If a slot is available, the counselor is then placed in a participating local education agency (LEA), usually the LEA from which he was recruited. The program's purpose is not only to increase minority representation at the University, but also over the long term to reduce the high dropout and illiteracy rates among Mexican-American youth in the area. In some school districts the dropout rate runs as high as 75%, and the illiteracy rate is 11%.

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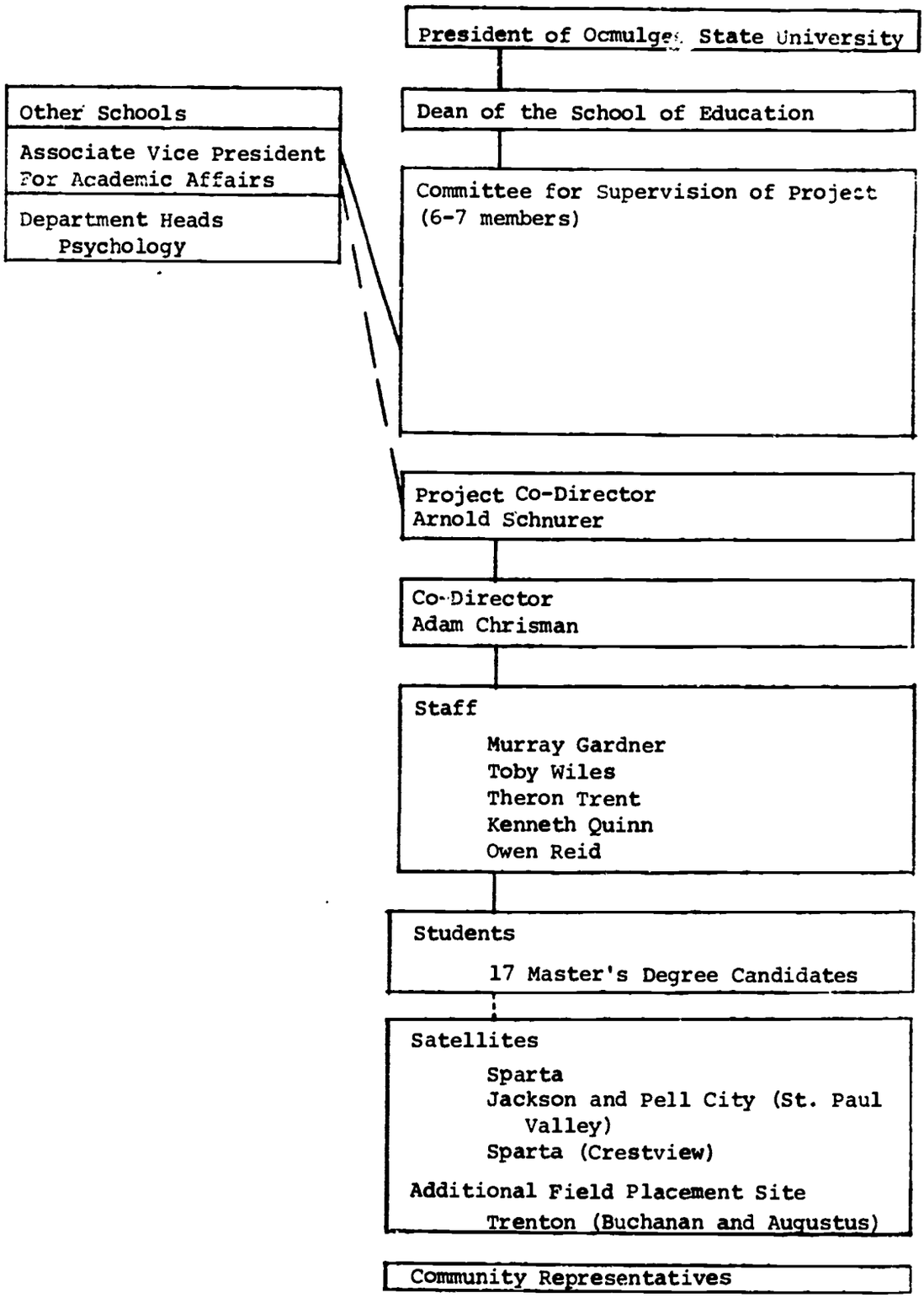
* The Program is in its second year of funding under the Education Personnel Development Act. Funding for the first two years was granted by the National Defense Education Act.

** See organizational chart on following page.

MEXICAN-AMERICAN COUNSELOR PROGRAM ORGANIZATIONAL CHART



These statistics are indicative of more than poor minority performance in the schools. They suggest problems of self-concept as well. For example, consider the words of a thirteen-year-old honor student, a girl considered attractive, articulate, popular and involved in school activities:

> I am a Mexican. I feel that if it weren't for my nationality I would accomplish more. No matter what I attempt to do, I feel I will fail. My teachers have tried to tell me I am a leader. Well, I know better. I do not know what I want to be. Even worse, where do I want to go? I do not know how to think for myself. I do not have the vocabulary that it would take to express myself. These questions are only a few that trouble me. After reading this, you'll probably be surprised. This is the way I feel about myself, and nobody can change me. Believe me, many have tried and failed. If God wants me to reach all my goals, I will. No parents, teachers, or priest will change the course that my life is to follow. Don't try!*

The problem she expresses is not to be solved by new textbooks, innovative teaching methods or the building of new schools. It is one so deeply ingrained in the minds of a people that not even an honor student believes in herself and her abilities to succeed. She equates her heritage with powerlessness.

It was this problem that Dr. Pierre Rysdale and his staff at Ocmulgee State considered when they designed the Mexican-American Counselor Program. Dr. Rysdale, Associate Vice-President for Academic Affairs and a professor of educational psychology, was primarily responsible for bringing the program to the University. Agreeing with Horace Mann's declaration, "No educated man can remain poor", Dr. Rysdale maintained that the material poverty of Mexican-Americans was directly linked to the schools. The Mexican-American had too long suffered from educational poverty. In Dr. Rysdale's view, simply placing a student in a classroom did not guarantee an education. With a dropout rate of 75%, Mexican-American students obviously needed more than seats in classrooms. They needed support, counseling and guidance to build self-confidence and to promote self-realization.

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* Dr. Pierre Rysdale, "Meeting Educational Needs of Mexican-American Children," an address delivered to the Ocmulgee State University EPDA Mexican-American Counselor Education Program, 1970.

A counseling program, geared to Mexican-American students, seemed an appropriate response. Such a program would provide support and apply pressure where it was most needed - in the schools and in the communities. Moreover, Ocmulgee counselors have a history of becoming school principals and even superintendents. Graduates of such a program might someday be able to implement necessary changes on a broad scale.

Other Mexican-American counseling programs were studied before the curriculum of the new program was developed. For example, a program at Flint State University uses interpersonal laboratory methods to teach group processes among individuals from different cultural/ethnic backgrounds. This approach seemed relevant to the Ocmulgee State program in that Mexican-American counselors would be working in Anglo-administered school districts. The ability to perceive and understand cultural and organization differences among the various actors in the LEA would be essential to the counselor's functioning.

Another model was the counseling program then offered at Ocmulgee State. The principal component of this program was the Counselor Education Development Area (CEDA). It is important to note that the CEDA concept was developed and organized during a planning grant from EPDA. The importance of planning grants is significantly highlighted in this instance, given that it allowed the program authors the needed time, opportunity and resources to efficiently plan and conceive a model (CEDA) which ultimately replaced the old Ocmulgee State program (discussed below) in 1969-70. Each CEDA served as a training ground for testing new ideas and providing practicum experience. The CEDAs solicited ideas from all levels of the system -- LEAs, State Department of Education, local service agencies, communities. Each LEA organized a team comprised of administrators, faculty and representatives for local social service agencies and the community, which served as a sounding board for the needs of the LEA and also functioned to select participants for CEDA programs.

The old Ocmulgee State program provided classroom studies and practicum experience in four broad subject areas -- sociology, anthropology, psychology, and guidance and counseling. The trainees were offered courses such as "American Minority Problems" (sociology); "Origin of Social Customs" and

awareness sessions involving the participants and members of their families, graduate students, and program staff.

With input from these two programs and others, objectives for the counseling program were set. Most important was the ability of the counselor to perceive institutional problems, to verbalize his perceptions, and to induce institutional change responsive to the needs of Mexican-American students. Another objective was the development of traditional counseling skills in cognitive understanding and interpersonal relationships, which would be modified to focus on Mexican-Americans. In sum, graduating counselors were expected to be change agents able to create a receptive environment for change. It is recognized that change will only occur when the participating LEA responds as a single, comprehensive unit. Therefore, workshops for administrators and supervisors as well as frequent consultations have been incorporated as a vital part of the curriculum.

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Curriculum

The new program required a new curriculum design to educate and support the prospective change agent. The designers set the following criteria for the curriculum:

- Enable the counselor to identify power bases and resources in the community and the LEA relevant to change;
- Enable the counselor to marshal resources, such as LEA support and community participation, to achieve change;
- Provide the counselor with the technical assistance skills necessary to implement change; and
- Test the laboratory approach as a training ground in dealing with groups and individuals.

Essentially following the CEDA format, the new curriculum emphasized interpersonal exploration, community practicum experience and institutional analysis techniques. Course work consists of 44 semester hours spread over a one-year period. Credit hours are not given for individual courses; they are assigned by sessions and semester. Attendance is not a criterion for successful completion of the program, because the program is trying to move towards performance-based standards.

The curriculum also includes a six-week workshop for administrators of participating LEAs. Through this means, the project's designers hoped to create a receptive institutional environment for change. The workshop also provided administrators the needed opportunity to have significant input on the special needs of each LEA, assisted in evaluating the relevance of the training program, and encourages greater administrative support and participation in the program. A three-day workshop for school superintendents functions primarily as an orientation and a collaborative think-tank on the Ocmulgee State program.

A description of three courses from different components of the program can serve to illustrate program methods and desired outcomes. The first, "Interpersonal Relationships", is offered in the beginning summer session and again later in the year. As Dr. Rysdale stated in his 1970 address to the program, some Mexican-Americans tend to view themselves as somewhat inferior to and more naive than their university counterparts. "Interpersonal Relationships" aims to build up the confidence and self-esteem of the Mexican-American participants, as well as to introduce them to the laboratory method. Class sessions are geared towards creating awareness not only of individual problems but also of those facing the LEAs. For example, in one class a student maintained that dropping out was not a problem among the Mexican-American youth in the St. Paul Valley. The class asked their instructor what the dropout rate for the Valley was. An answer of 75% inspired an angry response from the group, who realize this was three times higher than that of Anglo youth in the same area.

One class exercise involved visits to the Mexican-American barrios, poverty programs, and community agencies. The exercise included job hunting in the community and living with a family in the barrio. Attitudes and feelings that surfaced during the exercise were fully explored during class meetings. This exchange was intended to stimulate awareness of problems Mexican-Americans face in an institution designed by and for another cultural group.

"Society and Its Institutions" analyzes schools and other organizations focusing on how these institutions affect the lives and learning

climate of Mexican-Americans. The course examines the relevance of the LEA to the education of Mexican-American children and identifies strengths and weaknesses of the LEA.

In addition to knowledge of institutional organization, a participant is expected to develop traditional counseling skills and techniques. "Counseling and Consultation" emphasizes communication skills and explores practical methods of counseling. Role-play, videotape, and microlab simulation techniques are employed throughout the course. In one class session, a videotape was made of a role-play-cum-interview, in which a counselor first dealt with a troublesome student and then with the student's teacher. During playback, the participants could stop the tape at any point and offer criticism or comment. This provided the participants with the chance of seeing themselves in action, as well as that of receiving feedback from their peers.

Criticism and comments on the participants' progress are offered by program staff and four advanced doctoral students who serve as teaching assistants. Weekly reviews of each participant's cases are held at the practicum site. In addition, school principals are consulted on each case.

Practicum experience is presented on three levels. The first is counseling experience gained by working in one of the nearby school districts of Augustus and Buchanan. The second is community work. Participants are assigned as counselor interns two days a week to school districts and the community. The third is occasional visits by staff and participants to their respective LEAs. The practicum experience puts the trainees in contact not only with students and their families, but also with teachers, principals, other counselors, and neighborhood Youth Corps programs. Interviews with these actors help to provide the participant with background on Mexican-American culture, bilingual education and migrant education.

Augustus and Buchanan are well chosen as practicum sites. Each district claims to be integrated, but this equates to integration of Black and Mexican-American students. Both have substantial Mexican-American student and community populations, and both are served by Anglo-administered school districts. Although 30% of the student body is Mexican-American,

Mexican-Americans comprise only 4% of the administration and faculty. In this, Augustus and Buchanan are not exceptional. Few school districts in the area served by the project have a significantly higher proportion of Mexican-Americans in positions of authority within the schools.

Project leaders maintain that Augustus and Buchanan are receptive to the program, in part because both districts have a great need for additional counseling services. The student-counselor ratio approaches 1700:1. Because Mexican-Americans comprise only about 30% of the student body, administrators do not feel threatened by pressure to make changes in the schools. In fact, Mexican-American administrators have proved to be the most threatened by younger, Mexican-American innovators. Project staff surmise that they identify neither with their white, middle-class peers nor with those seeking to preserve the Mexican-American heritage under more favorable conditions.

In addition to practicum work, participants are required to involve themselves in community activities. This is intended to help participants to deal more effectively with students, teachers, administrators, and parents, and to develop a multi-dimensional view of problems facing the school. Community aides, usually Ocmulgee State undergraduates, are hired to identify community issues; funds for these services are provided in the program grant. This involvement with the community, in theory, facilitates the trainee's understanding of local educational politics. Political know-how and community support would hopefully encourage a counselor to take issue with school board actions. And while community support may not prevent a counselor from being fired, it does require LEA administrators to consider their actions carefully.

The attitudes of one program graduate illustrate this approach. The counselor began the program with a fear that speaking out against the administration could cost him his job. Upon completion of the program, he returned to his LEA with greater personal confidence and determination to challenge anything he thought should be changed. He felt that his past silence had actually fostered and supported negative administrative policies, and that such "support" had been part of the problem for too long.

A fear of speaking out against those in positions of authority is

frequently expressed by current participants. Another fear is an anticipated absence of administrative support upon return to the LEA. Many participants felt they had the support of the administration before leaving the school district and are afraid they will have to reestablish this bond when they return. To ease the transition from program participant to LEA counselor, program staff arrange frequent visits to the participants' respective LEAs during training. This keeps the participant abreast of the evolving problems and needs of the LEA, and gives him a sense of what his responsibilities will be. The visits also allow staff to negotiate with administrators. On one occasion, for example, the Project Director arranged to place two counselors in the same elementary school, one serving as the principal, the other as a counselor.

Participant Selection

Given the purpose of the program and the curriculum design, program staff attached great importance to the selection of participants. Their counselors, they felt, must be strongly motivated to continue under adverse and sometimes hostile conditions. A counselor-trainee must also be willing to return to the LEA from which he was selected. Much impact would be lost should an established counselor-LEA relationship not be used after graduation.

In selecting participants, program staff considered two kinds of variables. They wanted participants who would benefit personally from what the program staff had to offer, irrespective of the needs of their LEAs. They also wanted participants capable of implementing program objectives and strategies, defined in terms of LEA needs. The following criteria were developed to include both dimensions. A potential candidate had to:

- Possess at least a B.A. and show evidence of aptitude for graduate work;
- Have completed no more than six semester hours in guidance and counseling;
- Be bilingual;

- Present evidence of employment for the year after graduation with a commitment to a full-time counseling position in a predominantly Mexican-American setting;
- Have at least one year's teaching experience; and
- Express a strong desire for change and ability to adapt to new ideas for the education of Mexican-American children.*

Adherence to these criteria, project staff maintain, has resulted in significant changes in the LEAs to which the graduates returned. In the St. Paul Valley, two graduates now serve as consultants to many school districts. According to the Director of Migrant Education in the Regional Educational Service Center, they have initiated changes in the procedures and policies affecting Mexican-American students. Two graduates working in Sparta are also applying experiences gained in the training program. One Sparta counselor is working full-time in a high school; the other works in both a high school and an elementary school. In addition to his counseling duties, this counselor teaches a cross-cultural relations course in the high school and conducts parent effectiveness training in the elementary school.

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The course in cross-cultural relations is offered as an elective, although troublesome students are often taken out of study halls and put into the class. The course is structured along the lines of the "Interpersonal Exploration" course offered to program participants. In class students are encouraged to role play and to discuss any subject of concern to them. The counselor has persisted in this approach despite occasional criticism from a conservative principal.

In the parent effectiveness training sessions, parents meet every two weeks to talk about the school and their school-age children. The objective of the training is to teach the parents about the school and how they can influence teachers and administrators. Through word of mouth, interest and attendance at the sessions has been growing steadily. However, other demands on the time and talents of the counselor leading the sessions make regular meetings impossible.

* This last criterion was only implicitly stated.

The procedure used to select participants this year varied in two respects from the 1970-71 selection process. The program admitted some trainees who did not come from, or had no commitment to return to, a participating LEA. This was done not only in the belief that all qualified people should have the opportunity to join the program, but also to bring more trainees into a limited resource pool. Outside participants are considered high-risk candidates, however. For example, one such participant is presently having a great deal of difficulty in adjusting to the sense of urgency among program staff and other participants.

The second change was allowing the LEAs to participate in the recruitment which has not been without difficulties. Each LEA seemed to have a different idea on how to recruit participants. One LEA involved all its teachers by distributing a handbook describing the program. Others contacted individual teachers and asked them to participate, and still others selected individuals and told them they would be participating. Some LEAs even went as far as to develop their own selection criteria. In the Valley, participants were asked to promise to serve as a counselor at any secondary level. In Sparta, the Assistant Superintendent, representatives from Sacred Heart College (a teachers' college), and program graduates met to define criteria for participant selection.

LEA involvement, of course, limited screening by program staff. Staff have indicated a preference for more control in this process, as they do not feel this year's participants are as strongly motivated as those of previous years. Some LEAs, on the other hand, expressed a desire for even more involvement, so they can "program" their counselors with the specific concerns and needs of the LEA.

Another concern of the program staff is that this year's participants did not seem to use the curriculum to full advantage. Lack of motivation, they feel, may be the cause. As this is the first year LEAs have been involved in the selection process, their effect on the caliber of participants will not really be known until the counselors are established in their new positions. Next year, however, the staff has resolved to make the LEAs follow the program's selection criteria more closely.

Relationship of LEAs and Satellites to the Program

The degree of participation in the program has varied among LEAs and satellites.* Some LEAs saw an opportunity to receive additional federal money, but had few ideas on how to use it. Others had specific objectives for change, or felt legal and social pressures for change. (The principal pressure was school desegregation). Others were motivated by high student counselor ratios in their schools (some running as high as 1700:1) and a need for more Mexican-American counselors. In the Pell City district, for example, only one of eight counselors is Mexican-American, although the student population is over 95% Mexican-American.

Funds were supplied to the LEAs for their participation in the program. Each of the three satellites received $12,000** and from two to four funded positions in the program. Use of the money has varied among the satellites, although some portion is always used for a coordinator's salary and to finance community programs.

Many LEAs without specific plans for change felt ambivalent toward the program. In such cases, program resources were instrumental in motivating participation. In fact, even some LEAs with definite plans for program money deemed participation a risky venture. Several sorts of risks were perceived by the LEAs. One LEA felt the risk lay in the teaching of radical concepts in the classroom, and consequent disruption. Another administrator felt participation in the program might threaten his authority in the school district.

There are currently three satellites participating in the program: Portland, St. Paul Valley, Sparta, and one additional placement site, Trenton. Sparta and the St. Paul Valley have predominantly Mexican-American populations, and a high percentage of Mexican-American teachers and administrators in the school. Trenton and Portland have high percentages of Mexican-American students, but realtively low representation among school administrators and faculty.

*A satellite is comprised of one or more LEAs and always includes the community.
**Total program funding is $156,000.

The Valley satellite is composed of two school districts, Pell City and Jackson. Coordination of the satellite is through the Region I Educational Service Center of the Ocmulgee Education Agency. Most of their $12,000 grant pays for a Coordinator's salary. Two of the last year's program graduates are providing counseling services to many school districts in the Region too small to have full-time counselors. These counselors operate from the Educational Service Center. They have found it necessary to modify their change orientation acquired during training, to fit educational realities in the Valley. However, they credit their practicum experience and cultural awareness courses for opening their eyes to the Valley's problems.

Some of the problems were highlighted by changing conditions in the Valley. Under court order, the Pell City district was desegregating its schools. The order required single-graded schools to reduce racial imbalance created by school boundaries. Pell City, in fact, was selected because of its desegregation activity. Pressures from the courts and the community were requiring the district to go through many internal changes. Program staff correctly surmised that under these circumstances, Pell City might be willing to accept the program and its objectives.

Although Pell City has two participants in this year's program, next year the district plans to send only one. For a while their intention was not to send any. Pell City claimed they had no more open counselor slots, and would have to wait until the current counselors retired or moved away before rejoining the program. However, the Project Director convinced the Assistant Superintendent that Pell City should have at least one participant in the program. The two current participants from Pell City do have slots, and next year they will be working with a new community program designed to increase community involvement in the schools.

This community involvement program consists of a series of twelve training sessions for parents. During training, parents learn how to communicate their preferences to school administrators. This type of feedback had not existed before. Pell City's Assistant Superintendent considers the improvement of parent-school communications a major accomplishment in the district.

The Jackson school district is using the project in quite a different way from Pell City. Participating on a totally voluntary basis, the district receives no direct program funding. The two participants returning to Jackson will serve as a principal and a counselor in the same elementary school. This concentration is intended to promote implementation of objectives and strategies learned in the program. Dual placement in an elementary school is supported by Jackson's Assistant Superintendent on the grounds that it is crucial to attack student problems at an early age. As the drop-out rate is very high, few Mexican-American students remain in high school, and those who do fall behind their Anglo peers. Thus in a sense, a counselor placed in a high school is thwarted before he can begin.

The counselors in the elementary school will be expected to experiment with new ideas and innovations and to evaluate their efficacy for Mexican-Americans. The Assistant Superintendent perceives some risk that his counselors will be "radicalized" by the Ocmulgee State Program. However, he feels this risk is well worth his investment in the counselors and the program. He feels that too often Mexican-American professionals are complacent, that they should eagerly and actively seek to improve the schools, and that they should be willing to take some chances in doing so.

The Sparta satellite also considers the project well worth trying. In fact, the Crestview school district would prefer to have the program operated from Sparta. Much of this enthusiasm seems to stem from Crestview's young school board (three members are under 25), and young administration. Resistance to the project comes mostly from the schools' older principals and registrars.

Two graduating participants are now working within the Sparta satellites. One counselor is employed full-time in a high school; the other teaches and consults at another high shcool and conducts parent-effectiveness training in an elementary school. This counselor's cross-cultural relations course, previously discussed, is acknowledged by the principal to have been helpful in motivating troublesome students. The principal, however, does not endorse the group counseling approach, which encourages questioning of school administration. At first, the principal and his staff did not want the course at all, and claimed there was no interest in it. The counselor was able to find enough students to start the course, however.

Once the course began, more and more students enrolled. The principal still does not entirely accept the course. However, the counselor believes his attitude will change as support for the course grows among LEA staff and students.

Farther north in Portland, the administration is less favorable towards project objectives, but nevertheless willing to participate. Portland has counselors in this year's program and has established a community participation project. Portland, despite a large Mexican-American community, has a very small percentage of Mexican-American teachers, counselors, and administrators. 34

Portland's community project revolves around one community worker who visits Mexican-American families. His responsibilities are to locate lost school books for the district (which would otherwise have to be replaced at the district's expense), and to counsel families in school opportunities. The district evaluates the community worker's performance by the number of books he recovers, and sees community counseling as an additional benefit. 25

Augustus and Buchanan, near Trenton, are also participating in the program. They are not formal satellites, for they serve as practicum sites for program participants. However, they do enroll participants serving large Mexican-American community and student populations. Activities in the Trenton satellites have been discussed in the section of this report dealing with the practicum.

Relationship of the Program to Ocmulgee State University

While using the resources of Ocmulgee State for counselor education, the counselor project is also attempting to change the University. The thrust of this change is aimed in two directions: the University as a whole, and the School of Education. The University is beginning to place greater emphasis on the education of the disadvantaged. Thus, the counseling program is highly visible, in that it is one of few specifically directed towards a disadvantaged population. 36

The University has opened up ten new minority faculty positions. The Dean and the Assistant Dean of the School of Education feel a minority appointment in the School is possible, but not probable. They maintain it is difficult to find qualified minority people to teach in a school of education, and feel it would be unfair to outbid minority colleges who need minority professors. However, one might expect the Mexican-American doctoral candidate presently in the School of Education to be a first draft choice for one of the ten minority faculty positions. Not so, on the theory that it is not good career policy for a graduate to take a position in the same university where he was a student. This logic is not entirely clear, as many State graduates have gone on to be prominent State professors and administrators. In fact, the current Project Director earned his doctorate at State and holds a professorial appointment in the School of Education.

It seems at least possible, then, that one reason for the School's reluctance to hire a program graduate is a desire to avoid endorsement of the program's philosophy and curriculum, for the project's approach to training differs in important respects from the School's. For example, completion of required courses is required for matriculation in the School. Should the program's approach be substituted on a larger scale, classroom attendance would no longer be required. The School instead would have to institute performance based standards upon which to rate students. Too, faculty members associated with the project tend to consult directly with the LEAs, to become intensively and personally involved in LEA affairs. This is not characteristic of the School of Education as a whole.

Many elements of the Mexican-American Counselor Program are consistent with trends in the School of Education. While the School's faculty recognize this, they tend to resist pressures exerted by program staff. Too many large philosophical and administrative changes would be required to accommodate the new approach. However, support for the program remains substantial in the School of Education and within the University at large. Dr. Rysdale, the Associate Vice-President of Academic Affairs and one of the prime movers of the project, holds a faculty position in the School of Education. The Associate Dean of the Graduate School is not only the chairman of the program's advisory council, but facilitates the adoption of courses at the graduate level developed by the EPDA program.

The graduate school has expressed support by accepting a few program participants into graduate level courses. Many of these students would not have been acceptable candidates according to the graduate school's usual standards.

While the Mexican-American Counselor program does not lack support, the question remains as to what will happen at the end of the present federal funding period, two years from now. At this point it is not clear whether the program, or any of its elements, will continue in the University in general and the School of Education in particular. The general opinion of the School seems to be that many interesting and useful activities are being performed in the program. But when federal support expires, they do not expect additional resources to be forthcoming from either the School or the University. It will be interesting to see whether this view persists in two years.

A STUDY OF THE
TRAINING OF TEACHER TRAINERS PROJECT
UNIVERSITY OF RICEVILLE
GORDONIA

Data Collection and First Draft of this Case Study by:
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TRAINING OF TEACHER TRAINERS PROJECT, UNIVERSITY OF RICEVILLE, GORDONIA

Introduction

The University of Riceville's TTT project reflects a flexibility and adaptability planned from its beginning. The project's first director, Dr. Michael McKeon, clearly intended to effect change in the University by creating an alternative organization for training teachers within a new Department of Counselor Education, within a well known School of Education, in a respected but conservative university. McKeon's first position at Riceville was in the Department of Secondary Education. For both professional and personal reasons and with the Department's encouragement, McKeon moved to found a new Department of Counselor Education in 1968. In receiving a large TTT grant McKeon immediately established his creation as a powerful department in the University, but one withouthistory or expectations. McKeon was essentially free to design from the ground up the kind of organization he felt he needed to achieve his major goal: "to change the University of Riceville."

An obvious solution would have been to base the project in one of the four components McKeon hoped to involve in new training programs - the School of Education, the disciplines, local schools, and communities. Each had drawbacks, however. Schools and communities were the logical place to provide training, but lacked the necessary organization. The disciplines represented valuable resources for training, but lacked experience. The School of Education had training experience and organizational capability, but was relatively inflexible and not entirely credible to the disciplines. More important, McKeon wanted to stimulate active participation and partnership among all four components. He also wanted to guard against the development of a project bureaucracy, which might become intolerant of diversity, unresponsive to self-evaluation and change and inaccessible to project participants.

These considerations seemed to argue against basing the project in one "place," or within one institution. They also argued against the formal or tacit establishment of a limited and hierarchical decision-making structure, and against the formulation of project-wide goals and procedures

which all participants would be expected to follow. McKeon therefore decided to create an "adhocracy": a flexible, loosely bounded structure involving all four components more or less equally, intended to serve as a temporary and fluid training system for teachers and other education personnel. From the beginning this organization was less attuned to goals than to the tactics and process of change. In theory and frequently in practice, decision-making was not hierarchical or even representative, but participatory and consensual--accomplished on the spot by those closest to the problem.

Such a system, McKeon believed, would act as a sensitive and efficient vehicle for organizing time and space from school systems, communities and community organizations, schools of education and arts and sciences, where these institutions could cooperatively develop projects and train personnel to carry on training programs. The ultimate objective remained clear: the project would organize resources to meet the training needs of teachers, drawing on whatever resources were accessible, helpful, and relevant. As the project developed over time perhaps the complexity of the resources tended to overshadow the simplicity of the focus: the teacher and the teacher's training needs.

How these resources interact, the history of their accretion, the range of management styles required to keep them available, and the way they support the training of teachers is the subject of this report. Each resource and activity seems multi-dimensional, with a variety of inputs and an interlocking set of outputs. Each trainee, at whatever entry level, has access to a portion of these resources. Each institution has something to gain and something to contribute to other institutions, to trainees, and to the project as a whole.

Project Organization: Skill Levels

A useful way to view the organization of project resources is in terms of three dimensions: the "vertical" dimension of training levels and degree programs; the "horizontal" dimension of discipline or subject area programs; and the "diagonal" or "spatial" dimension of training in the field--at each site are represented all levels of training and several or

nearly all subject area programs. Let us begin with the vertical dimension, degree programs. On one level there is a doctoral program, with internships in local sites, externships in local sites and satellite sites, one year of residence at the University, supervisory responsibility for trainees at lower levels, and doctoral projects in a variety of situations. This year the project has 18 fellows or first year doctoral candidates, 20 interns in their second year with the project, and 32 externs in their third and final year of doctoral study. A few postdoctoral participants are also associated with the project.

At the second level of training, a Master of Arts in Teaching program offers pre-service teacher training for college graduates. There are presently 65 MAT candidates associated with the project. A professional year program for Bachelor's candidates constitutes the third level of training, involving 62 full-time trainees. The fourth level is a pre-professional new careers program, for 24 paraprofessionals recruited from the communities in which project sites are located. Project staff consider this new option, added last year, especially important because it provides a direct hook-up to communities. Finally, the project offers a variety of credit and non-credit in-service options, for teachers in schools cooperating with the project. This year several teachers from the schools have elected to enroll in the project's MAT program.

While TTT funds support only the doctoral program, the project thus covers an entire career lattice, including pre-service and in-service. At every level, the programs sponsored by the project once differed from comparable degree programs at the University with respect to both management and content. Training at the Master's and professional year levels is coordinated through the project's subject area programs, and will be discussed shortly. The program at the doctoral level--and the pre-professional--has its own organization as described below.

The organization supporting the doctoral program is a highly decentralized and interconnected network of faculty and students. The planning and coordination group is the Doctoral Program and Degree Committee, composed of representatives of the Departments of Counselor Education, Reading and Language Arts, Secondary Education, English, and project administration.

Through their efforts, the TTT doctoral program is almost entirely competency-based, in contrast to other doctoral programs at the University. No grades or credits or courses as such are given.

For all candidates, the program begins with required core experiences in these areas: supervision pre-practicum; group process; group management seminar; research and design seminar; community design seminar. Beyond the core, the program is highly individualized. Each year candidates in residence or internship at the University spend the first eight weeks meeting together and with faculty to design their individual programs. Deliberately the program designs are not institutionalized. Rather, the process is repeated yearly.

Each candidate then selects a major faculty advisor and four other advisors to form his advisory committee, or Competency Committee as the project calls it. Two of the members of the Committee must be from a School of Education department which best reflects the student's major subject emphasis. The other three must be from related departments, within or outside the School of Education. The Competency Committee approves, supervises, and usually participates in the candidate's course of studies. The program for all candidates is field-oriented. First year fellows spend three days a week at training sites. Second and third year candidates intern or extern on very nearly a full-time basis, in local sites or in school systems from which they were recruited, carrying out theoretical or applied research projects in training to fulfill the dissertation requirements.

This field emphasis is reflected in the four "competency areas" which each candidate's individual program must cover. First, in the Field Site and In-Service Area, candidates must engage in a clinical training activity in the field (the practicum), and take part in some institutional or program development project in the field. In the Pre-Service Area, a candidate must work as a trainer in the field with a subject emphasis such as counseling or reading and language arts (the internship or "double practicum").

In the Research Area, oriented toward the dissertation, candidates are expected to develop competencies as intelligent consumers of research materials, and to engage in learning experiences necessary for completing

the doctoral thesis project in the third year of externship. Finally, the project has designated a fourth area called Specialized Studies Related to Teacher Training, covering all those elective activities thought by the candidate or his advisors to be appropriate to the candidate's personal and professional growth as a teacher trainer. 7

This TTT doctoral model represents an alternative degree program at the University, and has been acknowledged and institutionalized as such under the rubric "Interdisciplinary and Interdepartmental Program in Teacher Education." While at present nearly all the doctoral candidates in this program are supported by TTT, project staff hope to continue the program when TTT funds are discontinued in 1973-74. The successful strategy of organizing support for the program among faculty and students suggests that the possibility is quite likely. 3

While the organization and content of the other training programs affiliated with TTT are beyond the scope of this report, it is certainly worth noting that the TTT project has established three other alternative degree programs--at the Master's, Bachelor's, and pre-professional levels. Moreover, the Master's and Bachelor's programs are really composed of distinct training programs in the four discipline areas of English, Mathematics, Science, and Social Studies. All of these pre-service programs are field oriented, and competency based. All have been approved as certification programs by the Gordonia State Department of Education. When TTT funds are withdrawn, project staff hope to continue these alternative degree programs under the sponsorship of the Department of Secondary Education. The Department's involvement in the project suggests that the continuation of the project's pre-service programs, as well as its doctoral program, seems feasible. 37 3 4

Project Organization: Subject Matter Curriculum

As noted earlier, levels of training are but one of several organizational dimensions of the TTT project. The "horizontal" dimension of subject area programs also plays an important role. There are five such programs: English I and English II, Mathematics, Science and Social Studies. Their purpose is to plan and coordinate the discipline training

of TTT students on all levels, at the University and at the sites. They are organized as follows.

Each program has a core faculty, composed of a coordinator from the Department of Secondary Education and sometimes from other School of Education departments, a discipline representative and sometimes faculty from other Liberal Arts Departments, a community representative, and a site representative (a teacher). This year five teachers have been given part-time faculty appointments at the University to facilitate their participation as site representatives.

Meeting as circumstances suggest, the core faculty supplies and coordinates training at the University and at the sites. Each subject area program is represented in at least three sites, and most are involved in more. Core faculty are expected to spend at least two days a week providing services on-site. All TTT students at all levels are affiliated with one of the five subject area programs. A typical program structure at a school, then, consists of a core faculty of about six, three to five doctoral candidates, ten MAT's, 15 to 25 professional year BA's, and three to eight preprofessionals working in teams in several classrooms. This framework plays a particularly important role at the beginning of the year, for the subject area programs serve to structure the process of formulating training plans for the coming year.

Project Organization: Field Based Training

Training in the field constitutes the third, "spatial" dimension of TTT project organization. Currently project staff and trainees work at seven sites, representing a broad range of school situations in the greater Riceville area. The sites are these:

- An inner-city school, Leverett High.
- A school with a large disadvantaged population just outside the city, Hightower.
- A rather distant school system in transition from rural to suburban, Jowett.

- A suburban school system, Mathes.
- A youth development center institutionalizing children who are neglected, dependent or delinquent, Clearbrook Boys Home
- A multi-purpose crippled children's center, the Wheeling Institute
- A parochial school, DeLoris High.

Several features of the TTT project's field component deserve mention. To begin with, the sites are truly the focus of the project. Project trainees at all levels spend most of their time in the schools - especially the doctoral candidates who serve one year of internship locally and one year of externship at their home school systems. Core faculty for the five subject area programs are expected to spend one to three days a week on-site, offering "course" work and supervision. Sites affect project management, in that school and community representatives participate as core faculty members of the subject area programs. And as noted earlier, one teacher from each site has a part-time faculty appointment at the University.

At each site the project employs the "double practicum" approach. That is, in a classroom preprofessionals, professional year Bachelor's candidates, and MAT students train to be <u>teachers</u> under the supervision of doctoral candidates. The doctoral candidates in turn train to be <u>teacher trainers</u>, supervised by core faculty. A consequence of the double practicum approach is marked overstaffing. TTT participants are involved in three to nine classrooms per site. A classroom typically is staffed by: doctoral candidate; MAT intern(s); professional year student(s); preprofessional(s). This team in turn is regularly supervised and assisted by core faculty. The average TTT classroom, then, is indeed heavily staffed, and this has no doubt been a factor in the schools' willingness to accept the project. In exchange for contributing the salary of one full-time teacher, a school gets five or six experienced and novice teachers from the project. From the project's point of view, overstaffing has two advantages. It frees participants for quicker and surer development of teaching and training competencies. As competencies develop, participants can disseminate and

diffuse their ideas - and themselves - into other classrooms and schools. 25 34

What project participants actually do in the schools varies considerably from site to site. The variance is due in no small measure to 7
the sites' broad range of educational problems and purposes, from special 34
education to education in a rural setting to education for inner-city disadvantaged youths. However, this diversity also reflects differences in project participants' and school personnel's perceptions, skills, interests, and willingness to effect change. Thus, in some sites the dominant focus is simply the training of project participants, in the context of the service needs articulated by classroom teachers and community representatives. Other sites tend to emphasize as well such activities as curriculum development, in-service training, team teaching, and community involvement.

This diversity is anticipated, tolerated, and encouraged by project staff. During the project's first few years they came to attach increasing 5
importance to achieving "parity," which they describe as "an attempt to get away from a centralized bureaucratic representative kind of system and 2
to create a system where people involved in a particular situation do not vote or act through representation in resolving the issue in program design and implementation in that situation, but rather get involved in a more immediate consensual kind of organization and decision making." The projects decentralized parity model has two components. As already described, there is a core faculty for each of the five subject area programs, plus core groups managing the doctoral program and the preprofessional program. Second, each of the seven training sites has a site committee.

The site committees function autonomously. Typically represented on 2
a site committee are school administrators, school teachers, students, parents, community representatives, discipline representatives, School of Education representatives, and project trainees. The broad purpose of a site committee is to determine what the TTT project is to do and to be at that site. Site committee functions are so open-ended, in fact, that many committees required the full year of 1969-70 to get a course for the project, and only in 1970-71 were TTT contributions organized around some widely understood and accepted plan of action. Perhaps this deliberate open-endedness explains in part why the project achieved more rapid and successful entry to

smaller outlying schools and school systems than to schools in Riceville itself. In the project's one inner-city site, Leverett High, acceptance of the project was preceded by the development of community and professional support for the idea over the course of nearly a year. Moreover, the principal had been affiliated with TTT since its inception. 34

Besides the seven sites, all in the greater Riceville area, the project also includes two satellites, one in Lakeville, Fredonia, and another in Orford, Atlantica. These satellites are similar in function to the seven Riceville sites. But they have greater autonomy, different 35 37 instititutional affiliations, and slightly different roles in the overall program. In effect, these satellites are demonstration projects spun off from the University of Riceville project. They are linked to Riceville by doctoral externs, who, often , serve as satellite site coordinators, involved in doctoral projects under the Riceville faculty. At one time there were more satellites. Their role in the history of the project has been significant, and is discussed later in this report.

Project Organization: Summary

The founders of the TTT project conceived the basic educational unit as the teacher, and posited that the teacher must be the focus of whatever service and supplemental training is made available. If the teacher understood herself, her relationship to subject material and to students, and her role within educational organizations, her effectiveness would be enhanced by continual renewal and training, accessible through a variety of means. The project therefore stresses the skills of teaching, of working with students in classrooms and classroom-like settings, and of developing sensitivity to individual students and groups of students. This last point - sensitivity to individuals and groups - represents the unifying thrust of the TTT curriculum. Participants, regardless of their stations in this complex organization, are expected to control their own progress within their self-designed program. 15 31

To make this possible, the TTT project, in reprise, is organized along three overlapping dimensions: the vertical dimension of levels of training and training programs; the horizontal dimension of subject area programs; and the spatial dimension of training in the field. Activities and decisions along each dimension are participatory and consensual. Site committees shape programs at the sites. Subject area committees determine the form and content of training in the disciplines. Doctoral candidates and their competency committees design candidates' individualized degree programs. From this it follows that the project as a whole is highly decentralized, although the director and his key staff play a strong coordinating role in setting the rules and limits of such autonomy.

University Relations

The scope of the project in terms of levels of training, discipline, and sites suggests a broad base of University faculty participation, and this is indeed the case. Administratively, the project has a full time staff of 14. Michael McKeon, who plans to leave the project and the University next year, now shares the director's role with his long time assistant, Dr. David Brown, who will replace him as director of the project and Chairman of the Department of Counselor Education. Beneath them are 3 administrative and technical aides, and 9 "coordinators" from Counselor Education, most of whom coordinate both a subject area program and a site. In addition to Counselor Education, other departments contributing core faculty to the project are English, History, Reading and Language Arts, Mathematics, and Secondary Education. Secondary Education contributes the most faculty, 15, because it is the department in charge of training at the MAT and professional year levels. In all 42 core faculty are associated with the project, including a few from other universities, whose role will be explained shortly.

With such massive organizational resources, the project leadership and literature expressed ambitious, large-scale goals and objectives. The whole hierarchy of trainers of teacher trainers, teacher trainers, teachers-in-training, teacher trainees, paraprofessional trainees, and children

in schools participating in the program, are expected to gain knowledge and skills through the project's operation. Not only the personnel hierarchy, but also the participating organizations and institutions - ranging from local schools, school systems, and colleges systems and universities across the country - are expected to change the impact of the program. Expected skill changes include knowledge within disciplines and skills in teaching, but range to greater self-knowledge and greater ability to organize material and personnel as well. In sum, project staff hope to effect perceptible change in skills both professional and personal, organizational and institutional, cognitive and affective, local and regional.

Thus far our description of the workings of the change process has focused on the project in its present form. At this point a historical perspective may be appropriate, to illustrate the evolution of the project and its possibilities for the future, and to highlight some of the problems of coordination and inter-institutional cooperation involved in orchestrating such a wide array of resources.

History and Development: Satellites

By the academic year 1969-70, the Riceville TTT project included five pre-doctoral fellows, one post-doctoral fellow, and 25 experienced teacher fellows at the Master's level. This represented an evolution from a former in-service institute, to an experienced teacher fellowship program, to an early TTT design. Rather than training individuals to work purely as teachers in classrooms, the project had arrived at the goal of training program developers for school systems and colleges. At Riceville "TTT" first meant "training teachers to teach," then shifted to "training teacher trainers."

This emphasis on program development influenced the recruitment of the fellows. Five consortia of universities and schools systems participated in the selection and recruitment of the 1969 fellows. The Capitol City Public Schools and Capitol City State College selected three fellows for that year. The Markham Public Schools and the University of Atlantica at Markham selected three more. Four fellows were recruited by the Boone Public Schools and Jefferson University. Four were selected by the

San Pablo Public Schools and the University of the Midlands. From a broader consortium which included the Lakeville Public Schools, the Alpert (Fredonia) Central Schools, and Gavinboro State College of the State University of Fredonia four were recruited. In addition, thirteen fellows were recruited by the University of Riceville including personnel from the Riceville Public Schools, the county youth development center, and a number of smaller urban, suburban, and rural school districts.

This inter-institutional activity was significant in several ways. First, Riceville empowered the cooperating institutions to recruit fellows for the Riceville program. The University made the final selection, but the role of consortia in selecting those who would get to that stage signified a relatively rare level of cooperation. That school districts and local institutions of higher education were equally involved meant that those recruits, upon returning to their localities, would be provided at least some institutional support.

The central aim of the 1969-70 program was to bring groups of fellows from these satellite areas to the University of Riceville for a year's training in how to develop local TTT programs. That training itself would fulfill the year's residence required for the Riceville doctorate. Following through on the training - i.e., developing a local program when the fellow returned to his home district or college - would finish the doctoral requirement with a "doctoral project." While in residence, fellows were involved equally in training teachers and in taking and teaching courses required for their degrees. The 1969-70 program anticipated the final design, in that the second year was to be devoted to internship at Riceville or externship back at a local district, planning or managing either a teacher training program or one training teacher trainers. Adequately reported, such a follow-up activity would serve several purposes: replication of the Riceville program, with limited funding at satellites; demonstration of the effectiveness of the Riceville program, through the fellows' skills in initiating, planning, and managing a local version of the Riceville training program; and personal mobility for the fellows through completing a reputable, visible, and highly credible doctoral course of study.

Even in 1969-70, the complexity of the project was apparent. To orchestrate plural and overlapping objectives - personal, institutional, and programmatic - required the intimate cooperation of a variety of people. In the course of the Riceville training, doctoral candidates would work with Master's candidates and undergraduates in local schools, thus implementing - as a part of training and a part of service - a differentiated staff in small teams. Yet in recruiting some of the Master's candidates from great distances, in limiting doctoral enrollment to a small number, and in presuming that training Master's candidates and undergraduates was central to developing new programs, the project encountered a number of problems. Both in numbers and in demands on the time of staff and doctoral candidates, the Master's candidates dominated the program. This diverted substantial amounts of effort and training from planning and program development to field work and supervision, theoretically the same kind of activity but actually more time consuming and less replicable.

During the following year, 1970-71, the leaders of the project shifted their priorities. That year they stressed doctoral candidates and post-doctoral fellows. The goal was to recruit candidates who had already demonstrated leadership abilities. In contrast to six post-MA participants the previous year, the project recruited 25, with a focus on selecting those who had the prestige or leverage to plan, develop, and manage a TTT program the year after their residence at Riceville. The substance of the 1970-71 year's residence and training remained much the same as it had been in the previous year, with teams of graduate and undergraduate students working in schools and taking courses at the University.

This shift was strengthened by the presence of some of the first year's doctoral candidates, who remained at the University in the second year of their program. Fifteen of the initial class of 31 fellows remained available, on a two day per week basis. The 1970-71 project was able to build upon the previous year in several ways. The participants who remained in Riceville could act as linking agents to local schools. They were in part funded by those schools in their second year, and participated both at the University and in the school systems in a year's internship. Eleven

of the first year's participants returned to their home systems or institutions, and continued to participate in the program as externs, either remaining onstaff as site co-directors or moving fully into their systems developing training programs. Those who had gone through the first year effectively supplemented the staff for the second year recruits, either in Riceville. or in satellite programs. Finally, they remained graduate students, even if not in residence, and continued to develop doctoral projects and work on their degrees.

The 1970-71 academic year also saw the first test of the "cycling" of trainees - from and to cooperating satellite systems. From Capitol City, in the second year, there were three new recruits, full time in the program. To Capitol City, three second year participants returned as externs, one as the co-director of that satellite. From Markham three pre-doctoral fellows were recruited for full time study in Riceville. To Markham returned two externs for their doctoral projects. Four pre-doctoral fellows were recruited from Boone and Jefferson. Two externs returned there for their dissertation projects. Five pre-doctoral fellows came from Alpert-Gavinboro-Lakeville. Four externs returned, two of whom served as two of the three co-directors of a TTT model teacher training program.

The San Pablo satellite dropped from the 1970-71 project. The second year students from San Pablo were absorbed by a number of other projects. Two were hired by school-university projects training teachers in the Riceville area, one by the University of Patana's teacher education program, and the fourth returned to San Pablo as a clinical instructor, with a joint appointment with the public school system and the University of the Midlands. The San Pablo satellite was replaced in the program by a consortium from Orford. The consortium, which has continued with the project, includes a county training complex, Orford State College, and the local unififed school district. In 1970-71 the Riceville TTT project recruited five pre-doctoral fellows and one post-doctoral fellow from this new consortium. Finally, four pre-doctoral fellows were also recruited from cooperating districts in the Riceville metropolitan area.

This realignment of satellites suggests the importance of personal contacts in establishing and maintaining the national network aspired to by the Riceville TTT project. Project leadership happened to be acquainted with decision makers in Orford, and Orford happened to be an excellent candidate site. The TTT project also tried to recruit the Boone schools as a satellite system. However, there were no personal ties between Boone and the project, no "gatekeepers" to bring the two systems together. Boone declined to join.

The effects of this national network are difficult to trace. Recruitment remained a prime responsiblity of local consortia, and thus varied with each satellite both in style and approach. For the most part, the project served to advance those affiliated with local systems, who needed visibility or leverage or both to bring about a variety of desired changes. Links with a national network and a prominent graduate program gave them additional leverage, additional visibility, and probably additional credibility in dealing with local problems. Yet it is unclear which factors were most important to the overall strategy in design and in effect. The training obtained in a year's residence in Riceville? The informal information network about how peers are bringing about or have brought about certain changes? The selection process itself, requiring local participation of relevant institutions? Finally, it is also unclear what changes these trainees and externs effected directly. The task in the field, namely to develop programs to train teachers, is broad enough to encompass all the activities of most of the returnees. Perhaps it may be said that the project therefore achieved its external objective. Yet the program development mission is not specific enough, nor are the descriptions of field activities detailed enough, to yet say what kinds of training, at what levels, with what personnel, to what ends, have resulted from the project thus far. The project's design is not yet old enough to have yielded finished doctoral projects. Until those projects are complete, national impact remains to be assessed.

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From its inception, too, the project consistently emphasized tactics over goals, styles of change over "models" for change. The project's intent was not to introduce certain products in the schools, but to establish and sustain a process - characterized by a national communications network, mobility between universities and school systems, internships and externships, satellite projects, and so forth. This orientation suggests that the local projects undertaken by TTT participants are likely to vary greatly.

Even in the Riceville area from where the largest number of doctoral externs and master's candidates were recruited, and to where the largest number returned, the kinds of program development which occurred are difficult to determine. In 1970-71 fifteen master's candidates from the previous year worked in local districts on a part-time basis, supported partially through the project and partially from local monies. Acting as teacher trainers, these participants supplemented existing in-service projects in the districts, and extended the pre-service resources of the TTT project in the University. For two days a week, on a per diem stipend, these participants supervised and assisted site teams in cooperating schools. Like the return of doctoral candidates to the project, as team leaders and facilitators and, in some instances, staff members, the return of MA candidates tended to add breadth and support to the project itself. Whether such support constitutes new program development, or expands old program capabilities, may not be as important as the support itself.

History and Development: Curriculum

In addition to these internal developments, over the years the project also experienced changes in its external relations--most notably with Riceville's School of Arts and Sciences. In 1969-70 the project was jointly housed at the University of Riceville and Thorpe University. Riceville supplied expertise in education and counseling. Thorpe offered support in the subject areas, primarily in social studies. Although this cooperation matched nationally known specialists from both universities, it presented a number of logistical, tactical, and political problems. As characterized by the current leaders of the project at Riceville, Thorpe was "heavy" into the "curriculum movement," with a major interest in inquiry-based teaching and updating social studies materials to reflect modern social science methodology. This stemmed from the early work of Mark Halbert and others. In contrast, the Riceville component of the project tended to stress group processes, school and classroom organization, negotiated and flexible objectives, school-community cooperation. Although hardly irreconcilable, these two thrusts, based in different institutions, resulted in tensions. Thorpe's reputation was based on one approach to educational innovation, led by Mark Halbert and Philip Gold. Riceville's was based on quite another approach, that of Michael McKeon and his counselor education department.

By the middle of the 1969-1970 school year, the cooperative arrangement between Riceville and Thorpe was breaking down. In the Spring of 1970, both Halbert and Gold prepared to leave for new positions at other institutions. The project was consolidated at Riceville.

This shift, combined with a new interest in secondary schools, contributed to changes in the role of the Riceville School of Arts and Sciences in the project. The active cooperation of a number of discipline departments was needed to keep the project together, to maintain academic credibility, and to support the training of participants working in subject areas of the schools. TTT came to act as a link between individual faculty members and departments in English, History, Reading and Language Arts, Counselor Education, and Secondary Education. On occasion faculty members from other departments

were brought in to serve as consultants or special seminar leaders. This consolidation at Riceville, combined with a different view of the contribution of subject areas to educational change, signified a movement toward interdepartmental cooperation and toward mobilization of subject area specialists for cooperative activities with individual schools.

The process of initiating interdepartmental cooperation illustrates the overall strategy of the project, especially that of its first director, Michael McKeon. After Thorpe withdrew in social studies and English, the necessity for cooperation was established and the reward clarified: funds were available, as were growing links with local schools. It was clearly to the project's advantage to pick that department which offered the most cooperative and least restrictive links to other disciplines in Arts and Sciences. Rather than choose a number of individual faculty members in a number of different departments as subject area specialists, McKeon chose to work with one department--the Department of English--in order to demonstrate the gains available to a department through work with schools and with the TTT project. The English Department was also both a major department with many students, and a department very visible within the School of Arts and Sciences. Finally, cooperation between the English Department in the School of Arts and Sciences and the Reading and Language Arts Department in the School of Education could benefit both Schools, and could be managed through the TTT project. In short, such a match promised the greatest benefits.

To capitalize on this cooperation required careful planning and coordination. The secondary schools' need for improved teacher training in reading and writing skills was visible enough to support the decision. Additional support was provided by the English Department's flexibility in working with groups and in adapting subject matter in the schools to new teaching approaches. And the need in that department for greater visibility, as subject matter specialists and experts in communication, matched the project's need for academic credibility in Arts and Sciences. The project leadership's overall strategy was to build links with first one department, then others, through demonstrating the benefits of cooperation and community-school activities. Such links would offer alternatives to faculty less

interested in publishing and more interested in teaching to achieve greater impact, rank and prestige. Therefore, once assured of cooperation with English, the project leaders began to plan how to involve other disciplines from Arts and Sciences, modeling cooperation in social studies, history, mathematics, and science on the same approach.

In the 1970-71 project ten members of the English Department were recruited part-time for the TTT project. One acted as a coordinator, and played a key role in working out the details of the Department's commitment. Through his efforts, and those of a curriculum revision group in the Department, a number of major changes in undergraduate and graduate programs can be claimed by the project. Working half-time for the TTT project and half for the English Department, the coordinator managed nine other faculty members with one-third time appointments in the project, in their work with project participants in seminars and in the cooperating schools. As a group they represented a cadre of experienced, highly respected faculty, operating individually in schools and as a team in the Department to focus energy and expertise on daily school problems and regular issues of teacher preparation.

It is unclear whether the efforts of these faculty members followed from their association with the project or from an established commitment to change departmental procedures. The English Department, as a matter of course, had trained large numbers of pre-teachers in their traditional undergraduate program. Such training involved almost no contact with the schools, and very little contact with other departments also involved in teacher preparation. McKeon offered options for eliminating traditional course structures, grades and credit requirements, and for greater contact with schools and communities, all in the context of a semi-experimental program which would not require permanent installation of these changes. The Department, or individual members within the Department, saw the opportunity to experiment with new approaches and methods as a vehicle for changing the constraints of traditional instruction. They were willing to deal with students on a daily basis, with a curriculum and set of experiences which could be changed and negotiated as needs arose. Once this initial group of English faculty allied with the project, other liberal arts departments and faculty followed their lead.

Within the School of Education, the project encountered different problems and employed different strategies, in the context of what must have been intriguing interdepartmental rivalries.

For example, in 1970-1971 the TTT project's practicum focus moved from elementary schools to secondary schools. Teams of participants continued to work in school settings from the previous year. But with additional participants the balance of the project shifted to secondary schools. This may have reflected the interests of the staff and recruits, but also reflected conditions in the Department of Elementary Education and the Department of Secondary Education in the School of Education.

The University of Riceville designed one of the initial Model Elementary Teacher Education Project (METEP) prototypes. Developed to exemplify and promote performance based teacher education, modularization in higher education curriculum, and greater involvement by faculty and students in making curricular decisions, METEP thus incorporated many of the innovations also supported by the TTT project. METEP was developed by the Department of Elementary Education, which then absorbed a number of METEP strategies and designs. This heightened the contrast between the Elementary Education and Secondary Education Departments, and demonstrated the need for innovative alternatives in secondary teacher education. The TTT project offered such alternatives, as well as the resources to support part-time faculty appointments. Secondary Education faculty associated with the project increased from eight in 1970-71 to fifteen in 1971-72, at which time the Department agreed to take over the project's alternative pre-doctoral programs.

Institutional Impact

Due to these linkages with Arts and Sciences Departments and with other School of Education Departments, the project's impact on the University was perhaps more dramatic than its influence in the schools--which certainly is consistent with the director's avowed goal, to change the University of Riceville.

At the University the rapid growth of the project--in numbers of

participants, in levels of skills recruited, and in the project's relations with local schools--steadily increased its visibility and credibility. Even in the 1969-1970 year, several doctoral candidates from different departments in the School of Education and from local school districts applied to the project. Some applied on the assumption that other funding sources would support them, and a few applied expecting to use their own funds. In 1970-1971 five such students enrolled full-time in the TTT project. In 1972 the project arranged to enroll, on a part-time basis, six teaching assistants from the University's Department of English. These incidents illustrate the direction planned for the project. The leaders of the project hope to develop a locally supported and locally recruited cadre of School of Education and School of Arts and Sciences doctoral candidates who will carry on, at least in part, the philosophy and activities of the project. In effect, the project leaders hope to provide an alternative doctoral residency model, attractive enough to draw participants from other doctoral programs, credible enough to enable such recruits to follow their own discipline's requirements, providing real access and significant services to local school systems. Moreover, the plan is that this alternative doctoral program in the Counselor Education Department will be complemented, at the University and in the field, by alternative degree programs at the MAT, professional year, and pre-professional levels, housed in the Department of Secondary Education.

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While the test must wait until 1973-74 and the withdrawal of TTT funds, several factors suggest that the project and the changes it has brought have been institutionalized. Strong relationships have been established with local schools, via the double practicum, the site committee structure, and the recruitment of local teachers as faculty and degree candidates. The doctoral program has proved attractive enough to enroll candidates not supported by TTT funds. The pre-doctoral programs have been adopted by the Secondary Education Department. Perhaps most important, the project has been the vehicle for the formation of strong ties between the School of Education and the disciplines, particularly the English Department, links which seem likely to continue and expand.

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A STUDY OF THE
CAREER OPPORTUNITIES PROGRAM
SUSSEX, NORTH MONROE

Data Collection and First Draft of this Case Study by:

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SUSSEX, NORTH MONROE CAREER OPPORTUNITIES PROGRAM

The City of Sussex, with a population of 158,000 spread over a land area of nearly 19 square miles, has twice been selected an "All-American city." This honor supports the popular notion held by many city administrators that Sussex is a typical American city. Sussex enjoys the geographic and economic advantage of being the heart of North Monroe's "Capitol Region," which has witnessed a spiraling economic growth in the last ten years. In addition to the city's long-standing reputation as the publishing center of the nation, a variety of manufacturing concerns such as the vast Worldwide Motors Complex, Underwood Furniture, and the Acme Container Company ensure a continuing broad-based pattern of overall economic vitality.

Any city, though - even one designated as "All-American" - has its share of urban problems. There is in Sussex, as in most of our major urban centers, a growing community of disadvantaged people, a community of "have-nots" in the midst of plenty. This community is surrounded on all sides by a white-collar class of Sussex residents living in a suburban comfort which includes the city's well-known Independence Park and Plaza. And when have-nots exist in the midst of "haves," socio-economic-political pressures often explode into violence.

Sussex underwent three consecutive years of damaging racial conflict in the mid-60's. Prominent among the issues and circumstances which propelled the "have-nots" into rebellion was the issue of the education of their children. The failure of the educational system to provide the "have-nots" with access to the world of the "haves" has been a frustrating and discouraging experience. A failing educational system, coupled with related problems of unemployment and poverty and cloaked by racism, is an outgrowth of the conditions plaguing most urban communities. These interrelated problems form a circle from which the majority of Sussex's "have-nots" cannot extricate themselves. But, as many of Sussex's administrators have recognized, no effective, long-lasting solution will come about until the schools assume the burden of their responsibilities to all segments of the community.

Sussex has begun the painful but critical task of addressing itself to the challenge. As in most American cities, the scope and depth of this challenge are staggering. The last U. S. Census for which such

figures are available (1960) reported that the city-wide average of adults with eight or fewer years of schooling was 16.1%, with some districts ranging as high as 70%. Patterns of segregation often reflect a deterioration in the educational services offered to the "have-nots." Over the past five years the percentage of white children in the Sussex schools has decreased from 55.2 to 31.5; the percentage of Black children has increased from 38 to 49.8; and the percentage of Puerto Rican children has gone from 6.8 to 18.5. Today, the City of Sussex's total population is over 40% non-white. On the other hand, according to the COP director, the relative proportion of non-white teachers has increased from 13.3% in 1969 to 21.6% in 1971 over the same period of time.

Thirteen elementary schools serving disadvantaged children administered the Word-Knowledge Test to their students. The average tested grade equivalent at the eighth-grade level (1967-68) was 6.5, or 1.7 below the expected grade level norm. On the Reading Comprehension Test, the average grade equivalent was 6.4, or 1.8 below the expected norm. On the Verbal IQ Test administered during the same period, similar discouraging scores were obtained. Here the average score was 88, or 12 points below the expected norm.

These are but a few of the bleak statistics that outline the challenge faced by the City of Sussex Board of Education. They also constitute a set of causal factors which prompted a rebellion among the "have-nots." Todd Browning (COP Project Director) recalled: "Sussex is a place that has suffered civil disorder for four to five years in a row. We had what you might call hot summers and warm winters."

To a considerable extent, the rebellion focussed on the schools and the teachers who ran them. Said Hollis Griffitti, Assistant Administrator to the Superintendent: "...one thing is true, we have never had to bring policemen to patrol our schools, but during that period [of civil disorders] several people in the community, mostly students, wanted to burn down the schools and beat up the teachers."

It was within this general framework that the Career Opportunity Program (COP) came to play a part in Sussex's present attempt to meet the challenge of urban education. Two salient needs demanded the attention of the Board of Education:

(1) the need to improve relations with the predominantly non-white community it served; and

(2) the need to increase the number of Black and Spanish-speaking personnel in the classroom.

COP's basic premise addresses both these needs. Its concept is that public education offered to children of low-income families can be significantly improved by engaging talented and dedicated adults of the same community as an integral part of the classroom experience. It is recognized that these adults' commonality with their children's environment, culture, experiences and life style adds a critically needed dimension to the present educational process. COP offers these individuals an opportunity to receive the academic exposure and qualifications required to become accredited teachers. At the same time, they have the opportunity to become teacher aides in the classroom.

Although the civil disturbances of the mid-60's forced Sussex to focus on the immediacy of its educational needs, there were programs already in operation that were working to solve the problem. At this time, several almost simultaneous events occurred which seemed to spring from the same source: A new superintendent of schools was appointed; and the Sussex '74 Technical Advisory Committee, made up of people from the community, the local education agency, the University of Sussex, and at least one outside consultant (Dr. Bruce Norbert, President of Chaplin University) was formed. During 1968 the Committee developed a comprehensive five-year plan called "Sussex '74." The plan details a course of change for public education in Sussex, with the ultimate objective of redesigning and implementing a comprehensive system of education. Sussex '74 represents a definite recognition of the failure of public education to meet the needs of its most-wanting clients:

> It is the schools, perhaps more than any other single American institution, which must respond to these needs (problems of poverty, unemployment, etc.), not simply in terms of 'middle class values' or a dehumanized educational mechanism, but rather in terms of the real wants of the schools' 'customers'--the children of the nation.[1]

Given this recognition, the committee courageously outlined a plan to make their school system more "humanistic" by developing the "self-motivated, individually educated student who has learned how to learn independently of the teacher and is better able to meet the challenges of his environment."[2] The plan has become a rallying point for many different actors--the Dean of the School of Education of the University of Sussex, administrators of the Board of Education, the Mayor's office, and to a considerable extent, the community.

A crux of the plan was the dire need in urban education for additional services to all children, but especially to the educationally disadvantaged. The Committee proceeded to incorporate in Sussex '74 a comprehensive program, providing auxiliary personnel an opportunity to work directly and indirectly in their efforts to make the public school experience a successful one for all children.

One of the main educational strategies embodied in the plan is individualized learning. This strategy, as explained to us by Superintendent Hawks, called for the use of aides to assist the teacher in this new approach. The operationalization of the plan marked the beginning of Sussex's use of paraprofessional personnel.

Having recognized the need to have more minority teachers in the classroom, the Board of Education began a recruitment program. Efforts to recruit minority teachers extended as far afield as New Mexico. The drive was to get more Black and Spanish-speaking teachers into the classroom, but as Mr. Ford, Coordinator of Federal Programs in the Sussex School District, regretted: "Those that we got weren't tuned in on our youngsters ... So we decided to spend more of an effort to develop our own teachers--from the same neighborhoods--who knew our kids better and would stick with

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1 Sussex '74 Report, page 5.

2. Sussex '74 Report, page 4.

them." Superintendent Hawks informed us that "by getting neighborhood people we got people who knew our kids--and it will hopefully provide a spinoff in terms of future teachers for our schools. This is what really put us in the aide business. The only problem I have with COP is that there aren't enough slots. But without COP we wouldn't have enough aides to do the job."

There are then two major needs toward the employment of paraprofessionals in Sussex:

(1) The introduction of a new approach to education; and

(2) the need to bridge the communication gap between community and school.

It is likely that an additional factor is operative. Employing paraprofessionals in the classroom provides a relatively low-cost means for the school system to reduce the adult/student ratio in the classroom. It is possible to employ two paraprofessionals (at an annual cost of $3400) for the price of one certified teacher. There are currently approximately 1200 teachers and 525 aides in Sussex; if the money spent on aides were spent on teachers, thus reducing the total number of adults in classrooms from about 1725 to about 1465, the adult/student ratio would be reduced by 15%. Thus, it would seem that budgetary reasons would, at least, reinforce the other factors in favor of the use of community paraprofessionals.

There are many people in the school system who would place considerably more weight on the formal factor, i.e., they see themselves as a community which has the will to change as well as a change-oriented school administration. These people are quick to point out, and rightly so, that as early as 1968 David Capa (present Director of Follow-Through) implemented one of the first "open education" programs for primary school urban children. The program, still operating, is known as Sussex's Follow-Through Program. It is derived from the Montessori School concept that one does not have to coerce children to learn to read. If one creates a rich environment, with plentiful games and a positive feedback mechanism, children will acquire the desire to learn to read. Efforts made by advocates of this approach to get a commitment from the district proved

successful. They then outlined an in-service staff development program. This strategy involved a process for training all kindergarten and first-grade teachers, with future intentions of training all second-grade teachers. Each teacher was required to return after three weeks for further review and training and given a wealth of new materials to employ in this new teaching approach. The point of interest here is not only that teachers were trained, but that the advocates of the new approach realized that additional personnel was a necessity if the kindergarten and first grades were to function effectively in the newly created environment. This meant that the district had to make a commitment to secure paraprofessionals. As we have seen, this commitment was made and paraprofessionals were trained simultaneously with the teachers.

There are others in the community and in the school district, however, who saw a communication gap between school and community as having more weight in the decision to employ paraprofessionals. Mr. Richard Ford, federal funds coordinator in Sussex, noted in recalling the district's frustrating efforts to acquire comprehensive educational funds that the Headstart Program was the first fund source related to Sussex '74. The district quickly realized that community participation was essential in planning a Headstart Program. Being granted the funds to operate a Headstart Program also provided the district with the opportunity to mend the broken lines of communications between the community and the school board. The district set out on a campaign to form parent groups. Twelve groups were formed, one in each of the Headstart centers, and through these groups a line of communication was established. This community involvement developed into the formation of the Policy Advisory Council for Child Development. The prerogatives of the Council allowed them to serve in an advisory capacity for the community, including some policy-making authority. Functioning as a model for community participation, the Council provided the foundation for the establishment of a neighborhood advisory council in each of Sussex's 28 public schools. These neighborhood councils had a direct and immediate effect on broadening the base for neighborhood participation, and even more quickly provided a legitimately sanctioned forum

for airing community complaints against the school district. Todd Browning, present Director of COP and former principal, recalled: "When we launched Sussex '74, when we went into the community and started those meetings, the community folk were very hostile. Despite this, a sort of understanding emerged. The more we talked the quieter the population became--as a result, we haven't had a hot summer since."

Bridging the communication gap by involving the community seems to be a top-priority interest of Superintendent Hawks. He stated that some years ago, when he assumed his present position, he concluded his administration would have two basic thrusts: (1) the provision of a valuable education for children; (2) helping the poor help themselves. He remembered that when he came to Sussex from his previous position in a suburban Midwestern town, he was surprised to find "... there was no leadership in the poor community, they didn't know how to put the pressure on. Griffith [the Administrative Assistant to the Superintendent] will tell you how every chance we got we formed advisory committees, hoping that some leadership would evolve."

Many community people would undoubtedly resist the presumptuousness of this statement. However, it does indicate that Superintendent Hawks wanted his administration to involve itself with the poor community. To demonstrate this intention, Superintendent Hawks hired a Black Administrative Assistant to the superintendent whose immediate responsibility was to get the community "involved." Assistant Superintendent Griffith recalled: "Part of my responsibility when I first got here was to get the community involved. So I set out to build the groundwork, which resulted in many advisory committees. But this wasn't enough. We had to get them [the community folk] into the classroom. We had to tap the community for teachers; and of course, we knew that the community wanted a piece of the program [COP]. Man! ... We were getting a lot of pressure. Kids wanted to burn [some schools] down."

To sum up, this was the advent of a new approach in elementary education. The demand of the "have-not" communities for an increased role in the educational process and the concurrent commitment of the superintendent to fill the demand resulted in employment of community paraprofessionals in the schools.

On November 29, 1969, the Sussex Board of Education submitted a COP project application; the following year the Sussex program was funded, and upon funding, the process of selecting a Director began. A seven-man committee consisting of three representatives (total) from the Board of Education and Sussex University, with four community members, reviewed a number of candidates. Todd Browning, a Black former principal in the Hartford system, was selected.

Given the history of political animosity that existed (and still exists) between the school system and the community, it was no surprise that the selection of a Director would be weighted with serious political considerations. The community was distrustful of any white institution, and most recently, even of the school system. The school system, on the other hand, despite commitments to "bridging communication gaps," felt there was much more at stake in COP that "just pleasing the community." So for both parties the Director had to be the "right man"; that is, the "right man not to sell out the community and the "right man" to represent the interests of the schools. Mr. Browning remembered quite vividly the scrutiny he underwent, especially from community people: "Man! ... those sisters really gave me hell! I tell you, I never been shaken up like that before in my life."

In the end, it seems that they did indeed select the right man. Throughout our interviews with LEA personnel, IHE personnel, community members, local social organizations and the enrollees themselves, we heard praise of Mr. Browning's fine work under difficult circumstances. A typical statement from the community was: "With all the mess and changes [the school board] put him through, he's done a damn good job." Similar comments, without the condemnation of the district, were voiced by the LEA.

The steering committee was replaced by an Advisory Committee of 27 members, with the majority representing the community. Model Neighborhoods Inc., the community arm of Model Cities in Sussex, was instrumental

in selecting the community members of the Committee. With its administrative unit in place, the program was ready to go into operation. The immediate task was the selection of participants and the final formulation and assessment of their training roles. At this point, the University of Sussex was already playing an integral role in Sussex's COP project. Both the Dean and Associate Dean of the School of Education were on the original Steering Committee. Involvement of top-level university personnel at this early stage of the program's growth reflected the relationship between the Sussex Board of Education and the University.

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Superintendent Hawks recalled that when he was trying to employ the services of a university to train paraprofessionals and/or teachers, he couldn't find any that wanted to cooperate. He reasoned that "most colleges don't recognize what a city is, don't know what a city school is like, nor do they know what a child looks like, so they couldn't deliver the services we needed." In addition, it seemed as though the local university feared that its status might suffer if it were to engage itself with people (in this case, paraprofessionals) who weren't really "college material." According to Hawks, the district finally secured the needed services from the University of Sussex, after holding the then new president to his alleged commitment to the City of Sussex. The president in his inaugural address condemned the lack of involvement of most colleges with the cities in which they were located.

The Sussex Intensive City University-Teacher Training (SICUT) Project was the first benchmark program to characterize a very close, reciprocal relationship between the two institutions. The program was designed and operated cooperatively by both the City schools and the University of Sussex. Centered on a summer school work session, the program utilized the facilities of Sussex's Grunitzsky Child Development Center and the University of Sussex to shape groups of both experienced and inexperienced teachers into functional teams sensitive to the needs of Sussex's children. As a laboratory in the elimination of segregation, SICUT served to integrate 500 youngsters from all the public and private elementary schools of the city.

One factor which makes the relationship between the two institutions work is the mutual personal admiration and respect of the superintendent and the Dean of the School of Education. When asked what made Sussex so unique in its response to the needs of urban education, Dean Kubik responded: "A darn good superintendent--a guy who is not afraid to speak up. Don't sell him short; he is a guy who rolls with the punches, can take it, can give it--and there it is. He is darn good."

In response to a similar question, the Superintendent replied: "It is the leadership of Kubik, backed by the Chancellor, that made the difference ... There are days when I think we work more with the University than for the City." Both men have exchanged seats on their respective advisory boards. Moreover, Dean Kubik told us that he has two vacant faculty slots which he does not intend to fill prior to consultation with the Superintendent.

Given the uniqueness of this relationship, especially in view of the traditional tension between the practitioners of public education and its theoreticians, one naturally wonders why the University committed itself to such an extent. The reasons given by the University are as follows:

(1) It recognized its responsibility as an urban university to its city.

(2) It has much more flexibility than a state university to engage in such an effort.

(3) COP brings in a student clientele that has much to offer to other students, as well as to the faculty.

(4) It challenges the Department of Education to deliver "relevant" teaching skills to the urban practitioners. As Dean Randall puts it: " ... It does things to teacher education. We are being forced to come up with a justifiable model where special emphasis is placed on transmitting skills and communicating with a special kind of youngster. Besides, most of our students are white middle-class kids, and [COP in the University] gives them insights and experience with urban problems."

(5) It engages the University in delivering urban education services --an act which will hopefully distinguish the University, increasing its recognition among the academic community.

In discussion with Dean Kubik, our field team suggested two other ways of summarizing the reasons for the School of Education's involvement

in COP. These are:

(1) That the School of Education wishes to excel in some field of education. Lacking the endowment and library resources of some of the other universities in North Monroe, it has chosen to concentrate on urban education; and

(2) That federal "soft money" programs provide the resources to enable the School of Education to enter the area of urban education. (The School of Education is also involved in several other federal programs.) 3

Dean Kubik did not seem to disagree with these suggestions.

In early 1970, the Advisory Committee began the arduous task of selecting participants for the program. With funding for 100 participants, the Advisory Committee anticipated 40% would be veterans and 15% would be drawn from Sussex's Puerto Rican population.

An early decision was made that educational achievement would not be the sole criterion for participation in COP. Todd Browning was determined that he was not going to "cream participants from the top." He stated: "If we had creamed, we would have had graduates long ago. We could have taken people that already had two or three years of education and rushed them through the program easily. Other COPs have done it, but this is not what we are about."

When we asked the Advisory Committee what set of criteria they used in their selection of participants, they listed the following:

(1) "Our top priority and interest is to determine if the individual is interested in teaching Black children."

(2) "The individual had to be a paraprofessional, working for the Sussex school system." 23

(3) "He has to be highly motivated."

(4) "He has to be living in the Model Neighborhood or serving in a COP feeder school."

(5) "The person has to be high-risk--i.e., having been failed by the school system and frustrated in life opportunities."

(6) "The person has to be a resident of the City of Sussex."

(7) "The individual also has to be committed to finishing the entire

program. From the very beginning we try to discourage them in a sense; we make them aware of the hard work involved. We can't afford to let someone drop out in the middle of the program year. There are too many people out there who can take complete advantage of this program."

With these guidelines in mind, the Committee proceeded to select participants from an existing large pool of already employed paraprofessionals (with the exception of veterans). The decision to restrict the selection to aides employed by the Board of Education reflected the determination to supplement and enhance the existing paraprofessional program. As mentioned earlier, all kindergartens and first grades in the system are staffed by a teacher and a paraprofessional. COP therefore directly fits into the district's plans to train its aides and expand the program to other grade levels.

In spite of the exception made for veterans, the program has failed to attract a significant number of males. Of the present 105 participants, approximately 10% are males. The reason is quite evident--the program does not offer enough money to meet the needs of the average family man.* In addition, if a male were not a veteran, it is quite likely he would be disqualified if he were not also a paraprofessional employed by the district.

Despite the expressed desire of the Committee to have Black and Puerto Rican men in the classroom, this goal is affected by structural constraints inherent in the selection process and inadequate financial incentives. As a result, 90% of the COP participants are female; the average age is 43 years; almost all are mothers and a significant number are grandmothers; and most have been out of school (high school or college) for at least 25 years. But these statistics should not lead one to form an inaccurate picture of a participant's actual performance or ability. The Advisory Committee stuck to its recruitment guidelines and gathered a group that can only be characterized as opinionated and tenacious. As one Committee member explained, "You seem worried about this age thing. Let me tell you that I would rather have a fifty-nine-year-old woman who knows what she wants to do fill a slot than my twenty-year-old daughter, or a

*A paraprofessional receives $3400 a year.

young man who hasn't decided yet what he wants to do with his life."

The Director of Headstart, Mrs. Jarrell, stated: "When you get down to it, we were looking for people who are more sensitive, who know our children, who are keen to their needs, and these people are usually mothers. And because of COP, these people seem more highly motivated toward a goal, more confident to do better."

Although the old saying reminds us that "self-praise is no recommendation," there must be an exception here. One COP enrollee characterized her colleagues as "go-getter people, we are very strong and determined people." 23

Superintendent Hawks: "The only thing wrong with COP is that there aren't enough slots. I tell you ... every teacher wants a paraprofessional in his classroom." 20

Richard Ford: "If you walked into a classroom you wouldn't be able to tell the difference between the COP aide and the teacher ..."

There is, then, across all levels, an overwhelming, enthusiastic commendation of the performance of the paraprofessionals.

The Sussex School District has had considerable experience with paraprofessionals prior to COP funding. In this regard they had already established an advancement procedure, and the subsequent operationalization of the COP program somewhat formalized the process. The district employs paraprofessionals in the fields of adult education, guidance, library service, physical education, school health, social work and elementary educaiton. In all areas, the paraprofessionals may advance in their careers through a four-level career lattice plan.

In each area, the levels are designated as follows: Level I--aide; Level II--assistant; Level III--associate; Level IV--intern. At Level V, the paraprofessional has completed the necessary requirements in his particular area and has advanced from the paraprofessional to the professional level as a certified teacher.

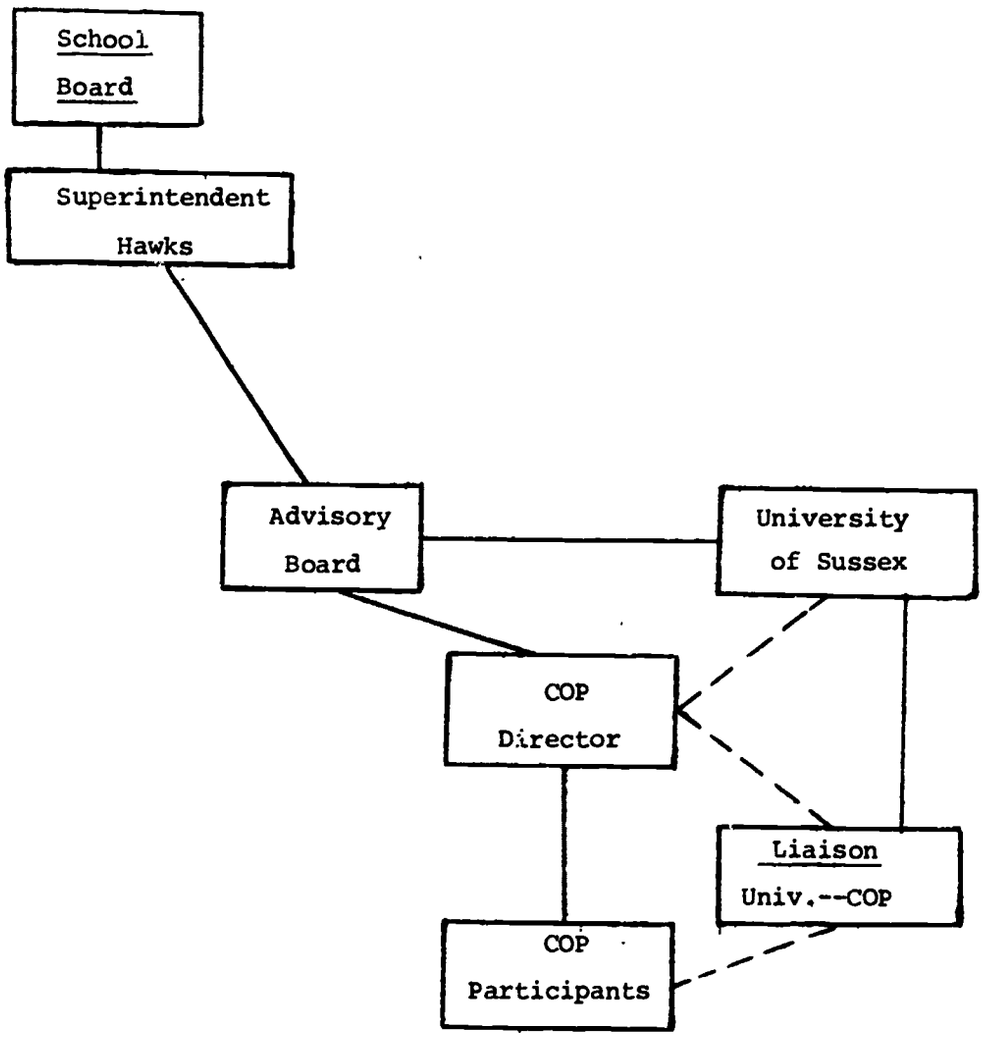
With each progressive step in the lattice, there is an increase in

salary based on education, in-service training, special courses and seniority. The salary schedule runs from $3200 to $3600 at Level I, $3400 to $3800 at Level II, $3600 to $4000 at Level III, and $3800 to $4400 at Level IV. Fringe benefits offered at all levels include Blue Cross and C.M.S., major medical insurance, free life insurance, optional dental insurance, leave for illness and personal reasons, and severance pay for unused sick leave.

A COP paraprofessional is brought into the program at Level I with or without a high school diploma and less than one full year of college. With one year of college experience, the paraprofessional is eligible to advance to Level II; to Level III with two years of college, and to Level IV with three years of college.

ORGANIZATION CHART

Decision-making structure:



As the above chart indicates, the project's organizational structure is not a simple one. One would in fact be hard-put to defend the direct lines of communication as outlined; not because they do not exist, but because informal communication is more often the norm. The superintendent's own managerial philosophy explains this informality to some extent: "The superintendent before me ran a very hierarchical administration--I want to flatten that pyramid ... It is my belief that until you free up your teachers and administrators--until we decentralize decisions --you can't expect creativity. What you can expect is dealing with a lot of false crises." He added, "We're not doing a good job educating, but we're doing a good job with middle management."

Because of this position, in addition to his stated commitment to "helping the poor help themselves," Hawks apparently allows the Director of COP considerable latitude in the operation of the project. It seems doubtful, however, that Todd Browning would have assumed the responsibilities of the position if he had not been granted considerable flexibility in and control of the program's operation. While recounting the circumstances and events which eventually led to his appointment, he told us, "There were two things that I demanded--on paper--before I took this job: One was considerable autonomy in running the program, and the second thing was my old job back if COP went out of business, or if circumstances were such that I had to leave."

Given the prevalent climate and conditions during the birth of COP in Sussex --particularly the hostility of the "have-not" community and the "sensitivity" with regard to community issues--it is not surprising that a hierarchical decision-making structure seemed antithetical to "giving the community a piece of the program" or to bridging the communications gap between the district and the community. As such, the body that makes most of the day-to-day operational decisions of the program is the COP advisory board, which is predominantly representative of community folk. This body meets monthly, and, as mentioned earlier, both the Dean of the School of Education and the Dean of the School of Arts and Sciences sit on the board. Mr. Franks of the State Department of Education is also a board member.

An atmosphere of cooperation and mutual respect characterizes the interaction of the parties represented on the board. Dean Kubik and Dean Faulkner attend most of the scheduled meetings despite very busy university schedules. As representatives of the university, they seem committed to integrating the inputs of the community members into their educational program. In addition, they welcome the opportunity for such interaction to get community feedback as to their own recent performance. The community participants are representative of those Black citizens who are in touch with most of the local social action intervention efforts. They are very committed people, gifted with more than an average share of energy. The local school district is, of course, represented by the Director himself. Although his position inherently binds him between two interest groups, he has managed to walk the precarious line with subtle grace and confidence. Undoubtedly it is this special ability of Todd Browning which solidly cements the three entities (LEA, IHE, community) into a cohesive working unit. With this evident success, however, his potential role as an initiator and decision-maker of the concerns of community folk has apparently been sacrificed.

Although the majority of the advisory board members are also community members, it would be difficult to defend the proposition that their influence is commensurate with their numbers. There are several possible interrelated explanations for this, the most important of which may be the absence of a viable structured feedback mechanism for the COP participants into the program's operations. The Abt Associates field team conjectures that the reasons for the absence of strong feedback from the Board to the Sussex Board of Education or the University of Sussex are the following:

(1) Todd Browning has made the program as successful as it is by assuming a necessary role as an intermediary among the participants, the University, and the school district. It is thus very difficult for him to act as a leading advocate of any one of the three points of view. Since he cannot focus entirely on the demands of the COP participants, it is up to the COP participants on the Board to do so.

(2) The COP participants on the Board do not seem actively to seek changes in the program for several reasons:

(a) After years of being outside the higher education system, they are now inside it. Their new identification with the University makes it difficult for them to step out of their student roles into their roles as Board members to request changes from the deans of the two schools which provide their course work. 18

(b) The COP participants feel immense and justified pride in the successes they are individually achieving in a very difficult situation--full-time jobs, family responsibilities, & academic work. They are role models for their families and seem to want to avoid seeking an easy road to success. Again and again in interviews, participants expressed pride in succeeding despite difficulties. They feel that they can "make it" within the University's system and therefore do not request changes in that system.

(3) The School Board apparently cannot lead in making changes to benefit the COP participants because of pressures from non-COP paraprofessionals and the Teachers' Union. If the Board of Education were to allow release time for the COP aides, there would be charges of favoritism from the other groups. In addition, there would be significant planning and mechanical changes in the classrooms, because the absence of a paraprofessional drastically increases the adult/pupil ratio in a classroom. The School Board seems not to be interested enough in easing the burden on COP participants to pursue actively this kind of change.

(4) During the COP Board meeting which Abt Associates observed, Dean Kubik and Dean Faulkner several times indicated their willingness to go along with changes if the Board wanted them. There does not appear, however, to be active leadership from the University in seeking out and dealing with COP problems. Steve Jordan, the University's liason person for COP, is responsive to requests for assistance, but does not actively search for those individuals who have problems. 33

As can be discerned from the chart on page 15, the liaison position between the program and the University is vital to providing feedback. The responsibilities of this position include counseling COP participants on academically related matters such as which courses will fulfill certain requirements, providing the necessary services (remedial and/or tutorial) to

assure academic progress, advice regarding problems encountered in the participant's practice teaching site and on the campus, etc. This role calls for a person who not only must make himself available to all participants with pertinent concerns, but who also can act on these concerns or make them known to those actors who can effectuate a response to the participants' needs.

The importance of this role becomes even clearer as one examines the multiple constraints on the participants' passage through the program. As mentioned earlier, most of the enrollees have been out of school for a considerable length of time, most are parents of school-age children (if not grandmothers), and all work a full day as paraprofessionals for the Board of Education. The participant can attend class only after a full day's work, returning home to prepare dinner for the family, making arrangements for someone to babysit, and driving from home to the University (if one owns a car; if not, using public transportation, which does not go all the way out to the University but stops four blocks away and ceases services after the early evening). Classes are usually over in the late evening (10:00 or 11:00 p.m.), and the participants then return home, attempt to study, do a term paper, or in general integrate the theoretical materials presented that evening. The following morning the participant is greeted with domestic chores, getting one's children and oneself prepared for school, and so the cycle is started again. It would be an understatement to say this is a rough schedule. Stephanie Law, Director of the New Careers program, gave her assessment of the situation: "Most of the participants that I know and have spoken to indicate that the courses are too much in addition to the regular work week ... They need additional tutorial help." She continued:

> "COP falls short in supportive services. You see, what a lot of people don't understand is that these [participants] are not super-people--they may be disadvantaged and eager for opportunity and all that, but they're not supermen--they can't make up in two years what they have missed for their whole lifetime."

Although time did not allow us to examine thoroughly the reliability of these allegations, the unfamiliarity of those participants we did talk to with the liaison position heightened our concern with regard to this

issue. One participant was particularly concerned and articulate about the issue of supportive help and the problems of the COP participant.

> "There are so many people who need guidance ... How to take courses; how to combine hard and soft courses, and so many of the little problems you run into if you're not familiar with university life. A lot of this activity should be mapped out more ... We should have a lot more meetings to straighten out little things, before they become big hassles for people."

18

This respondent was immediately asked (as were others), "Doesn't Steve Jordan perform these roles?" Her response was:

> "Well ... people who perform these roles should be honestly interested in getting you through ... motivating you ... A lot of people don't know the steps--they should be informed--if not, a lot of people will have to backtrack. I know people who have repeated courses they did not have to take to fulfill a requirement. These are things that they should have known."

22

At one point in our interview she stated: "A lot of participants may not be able to articulate the problems they have, because they don't know they are problems themselves ... And you know? ... sometimes we wonder who is fighting for us--they are not fighters for us. If you don't push they don't react."

Another participant had this to say: "I need the constructive criticism I'm not getting nor think I will be getting." Again, we asked if Mr. Jordan was helping in this capacity. This respondent indicated that she had never met Mr. Jordan , although she knew he was around. "We need more support in the classroom. I think [Jordan] has the knowledge--but he also has two jobs. I think he ought to be in the schools. More people should be hired in this capacity."

Similar comments concerning supportive help were made throughout our interviews with participants. We should point out that not all of those we spoke to referred to Mr. Jordan by name (some did not know his name), nor did all participants imply in any way that he as an individual was negligent in his duties. As a matter of fact, Mr. Browning, the Project Director, told us on many occasions during our one-week visit that Mr. Jordan's services were invaluable to the current success of the program. This commendation was seconded by Dean Kubik. The point is that there appears to be a lack of sympathy, understanding or communication on certain

issues of importance to the success of the participants in the context of their individual and collective difficulties. It is hard to understand this in light of the composition of the Board and the influence it should be exercising in dealing with these issues. One gets the impression that it is not so much that the minority members on the Board are completely unaware of these issues, but that they expect the participant to encounter difficulties, and they expect him or her to overcome them in spite of any hardship encountered. The success of the participant in face of these constraints is taken as a measure of his or her determination to take advantage of the singular opportunity which COP offers. Mrs. Gibson, one of the more active and vocal members of the advisory board, said: "COP offers a way of lifting the spirits of low-income people by making them become a meaningful part of the educational process. COP has given people who in the past have failed a chance to succeed."

Another member of the board added: "We don't want to make it as easy as possible for them [the participants]--but as possible as possible."

It is this focus on an individual's strength and commitment as the main determinant of success which characterizes the attitude of the minority members of the board. It reflects a sort of "reverse psychology." On the one hand, it is recognized that the participants are individuals whom the system has failed or who have failed to make themselves successful within the opportunity structure of the system. Somehow, past failure comes to be associated directly or indirectly with the participant. But the association is such that it compels the participant to demonstrate unequivocally that he can perform as well as anyone else if given the opportunity. On the other hand, inasmuch as it is recognized that the individual participants might have academic difficulties because of their past "failures," very little concerted effort is made to bridge the gap with the necessary services--because if the participant is given too much overt assistance, this would be seen as evidence of his earlier "failures."

This "reverse psychology" is shared not only by board members, but also by a great number of the participants themselves. Dean Kubik made it known that the University was willing to offer courses on-site, in addition

to special (not necessarily remedial) courses for the participants. This proposition, however, was turned down. "They didn't want this; they wanted to be in with the regular students, and didn't want to seem as different. They wanted to be on campus and be a regular part of the student body."

It is understandable that COP participants do not want to be considered "special cases," i.e., low-status students. Admittedly, though, they are special cases--their circumstances, problems and needs are different from those of the regularly enrolled undergraduates at the University of Sussex.

A Summer Orientation Workshop was operated during the first year of the program for the prospective students. The program, recognizing that the incoming COP students lacked the skills demanded by most institutions of higher learning, was designed to strengthen their academic skills. The focus of the initial summer program was an individualized prescription of remedial and/or developmental programs. College credit was not given over the six-week period but it offered a comprehensive review in the following areas:

(1) Reading comprehension
(2) Reading speed
(3) Listening comprehension
(4) Notetaking skill
(5) English composition
(6) Grammar and syntax
(7) Oral expression
(8) Library use
(9) Quantitative reasoning
(10) Arithmetical computation

Every participant was screened in each area by the use of standardized tests, informal tests and professional rating techniques. At the conclusion of the screening process, students were advised as to the area and level in which they should seek support during the regular academic year. But these provisions for remedial learning have not continued to be an integral part of the program. Mr. Browning said that the students as a

whole have not requested remedial help, so that this part of the program was discontinued. Now, if and when a student has a particular academic problem, he or she is aided personally by Todd Browning, if not by Steve Jordan. The unfortunate result of the discontinuance of the summer workshop is that incoming students do not have a similar opportunity.

Several efforts are required to make the COP participant's transition to the University as smooth as that of a regularly enrolled student. One is the need of a more concerted supportive service effort. Another is release time, i.e., allowing the participants some time off from their working day to provide them with a chance to fill their academic responsibilities. The difficulty in obtaining the former is the barrier raised by use of "reverse psychology." This could be accomplished by establishing a mechanism whereby the participants could meet with the advisory board on a regular basis to discuss pertinent issues or concerns. The latter is seemingly much harder to accomplish. Release time for COP participants has become an issue embroiled in teachers' union politics. Since all of the participants are already employed by the Sussex Board of Education and are members of Sussex's Paraprofessional Association, Superintendent Hawks has deemed it unfair to give release time to COP participants alone, without including all other paraprofessionals and, to some extent, teachers. Limited funding and a contract that calls for all Paraprofessionals Association members to work the full school day make this impossible. In addition, there is no substitute personnel provision for paraprofessionals; that is, if a paraprofessional does not show up for work there is no one to replace him or her for that day. We were led to believe that this is a common complaint registered by teachers in the system--that their work load is heavier without a paraprofessional to aid them. Nonetheless, it seems to us that if the board members exercised their potential influence and made a case to the district about these issues something could be done.

Given the constraints outlined above, the academic progress of the participants is very impressive (see the grade point chart on the following page). It should be noted, however, that despite the impressive achievement of the good students, those that have a grade point average below 2.0

Number	Cum.	Sem. Hrs.	Number	Cum.	Sem. Hrs.
001	4.00	15	050	2.36	30
002	3.85	42	051	2.35	16
003	3.78	10	052	2.34	22
004	3.72	36	053	2.33	27
005	3.47	76	054	2.30	28
006	3.30	60	055	2.30	25
007	3.22	43	056	2.35	39
008	3.21	51	057	2.20	45
009	3.21	28	058	2.20	27
010	3.18	52	059	2.17	27
011	3.18	31	060	2.13	33
012	3.15	55	061	2.13	31
013	3.07	30	062	2.12	42
014	3.00	46	063	2.11	35
015	3.00	24	064	2.10	21
016	3.00	24	065	2.09	32
017	3.00	15	066	2.09	28
018	3.00	9	067	2.06	27
019	3.00	6	068	2.05	33
020	2.93	57	069	2.02	34
021	2.93	36	070	2.00	24
022	2.92	27	071	2.00	22
023	2.90	36	072	2.00	21
024	2.88	51	073	2.00	18
025	2.88	12	074	1.94	31
026	2.86	57	075	1.90	36
027	2.85	45	076	1.83	27
028	2.76	34	077	1.82	51
029	2.75	45	078	1.80	21
030	2.75	28	079	1.75	21
031	2.75	21	080	1.74	28
032	2.75	12	081	1.70	21
033	2.74	34	082	1.67	33
034	2.71	50	083	1.67	18
035	2.70	31	084	1.62	71
036	2.60	54	085	1.60	30
037	2.60	27	086	1.50	24
038	2.59	36	087	1.50	15
039	2.57	54	088	1.40	15
040	2.53	28	089	1.33	15
041	2.50	36	090	1.20	18
042	2.50	27	091	1.07	10
043	2.50	21	092	1.00	18
044	2.46	31	093	1.00	15
045	2.45	43	094	1.00	6
046	2.40	36	095	.60	21
047	2.40	36	096	.50	15
048	2.40	24	097	.50	12
049	2.36	34	098	.33	9

are apparently not getting adequate help, i.e., there is no structure for helping the low achievers.

Although we were of the impression that the board, in particular minority members on the board, did not have a sense of power or ability to effect the changes cited above, they had definite ideas of changes they would like to see come about as a result of COP. Here, for example, are a list of changes they would like to see occur within the university vis-à-vis COP.

1. Dropping of the entrance examination.

2. Having the participants play a more active role in developing a curriculum.

3. Having the participants take courses that are more immediately relevant to their teaching roles.

4. Effect the method of educating teachers.

As one of the board members put it:

> "COP participants are in a position to diagnose what's wrong. If they...we...could sit down and pull out what the COP teacher needs to be effective - then we could make the university provide the necessary educational training for them."

Most of these points underlie a general dismay felt by most participants that the courses they are now taking at the university have no immediate relation to their work in the classroom. One participants remarked:

> "I'll write off the university right away. I haven't gotten anything from them. Most of them don't know as much as I do about teaching. There's no relation of what I'm doing and learning. All I'm doing is getting my credits. I've no respect for college education."

The main reason why some of the participants feel this way is because the educational training part of the program was not designed any differently for the COP students, i.e., the COP student has to take all the general requirement courses before they can take courses in majors, which in this case is education. At present, according to Jordan, only 15 of the 105 participants have fulfilled, or are near fulfilling the required liberal arts courses, as such very few are actually taking education courses.

The original design of the program outlined a procedure whereby a participant could finish 30 credits of work each year. Yet it is flexible enough, (or difficult enough) in its scheduling to permit participants to establish their own rate. Presently enrollees take 1-3 courses a semester - most of which are towards filling their liberal arts requirements. In addition to the regular school year participants can take courses during the summer.

In regard to the fourth point listed above, many participants are concerned with the inability of licensed professional teachers to deliver adequate educational services to their children. In addition they are concerned with a poor attitude some teachers display in the classroom. It is their belief that somehow, teachers should not only be better trained, but also more sensitized to their student clientele. Here is a range of comments we gathered around this issue:

> "I strongly feel I should stay here and teach where I know and understand. The attitude of the teacher is negative. You hear them talking in the classroom, or to other teachers in the halls - where everyone can hear them saying, 'I wouldn't send my children to Clarke Street,' (the school where this interview was conducted) 'these children don't know how to behave or learn.' Sometimes I wonder if they feel that way, why they work here."

> "The disturbed child - a lot of times, the teacher will not take this over. The paraprofessional, who supposedly doesn't have the technical background...but is usually assigned to these kids. All these kinds of things also contribute to animosities. COP actually does 80% of the work and gets half of the pay."

> "The Spanish child and his problems are also referred to us. When the teacher does this, they permit prejudice to develop."

Along these lines, COP participants as a whole seem to be quite aware of the difference they make in the classrooms - if for no other reason - because they are Black.

"Coming out of the ghetto - I know some of the hangups. It gives me an angle to open up the right door for him (the teacher). Where he would get the door slammed in his face - I wouldn't."

Another participant commented:

"I've never seen little kids with so many problems. They bring so many of their problems here, sometimes all they want is someone to hug them, show them a little warmth. These little kids can relate to me better than to whites."

The strategy of drawing participants from the immediate community has tremendous payoffs in terms of bettering teacher-parent relationships and ameliorating the discipline problems in the classroom. One COP participant recalled the discipline problems one child was giving in a class before her arrival. She became concerned and decided to visit the home of the child. When she got to the parents' residence, she discovered that she and the child's mother were old schoolmates. Discussion of the child's problem was made easier, and the parent was happy that she knew that someone in the school, whom she knew, was concerned about her child's welfare and progress. The child, who at the time had gained the reputation of being "the baddest thing around," soon amended his behavior and his mother visited the school more often.

In conclusion, the Sussex Public School System has realized considerable and significant benefits from the employment of untraditional teacher resources. Their initial apprehensions, concerning the effective integration of paraprofessionals and professionals working cooperatively in the common goal of infusing education with a sense of reality, apparently are no longer significant.

Notable gains have been made, but the full distance has not been run. Of the total number of student participants in the program, only one will have completed requirements for a baccalaureate degree in June of 1972. Understandably, this in part reflects the policy of the director not to "cream from the top" in selecting participants. This policy is consistent with the full spirit of the COP program. However, the success of an effort governed by this policy is highly correlated with the quality and consistency of the supportive help integral to the program's operation. It is this issue, more than any other, which needs to be immediately addressed. Given the

atmosphere of cooperation and trust which presently exists, it is the impression of the Abt field staff that this issue can be resolved without much difficulty. The COP participants, as we noted earlier, do have several viable recommendations. However, due in part to their "reverse psychology," in addition to the absence of structural programmatic mechanisms, their potential input into the program has not been fully exploited.

The strategy on the part of the Sussex Public School System to "...spend more of an effort to develop our own teachers...from the same neighborhoods...who knew our kids better and would stick with them," has considerable and significant value. From intensive interviews with school administrators, principals, professional teachers and the paraprofessionals themselves, the COP program seems to have made significant inroads to:

1. Introduce a new approach to education; and
2. Bridge the communication gap between community and school; and
3. Provide an educational opportunity for many ethnic minority adults; and thus
4. Provide COP participants with an immense and justified pride in their new academic roles and accomplishments; and more importantly
5. Provide role models, for their own children, and other children in the deprived areas of the urban ghettos.

In addition it seems that the COP participant has been an important variable in changing the professional teacher's attitudes towards the student, especially the ethnic minority student.

While parents of ghetto school children may, like their suburban counterparts, not read the latest studies, when a parent in the inner city of Hartford says she is tired "...of teachers who don't care about my kids, who are too lazy to teach them right, and ...blame our kids instead..." she is touching on the central strategy of the Sussex COP.

There is a mass of evidence suggesting that Black parents, and parents of other ethnic minorities are deeply concerned over the inadequate education of their children and that they desperately want a better education for them. COP, at least in Sussex, affords them an inroad, some direct input, into the educational process of their children.

A STUDY OF THE
TEACHER CORPS AT WEST KINGSLAND UNIVERSITY
PARDEE, WEST KINGSLAND

Data Collection and First Draft of this Case Study by:

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TEACHER CORPS AT WEST KINGSLAND UNIVERSITY

Introduction

The region served by West Kingsland University (WKU) is mountainous and rural. Pardee, home of WKU, is the largest city in West Kingsland. The bulk of the region's population is thinly scattered across several counties in small towns and hamlets. West Kingsland is also very poor. Many of the region's inhabitants - almost exclusively white - live at or near or below the poverty level. There are few jobs, nor is the region in the process of economic development. Underemployment and unemployment run high, while the skill level and educational level of the labor force are low. The population is also immobile. Trapped in the poverty cycle, most adults were born and raised in the region by parents who themselves were lifelong residents. Among the young, only the more affluent and ambitious tend to leave the region.

The public school system serving rural West Kingsland is highly decentralized, both geographically and administratively. Individual schools tend to be small - one-room schoolhouses are rare but were not uncommon in the recent past - and tend to serve large attendance areas. While West Kingsland has a County School Board system, educational management is, for the most part, intensely local - a few rural schools constitute a local school district, with an elected superintendent.

Many superintendents oversee a system no larger than two or three small elementary schools, a junior high school, and a regional high school. Yet localism is prized, and the annual elections for the coveted post of superintendent tend to be hotly contested. However, the communities' involvement in the schools generally extends no further than the elections. While they value the schools highly, as is common in rural areas, most parents and community residents tend to feel they have little business in the schools themselves. There is a strong tradition of professional autonomy, and teachers enjoy high status in the communities.

In this context, WKU has prominence indeed in the eyes of both the

education profession and the citizenry. For WKU is not only the major producer of teachers for the region; it is by far the region's most important Institution of Higher Education (IHE). WKU has played this role since its founding in 1909 as a two-year normal school for teachers. In 1924, West Kingsland State Normal School became West Kingsland State Teachers College, with a four-year program. The institution began to offer post-baccalaureate degrees in 1949, and was officially reorganized by the Kingsland General Assembly as West Kingsland University in 1963.

WKU's position has been a force both for the development of strong university ties to the region and its schools and for cohesion within the university itself. WKU is the alma mater of most of the region's teachers and college graduates, although Ph.D. candidates tend to prefer to take the degree at the more prestigious University of Kingsland. Furthermore, a goodly number of WKU's faculty are themselves alumni, and faculty turnover is quite low.

WKU today enrolls 9,000 undergraduates and 750 graduate students, in six colleges and schools for the professions and the liberal arts. Within this system, the College of Education is very powerful and visible, due to its historical role in the development of the institution. The College is the largest organization in WKU, and produces the most degree-holders, of the Bachelor of Science in Teaching. While WKU's other schools and colleges - Arts and Sciences, Business Administration, Health, Graduate Studies, Continuing Education - offer a variety of pre-baccalaureate, baccalaureate, and post-baccalaureate degree programs in fields outside education, they too tend to emphasize the preparation of teachers.

Among the College of Education's eleven departments, one of the newest and most visible is the Division of Laboratory Services. Established in 1968, the Division offers no courses. Rather, its mission is to "provide for more effective coordination of field or extra-class laboratory experiences provided for students in professional education. These experiences are generally outside the building housing the College of Education, but nevertheless a part of it. Plans, policies, and procedures for the coordination and implementation of teacher-education laboratory experiences are major aspects of the division."

The Division's important cross-departmental role, then, is to plan, manage and coordinate all field activities sponsored by the College of Education. These activities are generally of five types. The Division's major concern is directed student teaching, the state-required practicum component of the B.S. in Teaching degree programs. The Division also manages the practicum component of the College's new Master of Arts in Teaching program. Third, the Division organizes laboratory experiences related to professional courses in such areas as methods and educational psychology. Many of these experiences are offered not in local schools but in WKU's University School. The University School, managed by the Division, has twelve grades and a staff of twenty-five.

The fifth and last area of the Division's activity is of central interest to this report: the Teacher Corps Program. For it is the Division which sponsors WKU's Teacher Corps project, and it was the Division's Director, Professor Philip Saunders, who brought Teacher Corps to WKU and continues to direct the project.

Establishment of the Teacher Corps Project at WKU

Philip Saunders took his B.S. and M.A. degrees from WKU, and his Ed.D. from the University of Kingsland. Appointed in 1956 to the faculty of the Department of Education, he taught at the University School and directed student teaching for eleven years. Saunders developed a reputation as an expert on the preparation of teachers for and in a rural poverty setting. He was thus invited to advise the National Teacher Corps staff in the formulation of guidelines for rural Teacher Corps projects, one of which was awarded to WKU in 1966.

From the beginning the project had effects on instruction at WKU and played an active role in local schools. However, the project's first five years - its first three "cycles" - can best be summed up as a low-keyed search for identity, for definition and status as a viable program with a recognizably different approach to teaching and to teacher education. Such a definition was a long time in coming, despite the establishment of an

autonomous Division of Laboratory Services, largely as a home for Teacher Corps, and despite the project's steady growth from seventeen interns in 1966 to fifty-five interns in 1972.

To some extent, the project's difficulties in determining its purpose and identity stemmed from the fact that it was never conceived and intended as a radical alternative to existing programs. This was dictated in part by tactical considerations. WKU does not have a tradition of experimentation or rapid change, nor is the institution in severe financial straits, despite complaints that the state legislature tends to favor IHEs in the more industrialized and heavily populated western portion of Kingsland. Thus the prospect of accommodating a Teacher Corps project was viewed with some caution by the Dean of the College of Education, Dr. Mark Ezell, by the chairmen of the various departments in the College, and by other affected departments in the university.

Saunders presented Teacher Corps to them essentially as a federally subsidized training program with a strong service emphasis, in no manner a threat or challenge to the College but rather an opportunity for gorwth. Saunders' personal high standing and credibility in the College were instrumental in gaining acceptance for Teacher Corps, and he was no doubt mindful that rapid and unsettling change might jeopardize both his own position and that of the project. Changes effected via Teacher Corps would have to be introduced gradually.

Similar tactical considerations prevailed in presenting the Teacher Corps project to cooperating local school districts - first Elizabeth County, later Frazer County and nearby Holyoke, New Bath. As Coordinator of Student Teaching, Saunders over the years had developed strong and cordial ties with local superintendents, principals, and teachers. He was probably the College faculty member best connected to local schools. The region's schools were certainly no faster or readier to innovate than the College, however, and their ties with the College and with Saunders were purely voluntary. Thus Saunders minimized the change-oriented aspect of Teacher Corps to local schools as well, essentially presenting the project as an opportunity to add college-trained staff at modest cost.

While tactical considerations played a major role in the early years of the project, philosophical considerations were perhaps more important. For Saunders and his staff had no hidden agenda for Teacher Corps. They conceived of the project in terms of several broad goals which differed in degree rather than in kind from the thrust of the teacher education programs then offered by the College. Of these goals, probably the most important was an emphasis on field experience, not surprising in a Division of Laboratory Services. Saunders and his staff believed in the practicum as a means of training and a means of providing service to local schools. Thus, since its inception, the project has stressed the practicum. The first hastily recruited group of interns in 1966 were immediately assigned to four local schools for five summer weeks of pre-service field experience. This year's interns work a full teaching week in the classroom and have many of their course meetings at the schools.

Beyond the practicum, the project designers also favored the Teacher Corps national guidelines' emphasis on differentiated staffing and team teaching. From the beginning, Teacher Corps interns, and later student teachers, have been assigned to work for and with experienced "team leaders" in local schools. Teacher Corps staff also regarded the project as a vehicle for demonstrating and installing a number of innovations in the College - microteaching, more intensive use of media, non-credit seminars, involvement of subject specialists in teacher education, formal linkages with Liberal Arts departments, team teaching, training in tutorial techniques - but these changes were without strong focus or direction.

To sum up, the Teacher Corps project was first presented to WKU and school systems not so much as an alternative to established teacher education programs but as a federally subsidized adjunct. The appearance was not far from the reality. The project's designers promoted team teaching in a field setting without really articulating how or why this approach would serve training and service goals. They introduced a number of innovations in course work without managing to relate those changes to one another and to an overall approach to teacher preparation and classroom performance. While the project developed considerably, matters on the whole remained thus ill-defined for five years, until WKU's Teacher Corps project found a justification and a rationale in Individually Guided Instruction (IGE).

Teacher Corps and IGE

IGE is a system of elementary education developed and tested during 1965-70, largely by the Institute for the Development of Educational Activities (IDEA), an affiliate of the Kettering Foundation. The IGE plan has several components. The organizational key to the model is the "multi-unit" school: replacing age-graded self-contained classrooms with larger "units," led by teams of staff differentiated by experience and skills, and involving the principal in cooperative educational planning with unit leaders. On a larger scale, the IGE model also calls for the establishment of a "league of cooperating schools" - based on UCLA Dean John Goodlad's prototype in Los Angeles - to share central office functions of educational planning, management, and technical assistance.

In curriculum terms, the IGE plan involves an individualized programming system which, with related guidance procedures, is designed to provide for differences among students in rate and style of learning, level of motivation, and other characteristics. Actual curriculum materials, related statements of instructional objectives, and criterion-referenced tests and observation schedules comprise yet another component. While the IGE model focuses on school and classroom processes, it also outlines a home-school communications program to foster parent involvement and favors a performance-based approach to teacher preparation in IHEs.

In 1970, IDEA and Kettering began to support implementation of IGE in school systems across the country. One of Kettering's field representatives for the effort was Bill Summitt, a former WKU faculty member personally acquainted with Saunders and Dr. Edward Henderson, the director of the WKU MAT program. Summitt proposed to introduce IGE in school systems in West Kingsland and Northwest New Bath through Teacher Corps, with financial and technical assistance from Kettering.

Saunders was enthusiastic about the idea. IGE seemed compatible with the thrust of the Teacher Corps project - service and training in the field, differentiated staffing and team teaching, individualized instruction, communication and cooperation among participating schools. The IGE model also offered tested instructional resources - program designs, evaluation tools,

curriculum kits - for use in training teachers and teaching children. Most important, IGE represented a comprehensive and distinctive approach to elementary education, which thus far the Teacher Corps project had been unable to develop on its own.

Saunders, with help from Dr. Henderson, embarked upon a careful marketing program to secure the schools' cooperation. First he presented IGE to the superintendents and won their support. Then Saunders and the superintendents met with principals. Finally, the principals and Saunders presented IGE to teachers, individually and collectively. Most of the teachers were favorably impressed with IGE, or at least willing to try the concept. IGE was not forced on those teachers who balked, although Saunders wanted to implement IGE throughout the school, not just in one or two classrooms. Rather, transfer opportunities were offered as a compromise.

The Teacher Corps staff restructured the project around IGE for the beginning of the project's third cycle in 1971-73. Supported by Kettering, Walter Babb joined the project staff as "IGE Facilitator." In the 1971-72 school year, IGE was introduced in fourteen elementary schools in the region, including all eight of the schools linked to Teacher Corps. The structure for IGE and Teacher Corps is now the following:

3 Local Education Agencies

8 Schools

25 Unit/team leaders

50 Student teachers

100 Cooperating classroom teachers

200 volunteer aides

3250 Pupils

The organization and activities of the IGE/Teacher Corps network will be explored in the remaining sections of this report, beginning with some observations on the recruitment and selection of Teacher Corps participants.

Recruitment and Selection

In an attempt to establish a national network of likeminded professionals and to achieve national impact, BEPD's original Teacher Corps guidelines called for central recruitment and assignment of Corps members through a common pool in Washington. For the WKU project's first year or cycle, 1966-67, 21 interns and 5 team leaders were sent by Washington to WKU. Three interns and one team leader were recruited locally.

The attrition rate that first year was high. At the end of the summer pre-service period, only 17 interns and 4 team leaders remained. Eight had resigned and one had been dismissed. During the school year, six more interns resigned, leaving only 11 of the original entering group of 24.

Several factors seem to have been involved in the attrition process. 32
The interns sent to WKU, in comparison to WKU's student body, had a more pronounced concept of their potential as agents of change. While some had experience in teaching in a setting of rural poverty, many did not. Eleven of the Corps members were Black - at an institution with very few Blacks on the faculty or in the student body, and in schools with few Black teachers or students. Under these circumstances, it is not surprising that in many cases the match between intern and institution turned out to be a poor one.

The remaining group of 11, plus a new recruit, returned to WKU to complete the program; all 12 received the M.S. degree in the summer of 1968. Meanwhile, Saunders asked and was granted permission to modify the recruitment guidelines for the project's second cycle, beginning in summer 1967. Thirty-six new interns were recruited, most of them locally.

Since 1967, the proejct has continued to emphasize local recruitment. Of this year's group of 55 interns, 22 are WKU graduates and 7 are graduates of other regional institutions. Racial composition is 49 whites, 5 Blacks, and one Japanese-American. Out-of-state candidates are recruited through the Teacher Corps Regional Office.

The project is presented to prospective candidates basically as a 32
scholarship alternative to the regular MAT program, emphasizing field work and IGE. All candidates are expected to demonstrate a commitment to teach in the region upon completion of the program, and the project gives preference

to candidates interested in kindergarten and early childhood education. The project seeks to maintain a roughly equal mix of liberal arts graduates and secondary education majors who wish to retrain as elementary teachers. Candidates with a subject area specialty who seek certification in elementary education are favored, in the belief that the most effective teacher in a differentiated staffing system is a specialist in his subject and a generalist in elementary education. The project's admissions requirements do not differ from those of the College of Education: applicants are desired to have a grade point average of 3.0 and a GRE score of 1000, but will be accepted provisionally with a grade point average of 2.5.

These criteria are applied by a selection panel composed of representatives of project staff, LEAs, communities, interns and team leaders. The panel interviews all local applicants and tries to arrange interviews with out-of-state applicants when possible. Final decisions are made by secret ballot. After the initial selection, the panel meets again during and after the summer pre-service period to reivew and counsel - and if necessary, to deselect - those interns whose performance has been unsatisfactory.

The aims of the recruitment and selection process, then, are to enroll students who evidence a commitment to teach in the region, especially in early childhood education; who understand and agree with the goals and methods of the project; who can relate to the various interest groups associated with the project; whose backgrounds fit the project's conception of the teacher's role in a differentiated staff. Concepts of "change" and "change agent," stressed in the national guidelines, do not figure prominently at WKU. The partial explanation is that Teacher Corps has become synonymous with IGE. Change is not seen as a value in itself, but in the context of efforts needed in the schools and at ETSU to accommodate IGE.

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As for the recruits, it is important to note that for most of them "change" is not a central element in their personal value systems. WKU serves a poor region, and many of the applicants to Teacher Corps are themselves poor. In the region the public schools are a very important institution, and the role of teacher is a respected and relatively well-paying one. Many students, then, view training to become a teacher not as an opportunity to change the educational and social system, but as a means of mobility, of winning a place in the system.

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Organization and Management

The organization of Teacher Corps at WKU is programmatic, reflecting the project's major activity areas. Lines of functional responsibility, authority, and reporting are clearly defined. Saunders serves as Director, in theory devoting equal time to directing the Division of Laboratory Services which, it will be remembered, coordinates several field programs other than Teacher Corps. He is assisted by a core administrative staff of five, who manage the day-to-day activities of the project.

Dr. David Malloch serves as Associate Director for team leader training, responsible for the on-site, in-service educational program of 25 team leaders and 25 regular teachers. Dr. Roger Sparks, in the role of Program Development Specialist, is primarily responsible for developing a Competency Based Education (CBE) program for the interns and team leaders, and also for academic counseling and project planning.

The Assistant Director, Winston Prouty, plays a key role as field supervisor of the interns, spending half or more of his time in the field. He works with Sparks to c-ordinate course work with the practicum component and acts as a general troubleshooter to resolve problems arising in individual schools and classrooms.

Three other core staff members also have field responsibilities. Walter Babb, the IGE Facilitator, provides coordination, monitoring, and technical assistance in the implementation of IGE. Dr. Timothy Crouch, acting as Coordinator of Community Projects, supervises students' educational projects outside the classroom. An instructional technician videotapes interns in the schools for self-instructional uses and for review and evaluation by project staff.

The faculty instructional team for the project consists of 13 members, three of whom - Prouty, Sparks, and Saunders - are project administrators as well. Six of the remaining nine are members of departments in the College of Education; three are from the Departments of History, English, and Mathematics; all devote about 20% of their time to the project. Other faculty within and outside the College of Education - from the Department of Sociology, for example - occasionally consult to the project. On balance, then, it is an interdisciplinary

group and rather closeknit, due to the coordinating roles played by Saunders, Prouty, and Sparks and to the project's stress on team teaching. Typically two to four professors teach each course.

Despite the Teacher Corps' far-flung activities in the schools, a high degree of communication between participants and staff is usually maintained. The team leaders are experienced teachers whose cooperation is critical to the project, and so from the beginning, project staff have sought and tried to respond to their feedback. Interns affect project management through several means. The frequent presence of project administrators and instructors in the field contributes to coordination of field experiences and course experiences, perhaps the interns' major concern. And the team teaching approach to instruction at WKU allows the interns access to individual professors.

Access does not always guarantee satisfaction, of course. Perhaps the most common management grievance among the interns is that certain instructors - usually from departments outside the College of Education altogether - aren't following the course design and aren't responsive to criticism. In such cases, someone from the project's core staff will usually try to mediate.

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Such is the decision-making structure which has evolved over the project's six years of operation. Its most important features seem to be the following: there is a strong emphasis on monitoring the practicum component and on coordinating the practicum with course work. While hierarchical, the management structure is sensitive to the views of team leaders and teachers and to some extent to those of the interns. The project is organized functionally, with clear and somewhat narrow areas of assigned responsibility; key staff tend to wear not many hats, but one.

2

What does this imply for the role of the Director, Philip Saunders, who was so important in bringing Teacher Corps to WKU and in conceptualizing and setting up the project? Saunders certainly remains central to the project. He continues to make the major decisions, to resolve major problems, and to represent the project to WKU and the schools. However, he has established an organizational structure capable of managing the project's day-to-day

activities and probably more. While there are no indications that Philip Saunders plans to leave Teacher Corps or WKU, the project appears to have been institutionalized to a sufficient degree to carry on in his absence.

Course Work

As a training program, Teacher Corps at WKU is a two-year MAT program in Elementary Education, with optional concentration in Instructional Communication or Early Childhood/Kindergarten Education, currently requiring 84 quarter hours of credit for completion. All interns completing the program are certificated to teach in Kingsland; those serving internships in Holyoke schools are certificated in New Bath as well; those concentrating in Early Childhood are "endorsed" to teach in kindergarten.

WKU, it will be remembered, is basically an undergraduate institution - 750 graduate students as compared to 9,000 undergraduates. Moreover, the College of Education did not offer the MAT when Teacher Corps was first installed in 1966; therefore, the academic program Saunders and his staff assembled was essentially new. Existing courses were drawn upon to an extent, but most of the courses in the Teacher Corps MAT curriculum were new offerings - a total of 13 the first year, all of them open to non-Corps members as well.

The structure of that first curriculum consisted of graded requirements and electives in the four cognitive areas of Language Arts, Science, Social Studies, and Mathematics. That structure, elaborated, continued to serve as the foundation of the degree program until the national Teacher Corps guidelines for the sixth cycle, 1971-73, proposed a changeover to Competency Based Education (CBE).

Saunders and his staff were quick to respond. They agreed with the CBE approach. The project had proven itself at WKU and in the schools and seemed sufficiently established to venture a major restructuring. Probably CBE would have been a good deal more difficult to introduce at WKU in 1966. Too, compliance with the guidelines was obviously a compelling argument for switching to CBE.

Behavioral objectives and modularization are key strategies in the CBE approach. Over the course of a year, project staff reorganized the 1971-72 MAT curriculum into fifteen "component" areas, each consisting of a number of "modules" "clustered" to reflect skill and interest areas. Instructors and team leaders were also involved in the curriculum planning process. The twelve components - including the internship - now required of the interns are these:

36

Instructional Communications

Reading

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English Literature

History

Mathematics: Algebra for Elementary Teachers

Mathematics Methods

Social Studies Methods

Pyschology

General Science

Microteaching

Community Education (community projects)

36

Internship in Elementary Education (the practicum)

Components for team leaders only include:

Supervision

Methods of Research

Evaluation

For illustration, below are presented the clusters and modules currently in use within the Reading Component:

Cluster I Teaching Word Recognition Skills

Identification of Word Recognition Skills

Techniques for Developing Sight Vocabulary

Knowledge of Phonics Terms

Knowledge of Phonics Generalizations

Cluster II Teaching Comprehension Skills

Identification of Comprehension Skills

Writing Comprehension Questions

Cluster III Practicum in Reading

Applying the Dave-Chall and Spache Readability Formulas

Application of Word Analysis Skills

Application of Comprehension Skills

Methods of Teaching Reading

Project staff are now in the process of designing new modules - with an emphasis on electives - for existing and projected components for the 1972-73 academic year. New components are to include such areas as Early Childhood Education, Geography, Economics, and Foundations of Education for the Disadvantaged. Team leaders, faculty, and interns are also to be involved in the design process.

The interns' instructional program is noteworthy for its emphasis on instruction in the field rather than at the university. Interns begin their program with an intensive, ten-week summer pre-service session at WKU, which carries 15 credit hours; the program involves field teaching in a summer school. A similar University-based summer program is required the next year, also for 15 credit hours. During the school year for two years, interns spend 50 to 75% of their time in the schools, for 27 credit hours each year. The internship is in itself a core component of the program, and all the other components are to varying degrees school-based. While some classes are held in the afternoon and evening at WKU, most course meetings take place at the schools.

Microteaching techniques are an integral part of the training of all the interns, and an emphasis on the use of instructional media runs across the disciplines. Twelve of the interns are taking the MAT with a concentration in Instructional Communications. Nineteen have an Early Childhood major, and nineteen are taking the regular MAT in Elementary Education.

In keeping with the CBE philosophy, since 1971 Corps members and other MAT candidates - currently, there are 16 - have progressed through courses or components on a non-graded, individualized basis. That is, all interns are expected to complete the program's 12 components, including the internship. However, they may progress through most of the components at their own rate and to some extent in their own sequence. Credit and grades are awarded at the end of each year.

The training of team leaders follows the CBE model but is organized around different requirements. Team leaders are recruited from among teachers in local schools and retain full-time teaching duties. For team leaders, the project's goals are to enable them to make the transition to team teaching and IGE and to supervise the interns and students teachers on their teams. The most important component of team leader preparation is an intensive summer pre-service orientation and training program, linked to the intern's pre-service program.

In-service training for team leaders varies with individual interests, and more importantly, according to skill levels. Team leaders without a Master's degree, of which there are several, are required to pursue the degree by taking modules in the following areas: Human Learning and Development; Tests, Measurements, and Evaluation; Supervision Theory and Practice; Research and Development in Educational Programming; Instructional Theory and Methodology; Practicum in Leadership and Supervision. For this course work they receive 6 credit hours toward the degree each quarter.

While team leaders with the Master's are not required to pursue a further degree, they are expected to participate in in-service training in Leadership, Supervision, Evaluation, and Educational Administration and Programming. If they choose, they may formally enroll at WKU to earn credits toward the Ed.D. or Ed.S. degrees.

Practicum

The Teacher Corps project has consistently emphasized the practicum, requiring interns to spend most of their training time in the schools. But the form of the project has changed considerably over the project's history. The thrust has been toward concentration of interns for impact in the schools and toward school-wide implementation of team teaching and IGE.

In 1965, the project's first year, a small group of seventeen interns were spread among ten elementary schools in Elizabeth County, at about two per school. Their activities and responsibilities varied greatly. As more interns were added to the program, project staff tried to concentrate them in schools at no fewer than four per school. To this end, they cut back on the actual number of practicum schools to eight schools in two counties, Frazer County having joined the project.

Effective concentration was achieved in 1968 and 1969, and project staff began to move toward team teaching in earnest. For the first time a group of local teachers were formally recruited and designated as team leaders and offered pre-service and in-service credits at WKU, as were regular teachers. Student teachers were also assigned to teams for the first time. What "team teaching" occurred tended to partake more of planning and experimentation than actual teaching, since a project-wide and school-by-school approach to team teaching had not yet been articulated. The role of the intern varied in each school from participating as a member of a team with large group responsibilities to small group work to one-to-one tutoring. Interns served as assistants to regular teachers, counseled children, made home visitations, and worked to develop non-graded programs.

As a result of this second cycle experience, 1967-69, project staff began to work toward differentiating entire staffs in schools where interns were assigned and to individualize instruction for the total curriculum. Experience had demonstrated that training and service goals were served more effectively by distributing interns throughout all or most of the classrooms in a school. Moreover, staff, interns and teachers realized that the presence of interns nevertheless amounted to little more than an overlay on the regular classroom structure, without a formalized framework for team teaching.

As stressed at the beginning of this report, IGE provided the framework. Once the project and the schools decided to try IGE, within months project staff recruited new team leaders and restaffed the interns, to establish 25 units or teams, in eight schools, in three counties - Holyoke, New Bath joined the project on the strength of IGE. All the schools are rural and poor, with percentages of poverty children ranging from 50 to 90 or more. The schools are also small, ranging from 135 students to 660, averaging about 300. This has facilitated the changeover to teaching teams.

At the top of the school teams is the principal, who may have teaching duties as well; there are no vice principals in the system. Most of the schools have one or more specialists - librarians, art teachers, reading specialists - who divide their time among the teams. A team consists of a team leader, regular teachers, interns, student teachers, and volunteer aides. In recent years Goodwater College, a small church-related liberal arts college about four miles from Pardee, has been supplying a few student teachers for the teams. A team is typically staffed as in the example below, Winship Elementary, a two-unit school in Holyoke.

Principal

Librarian

Reading Specialist

2 Special Education Teachers

Unit A	Unit B
1 Team Leader	1 TL
3 Regular Teachers	3 RT
2 Teacher Corps Interns	2 Int
2 Student Teachers	2 ST
2 Aides	2 A
10 staff, 130 pupils ages 10-12	10 staff, 130 pupils ages 11-13

While all eight schools linked to the project have adopted IGE and team teaching in principle, each has its own interpretation. Some are totally committed to the approach. Some are more interested in the new curriculum, in one-to-one work with students, in freeing experienced teachers for planning and providing assistance to other teachers. The activities and responsibilities of the interns vary correspondingly. Some play very nearly the role of a regular teacher, responsible for working with a large group of children under the supervision of a team leader. Some serve as planning and development assistants to team leaders, as tutors and small group leaders, as curriculum developers or as supervisors and trainers of student teachers and aides. Some assume all of these and other duties throughout the year, as needs and circumstances suggest.

The diversity of interpretation is tolerated and encouraged by project staff, who feel that an intern's first obligation is to make himself useful in his school. If a school has adopted more of the appearance of IGE and team teaching than the reality, the intern must adapt accordingly. While the interns are given considerable latitude in the field, they are by no means unsupervised. The project's technician regularly videotapes the interns' performance for review by the interns and project staff. Staff hold most course meetings at the schools. Staff regularly meet with team leaders and keep in touch with principals and superintendents to evaluate the interns. This system allows for quick troubleshooting of any professional or interpersonal problems which may arise.

Project staff make it their responsibility to find field placements for the interns, and so far they have been quite sucessful. This is due in part to the high student/teacher ratio characteristic of Kingsland and of the region - approaching 30:1 in many schools. Teacher Corps has helped to reduce this ratio to closer to 20:1 in target schools on the basis of judgments of project staff, team leaders, principals, and teachers, and to some extent those of the interns themselves. After a trial period of adjustment and transfers if necessary, interns are expected to remain in the same school for two years.

Community Projects

In compliance with the national Teacher Corps guidelines, from the beginning the project has required interns to engage in educational activities in the communities. The development of the project's community component has been slow and difficult. At first the project tried to achieve community impact by urging interns to make home visits and by linking with established community agencies. Several interns staffed tutorial centers operated cooperatively with a CAP in Elizabeth County and with a VISTA in Frazer County. Others made a three-hour round trip to tutor female GED candidates at the Laurentian Job Corps Center in Calvin, New Bath.

In time, project staff and interns began to establish their own base in the communities. In this they were helped by several "community representatives" who had been brought into the project's selection and advisory council. Interns established pre-school centers, recreation projects, and home tutorial programs. The momentum of the community projects component was strengthened by the addition of a Community Projects Coordinator, Dr. Timothy Crouch. His salary is paid equally by the three participating school districts.

This year the interns' community projects cover a broad range. They include pre-school centers, sports and recreational programs, tutoring, guidance and counseling, hobby and homemaker's clubs, a food cooperative, a drama and music program, a historical museum. In most projects, interns team up in groups of three or four.

While the community component has obviously grown stronger over the years, interns and staff alike feel their efforts are only partially successful. For example, most of the projects to date have had a middle-class slant - Girl Scout troops, hobby clubs, museums - and have not reached the region's poorest children and adults.

There are several reasons why the community component has not developed as rapidly or impressively as the academic and practicum components. The region lacks a strong tradition of community-school participation, or indeed of community action. The interns have found it difficult to win the trust, interest, and involvement of parents and community residents. The interns have a full teaching schedule at the schools, plus work at the

university, and find it difficult to meet or certainly to exceed the guidelines' minimum requirement of ten hours in community projects per week. Finally, the community projects are perceived by interns and staff alike as important but not paramount; higher priority is placed on work in the schools.

The Institutionalization of Teacher Corps

In six years Teacher Corps has gained more than a foothold at WKU and in the schools. The project is securely installed in the schools, accepted and approved by teachers, principals, and superintendents. The project has also been the vehicle for restructuring the schools around IGE and team teaching. The interns' community projects, while less decisive, have nevertheless achieved some measure of impact and visibility and perhaps have helped to establish a climate for increased community-school involvement in the region.

At WKU, the project's impact has also been significant. Through the project, a number of changes were introduced: team teaching, new courses, involvement of the disciplines, off-site instruction, greater use of media, modularization, and the movement toward CBE. These changes not only have been accepted in the Teacher Corps project, but also have been essentially copied in a new MAT program.

A number of strategies appear to have been instrumental in achieving these impacts. Basing the project in the Division of Laboratory Services, a department without courses, facilitated the creation of an entirely new academic program without obstructive precedents and allowed coordination of Teacher Corps with the student teaching program. The project's field orientation assisted in the early development of strong ties with local schools and in the introduction of changes in the schools. To this end, the policy of concentrating interns and team leaders in the schools also proved useful. Finally, project staff's adoption of IGE as a framework for both the project and the schools brought coherence, and perhaps respectability, to their efforts.

It is important to note that the project's history is one of incremental change. The academic component evolved from new courses for an "experimental" project, to replication in an ongoing MAT program, to a CBE approach also replicated in the MAT program. The practicum component evolved from scattered placements in schools, to concentration of interns in selected schools to promote team teaching, to school-wide implementation of team teaching and IGE.

In the context of rural Kingsland these changes are perceived as significant indeed by project staff and interns, WKU faculty, and school personnel; to use any other yardstick seems inappropriate. At this particular point, it is difficult to judge how solidly the project's impacts have been installed. At WKU, certainly federal funds and the status of an experimental program have facilitated the project's movement toward CBE. However, these changes in turn have been reflected in the regular MAT program, which seems both likely and capable of continuing without the project, especially if it remains under the wing of the Division of Laboratory Services.

In the schools, there is no doubt that the project is the driving force behind implementation of team teaching and IGE. On the other hand, the schools have made formal commitments of policy and funds to the concept. The project's processing of dozens of team leaders and regular teachers would seem to insure some degree of carryover should the project withdraw. While the emergence of any school-based or community-based controversies about IGE and team teaching would no doubt dramatically affect superintendents' policies toward the project, project staff have been careful to avoid such controversies in the past and will surely continue to do so.

Indeed, restraint seems to sum up the project's posture in general. WKU is the prime supplier of teachers for West Kingsland, and the Division of Laboratory Services plans and monitors the field work of teacher trainees. The Division is thus in a uniquely strong position to lever change at WKU and in the region's schools. The Division has not fully tested the limits of its strength yet has achieved substantial gains, incrementally and non-threateningly.

CASE STUDY SUMMARIES

Case Study Summaries

The case study reports contain a massive amount of information, for their purpose is to identify the strategies used by projects to accomplish their goals, and to explore the context surrounding the change process in each project. While the strategies are many and varied, and somewhat difficult to understand out of context, we have tried here to summarize the more salient strategic features of the porjects.

The case study summaries are organized around six categories or themes. We begin with Goals, as conceived by the project actors. Is the project primarily concerned with the IHE, the LEA, the community? Does it seek to provide serivce, to effect change, or both? Our purpose is not to evaluate the goals, but to explore them in order to uncover change-oriented strategies.

The second heading, Organization and Management, is concerned with structural features of the project. These include such questions as whether the project is open or closed, hierarchical or democratic in decision-making, stable or with a history of changing leadership and staff.

Communicating Skills and Knowledge to Trainees is the third area of interest. Some of the kinds of strategies pertinent to the communication process are techniques of teaching, structure of the training staff and selection of the content of the program to be communicated to trainees.

The fourth category is that of Trainee Selection, Screening, Recruitment. This involves more than simply the procedures used to gather trainees into the project. We are also interested in how the conception of the particular kinds of trainees needed or accepted by the project follows from the project director's and staff's interpretation of project goals.

Establishing Relations with LEAs is the fifth strategy area. Relations include such matters as getting trainees, locating the practicum, supervising the trainees on site, employing project graduates, and determining the needs of the school district. Some of the strategies relevant to establishing LEA relations are: the manner in which the project is explained; methods of covering the cost of training; offers of service in exchange for cooperation; commitment to hire trainees; utilizing local master teachers for supervision.

The sixth and final heading used in preparing these case study summaries is Utilizing Resources of the IHE. Who approves the project, and how does the project relate to the foci of power in the IHE? How does the project identify the skills and resources it needs, and how does it put them together from inside or outside the department or institution in which it is based? A project may deal with students or faculty who would not ordinarily be found at the IHE. What strategies are used to accommodate these "deviant" people in the IHE?

Aurora University Early Childhood Training of Teacher Trainers Project

Goals

"The TTT participants, and . . . staff, see the major purpose of the project as the preparation of specialists in early childhood education." The Aurora proposal included, besides the commitment to producing "change agents," extensive student participation in program planning and decision-making, the formation of students into a unified group, and the acquisition of leadership skills.

Organization and Management

The project is sponsored by the Aurora School of Education's Division of Early Childhood and Elementary Education, and is so lodged in the Institute of Developmental Studies (IDS). An IDS staff member is the TTT director.

Since emphasis is placed on student participation, the decision-making process tends to be democratic, with staff and students cooperating at all points of the project.

The project will continue after the termination of funding, partially by inviting non-scholarship students (the largest portion of the federal funds went to scholarships and stipends for students). The future program, however, may well become more conventional - "just another doctoral program."

Communicating Skills and Knowledge to Trainees

The program is composed mostly of course-work, with about one semester (for three credits) of practicum per year. Students must find their own placements, and are required to videotape the practicum.

Staff are drawn almost entirely from the Division and the School of Education.

Curriculum is based on the project leaders' beliefs in the importance of leadership skills and an emphasis on individual work. In the project's exchange of students with another IHE, the difference between the two schools become apparent. The other project was perceived by students as much more theoretically oriented.

Trainee Selection, Screening, Recruitment

The project directors contacted about 100 candidates, identified by teachers' organizations, the Board of Education, and collegues in the School of

Education. Of these, 10 were picked; 9 with M.A.s; all with experience in education or counseling; 8 women; 7 white; 7 with GRE scores of 1000 or more.

At the students' suggestion, an Admissions Committee was formed to select the next year's class.

The second year applications were accepted at another IHE for all ten TTT early childhood projects.

Establishing Relations with LEAs

Aurora has had difficulty establishing satisfactory relationships with LEAs in the past. The project did not formally represent Aurora in negotiations with LEAs. Students found their own places for the practicum part of their curriculum.

Utilizing Resources of the IHE

Although most of the courses are offered in the Division of Early Childhood and Elementary Education, courses in research are staffed by the Division of Interdisciplinary Studies. Beyond that, however, the entire project takes place in IDS and the Division.

The project had the support of (or at least, no real opposition from) the School of Education although differences did arise. For example, the first year students felt that in the future the minimum GRE score of 1000 for admission was too restrictive, and the School of Education faculty resisted. The resulting compromise was that the requirement was waived for Ed.D. candidates but not for Ph.D.s.

Career Opportunities Program, Bayport, Old Brunswick

Goals

The project was initiated by Fenton Community College, with the cooperation of St. Jude College, a Catholic four-year institution. It is sponsored by the Joint County School System (JCSS), an intermediate district which has the legal status of an LEA and provides special services to school districts, but does not operate schools. Participation by schools in the region, then, has been on a purely voluntary basis.

Goals vary among the actors. Fenton's interest is in training aides and teachers to meet the needs of the region's small but poorly served disadvantaged population, and in developing stronger ties with the LEAs. Project staff and the JCSS hoped to use COP as a vehicle for introducing educational change, such as open classroom techniques. Participating schools, however, have tended to regard the project largely as an opportunity to acquire low-cost aides, to be employed in whatever capacities seemed appropriate. Schools have more leverage in the matter than the JCSS, since the JCSS has no inherent right of access to the schools.

Organization and Management

The project is based at Fenton, with a small core staff whose responsibilities are administration, counseling, and supervision, but not instruction.

Instruction is provided by regular faculty and within the regular course structure at Fenton and St. Jude. Trainees receive the A.A. degree at Fenton, then work towards the B.A. degree at St. Jude, which also has a COP coordinator (who is chairman of the Education Department). While no new courses have been established as yet, project staff would like to use the project as a vehicle for achieving curriculum changes in the IHEs.

The project has found it difficult to achieve continuity. Project staff turnover has been high, and the trainees are placed in 29 towns in a region encompassing nearly 4000 square miles--usually only one or two in a school.

The project's advisory council is broadly representative of the IHEs,

the trainees, communities, and teachers, but not of LEA administration. The advisory council meets infrequently and has been concerned largely with screening trainees.

Communicating Skills and Knowledge to Trainees

Participants take the standard liberal arts program at Fenton, and the standard professional training program at St. Jude--the chief exception being that project staff hope to exempt participants from St. Jude's student teaching requirement, by virtue of their practicum experience.

The training programs at Fenton and St. Jude are supplemented by informal and frequent counseling from project staff, viewed by both staff and trainees as useful in helping the trainees meet academic and school demands.

Participants' duties in the field and the supervision and training offered by classroom teachers are quite varied, since this at the discretion of local school principals. Some fellows work in non-teaching capacities--e.g., library aides.

Trainee Selection, Screening, Recruitment

Participants have been recruited largely from existing aide programs in the region--such as Fenton's own Teaching Associate program--although attempts have been made to establish linkages with welfare services, employment agencies, and the like.

The project initially sought "high-risk" applicants. In part because some of these trainees did indeed drop out of the project or were mistrusted by their schools, the emphasis shifted to recruitment of fellows with a greater likelihood of success.

The project's advisory council is the chief screening and selection mechanism. The first year's students were admitted on the basis of interviews with council subcommittees, later formalized by the use of an interview guide and rating scales developed by project staff.

Establishing Relations with the LEAs

Ties between Fenton and the JCSS are firm, since Fenton was established by the SEA at the request of Merged Area Ten, the seven-county organization

which also created the JCSS. St. Jude is more isolated.

Relations between the project institutions--Fenton, St. Jude, JCSS--and the region's schools have been tenuous, due in part to problems of distance. Most negotiations with LEAs have focused on cost, and most LEAs have absorbed the aides into the established order. In the case of a few innovative schools, this has afforded the aides an opportunity to influence planning and instruction.

While placement of project graduates has not yet been put to the test, the project's relationships with LEAs to date suggest that placement might be difficult. This appears to be a function both of the lack of staff needs--especially in small rural school systems--and of negative perceptions about COP aides, which have not yet been dispelled by the project.

Utilizing Resources of the IHE

At both Fenton and St. Jude, the project has drawn on the full range of instructional resources. No special project teaching staff were engaged, and no academic exceptions were made for COP trainees.

On the other hand, the project has effected no significant changes at Fenton or St. Jude. St. Jude is the more important target, since it offers professional training. Project staff and fellows are hopeful that their influence at St. Jude will increase as more trainees transfer from Fenton.

Beecham University Teacher Corps Project

Goals

The in-service training for Teacher Corps members is designed to "train and retrain teachers by means of flexible models of teacher education which are competency-based, personalized, and field-centered." Training centers around the concepts and practices of team teaching, carried out in large measure in inner-city environments.

The Teacher Corps program was designed to "strengthen the educational opportunities available to children in areas having concentrations of low-income families, and to encourage colleges and universities to broaden their programs of teacher preparation."

Organization and Management

The project is a collaboration between the IHE and LEAs, with neither group in a dominant position regarding decision-making. However, the LEAs make their needs and wishes very clear in all aspects of the project, and have and exercise veto power in situations involving parents or community.

The project involves team teaching by project interns in two LEAs near the IHE, using two different formats. In one town, the teams consist of a LEA coordinator, a team leader, 3 master teachers, under each of whom work 2 interns, all of whom work with about 100 children. In the other town, 120 children of various ages and levels are taught by a team leader; 2 master teachers; 2 beginning teachers; 2 paraprofessional teacher assistants; optionally, 2 student teachers; and Teacher Corps interns.

Communicating Skills and Knowledge to Trainees

Practicum is a large part of the program. Interns also attend courses at the IHE, the combined program (credits are awarded for practicum) leading to an MAT and state elementary teaching certification.

Students are also expected to do some other community work - a day care center, block clubs, newsletter, tutoring students.

Faculty for course-work are drawn from several areas in the IHE, including the College of Arts and Sciences, Department of Psychology, School of Education.

Trainers for the interns in the classroom are recruited from the LEAs, and from the IHE.

Trainee Selection, Screening, Recruitment

"The project is . . . the primary source of Black and Chicano students for the School of Education."

There are intern selection panels in each of the two LEAs involved in the project.

Establishing Relations with LEAs

Since the need for the project was perceived in the LEAs, there was no need to convince them of its desirability. The only lack of cooperation with the project has come from the community's feeling on occasion that the project was too unlike traditional schooling. There was a fear of children being used as guinea pigs.

The project makes use of local educators in the practicum. The degree of cooperation in this is very high.

Utilizing Resources of the IHE

The project, while located in the School of Education, is rather isolated from it and other MAT programs.

The project benefits from teaching by faculty members outside the School of Education, but the project can hardly be called interdisciplinary. The bulk of course work revolves around preparation for state certification and the MAT degree.

Cotunket Educational Leadership Project

Goals

The project is a cooperative effort on the parts of the Cotunket University School of Education and the Cotunket School District to respond to the district's need for trained administrators (principals and vice-principals) and to the University's need for internal change through increased community involvement.

Organization and Management

Although the structure of the project is hierarchical, and the original planning came from the project staff and directorship, emphasis is now on individual contributions, based largely on individual experiences in the practicum.

The project served to open communication between two formerly estranged institutions, the university and ths school district, to such a degree that future cooperation between the two is virtually assured. The first year of the project served as a demonstration of how such cooperation could be achieved.

Communicating Skills and Knowledge to Trainees

In the first year of the project, emphasis was on academic course work, in line with the School of Education's previous mode - although some innovations in course material were made. In the second year, emphasis changed heavily in the direction of practicum, with the participants spending more time in area schools, under the supervision of principals.

The program is divided into three sub-programs:

- Mid-Career training program for practicing principals and vice-principals. This involves training in applied research methodologies in management, through seminars and course work.
- Pre-Service program, for M.A. candidates in educational administration. One semester is mostly course work and the other is a 4-day/week internship in area schools.
- In-Service workshops, for practicing administrators. The workshops concentrate largely on practical "real life" problems confronting administrators.

Inputs on content of skills and knowledge to be communicated came from both the project's planners (mostly connected with the IHE) and the district's Staff Development Task Force and other administrators. Emphasis in the project's second year has been on formulation of course content based on practicum experiences.

Trainee Selections, Screening, Recruitment

Trainees were recruited from the school district, and an attempt was made to find persons, with or without teaching experience, who had some experience in "having impact on bureaucratic agencies from the inside." Minorities were sought, but emphasis was on the abilities of trainees to work independently in the school system, without excessive supervision.

Committees, consisting of IHE and community personnel, made trainee selections from applicants. Those selections were then reviewed by the IHE Graduate Admissions Committee and were admitted either provisionally or fully.

Establishing Relations with LEAs

As noted, cooperation between the IHE and the school district was a new venture. Therefore, a great deal of openness was required to encourage that cooperation.

The project offered the services of interns in assisting principals in inner-city schools, in return for the supervision of principals and the use of the school as a practicum.

Some commitment on the part of the district to hire trainees is implicit in the arrangement. However, the deal is not explicit to the extent of an automatic job for each participant. The project is hesitant to confront the school system on this issue (as on others), for fear of an adverse effect on the level of communication and cooperation achieved so far. However, many trainees are presently employed by the district, so the problem is not as great as it may seem.

The project makes ample use of local practicing administrators as trainers and supervisors.

Utilizing Resources of the IHE

The project's curriculum in the IHE is set up as a separate inter-disciplinary institute, but functions primarily within the School of Education. "Its major thrust is to develop a range of services to inner city schools which would focus a variety of talents available in the university." The program is called Urban Education Policy and Planning.

The university's primary contribution has been this curriculum, as well

as project staff, who were members and faculty of the School of Education. The university also, of course, supplied educational credentials in the form of a degree for participants.

The project has received criticism in the university for being "unacademic, unscholarly, and a program for minorities." It responded by presenting itself as "urban rather than minority oriented, and more academic (though it was in fact moving away from conventional academics)." It thereby strengthened its position in the university.

Edwardia State Department of Education Vocational Education Program

Goals

The "project" itself is a state-level management agency for ten sub-projects concerned with providing such services to LEAs as training teachers to use new curriculum materials, and orienting administrators to new developments in vocational education. Eight of the subprojects are offered through the University of Edwardia.

The SEA goals are to upgrade vocational training personnel and facilities throughout the state, and to set up systems for continuous updating in the future.

Organization and Management

NCIES funded the SEA, which set up a Leadership Services Unit to administer the program through its "triangle plan." The SEA provides funding, direction and coordination; the LEAs supply sites and trainees; and the IHE provides training.

Nearly all the projects were soliticted by the SEA to meet a particular perceived need for trained professionals. IHE project staff and LEA administrators and trainees have little influence in deciding what projects are to be funded and how they are to be run.

The SEA required all projects to use a computerized cost control system.

Communicating Skills and Knowledge to Trainees

The projects are based in the University of Edwardia's Vocational Education Department, a strong department and easily the best in the state. Other departments from the College of Education, such as Guidance and Counseling, are also involved; participation by faculty from other disciplines is infrequent. Many projects are staffed by regular faculty, although some special hires have been made.

The IHE has a strong tradition of training and service to school systems, a position also much favored by the current Chairman of the Vocational Education Department who serves as titular director of most of the projects. The projects, therefore, are quite accepted at the IHE.

Training is usually located at the IHE, the program consisting of tried concepts and methods in vocational education. Innovation is not stressed,

although there is an implicit assumption that innovative practices are being communicated.

Course work has included regular departmental offerings, new courses, and special non-credit seminars, institutes, workshops, etc. The practicum is not emphasized in the formal sense of supervised on-site training, but IHE staff make an effort to stay in touch with the schools, and on occasion, they provide technical assistance directly. Much of the project's function is really in-service, and the "practicum" becomes the teacher's regular classroom.

Trainee Selection, Screening, Recruitment

Selection procedures vary among the subprojects. In some cases trainees volunteer for the program from their LEA or college. In others, applicants are screened by the LEA or the SEA.

Across all projects, however, IHE project staff exercise relatively little influence over the selection of participants.

Establishing Relations with LEAs

IHE project staff have little to do with fostering relations with LEAs, since the SEA has assumed the duty to coordinate training and service ventures between LEAs and IHEs through the "triangle plan."

The LEAs and IHEs have largely accepted the terms of the triangle plan, but not without reservations. The issue seems not to be the mutual benefits of using IHE resources to train LEA personnel - that is a value held by both parties - but a desire for more control over the planning and operation of the training projects.

The practicum, as mentioned, is not stressed. Most course work takes place at the IHE, without objections from LEAs, and the IHE has not pressed for on-site training of participants under the supervision of IHE project staff or LEA master teachers.

Utilizing Resources of the IHE

The projects make extensive use of the training resources available within the Department of Vocational Education, and to some extent within the College of Education generally.

Some faculty, however, believe that other skills of the IHE--such as curriculum design, and research--are underutilized, due to the SEA's narrow focus on direct training.

On occasion the projects, because of their emphasis on career education, have been the means of introducing new personnel and resources into the IHE--for instance, in the field of data processing.

Early Childhood Project, University of Franklinia Medical School

Goals

The project emphasizes training for professionals and paraprofessionals in elementary schools. Its training goals are: "(1) to increase sensitivity to the growth needs of pre-school children; (2) to develop skills in dealing with these needs; (3) to foster awareness of the special needs of children who are not developing normally; (4) to develop familiarity with the range of techniques and services available for these special children."

Organization and Management

The project is housed at a Child Development Center which is part of a School of Medicine: an interdisciplinary center for the study of development from both medical and educational perspectives.

Staff consists of a coordinator, an assistant coordinator, 4 head teachers for practicum experiences, and 4 psychometrists (part-time). The project director is also the director of the Center.

The decision-making is mostly hierarchical, especially with regard to trainee suggestions.

Communicating Skills and Knowledge to Trainees

Use of the practicum is extensive; it makes up the bulk of the program. The classroom experience has been in four model classrooms, each representing a different approach to the classroom situation. They are: (1) new nursery model; (2) Engelman-Becker; (3) open classroom; (4) behavior modification.

As the project developed the four models evolved into two general approaches to teaching: behavioral and psychodynamic.

There are 3 major components of the training program - practicum, clinical teams, and course work in the form of seminars. Clinical teams are made up of professional personnel, mostly medical (psychologist, pediatrician, physical therapist), some social services (occupational therapist) and an educational consultant. The trainees observe these teams as they examine children and evaluate their condition and progress.

Seminars are taught by project staff, and focus on early childhood education and learning disabilities.

Teachers for the practicum were sought from other IHEs which had experimented with the various models.

One somewhat controversial aspect of the curriculum is the 'staffing' of trainees as well as children. Some trainees resent this patronizing (in their view) analysis and discussion of their progress and performance.

Trainee Selection, Screening, Recruitment

An educational consortium disseminated information on the project nationally, and accepted applications.

In the second year, more applications came in. Selection criteria included:

- experience with early childhood education and child development
- indication of committment and leadership qualities
- B.A. degree (this will be dropped next year)
- intention to remain in present job or at least in the field of ECE
- commitment to stay in program full 9 months.

Also, candidates were judged as to whether they "fit (project staff's) concept of the model learner." This requirement seems to be related to the difficulty some trainees have in accepting the "staffing" situation, in which the "teacher" suddenly becomes "student."

Extensive testing was done on the second year applicants of a clinical nature - mostly attitudinal and psychological tests.

Recruits fell into three groups: early childhood education teachers (who turned out to be the best suited to the style of the program); elementary education teachers; and community-oriented trainees (who were least adaptable to the project's appraoch).

Future plans include restricting candidates to the immediate area.

Establishing Relations with LEAs

As the program is now constructed, this is not really applicable. There is little contact with any LEA.

Utilizing Resources of the IHE

The program makes use of the Medical School's child development center

and a four-classroom laboratory nursery school as locations for practicum.

The project draws personnel and facilities from several departments, mostly in the School of Medicine.

Exposure of trainees or the project itself to other parts of the IHE is minimal.

Hermosa Special Education Project

Goals

The project attempts to "assist educational personnel to teach students of wide variability in regular classrooms." The project's intent is "not to meet the needs of children with extreme handicaps but rather to reverse the recent trend of segregating children who have less severe handicaps," i.e., to train teachers to teach in integrated classrooms containing "special children" as well as "normals."

Organization and Management

The project has been taking place at the IHE laboratory school, with special students recruited from the nearby LEAs. The project centers in the IHE School of Education's Department of Elementary Education. The project staff and its decisions as to curriculum, etc., are contained almost entirely therein.

In the next year, the project will move most of its operations to a public junior high school in town--partly because it is felt that the graduating sixth graders this year may have problems as a result of their lab school experience that will make them difficult for regular teachers to deal with.

Communicating Skills and Knowledge to Trainees

The four elements of the project are: classroom operations (practicum, in effect), daily seminars, weekly staffing processes (intensive work with individual children), and community involvement activity (parent study groups, headed by one lay person and one psychology graduate student to discuss parent-child relationships and child behavior).

Classroom experience is in the form of team-teaching, each team including a master teacher, a teacher trainee, an aide trainee, and occasionally other education graduate students.

Emphasis in the project was on individualized instruction for children, especially special children, a skill which in many cases was not transferable upon the trainees' return to their jobs, where classes of 35 and 40 with one teacher are not unusual.

Trainee Selection, Screening, Recruitment

Selection of trainees was the province of LEAs. Usually principals chose the teachers and aides who were to participate.

Many trainees were ill-informed about the project beforehand. They had received little information from their principals and superintendents.

The project, disappointed with many of the first-year recruits, sent a list of guidelines to LEAs for the second year suggesting the following criteria:

- Persons whom the LEAs would employ in a position for which the trainees were prepared in the project;
- Persons who were willing to return to their districts and be so employed;
- Persons who did not have serious health problems.

Other criteria are at the discretion of the LEAs.

Establishing Relations with LEAs

Explanation of the project was given to LEA administrators, by means of an orientation conference, but little of this information trickled down to the trainees. Nonetheless, cooperation with LEA administrators has been high.

Feedback on the project, in the form of performance rating of graduates, has been solicited from LEAs. None has been forthcoming.

LEAs have agreed to help pay for teachers' and aides' stipends while attending the project (project pays the rest).

A general agreement exists for hiring of all graduates of the project, usually back into the LEAs which sent them.

When the project moves to the local junior high school, master teachers will be drawn from that school.

Utilizing Resources of the IHE

Although the project is in the School of Education, and the bulk of its staff and resources are found there, other departments, such as psychology, contribute in minor ways.

Since the project is short (18 weeks) and involves little academic credit, there is no opposition to it on grounds of academic standards. It has little to do with the rest of the IHE, in fact.

Johnston Special Education Project

Goals

The Johnston Special Education Project is designed to help meet requirements newly imposed by the Van Buren legislature for more certified special education teachers and additional training for classroom teachers in handling special children. In Johnston, the majority of those so designated are Chicanos. Their primary handicaps are inability to use English adequately, and related or resultant difficulties.

Organization and Management

The project was conceived, planned, and is being administered by the Region XIX Educational Service Center. The project has one director who bears most of the technical and administrative responsibility, and is, in addition, the instructor of the four courses included in the program.

Communication between the Educational Service Center and LEAs is restrained by their peculiar legal relationship. Therefore, the project, though planned and operated to assist LEAs, receives little input from them.

Communicating Skills and Knowledge to Trainees

Emphasis is on training special education teachers to staff "resource rooms." Thus, training concentrates mostly on specific diagnostic and remedial procedures.

The project consists at this time of summer courses including both lecture and laboratory experience and weekend workshops during the school year.

Teachers who complete the four courses are certified by the University of Van Buren at Johnston as special education teachers.

The lectures are usually given by guest lecturers. Presentations cover a wide range of special education models. Weekend workshops likewise include lectures and demonstrations, and are responsive to specific problems in classroom management posed by trainees.

Topics covered in these sessions include: sensitivity to handicapping conditions, psychological appraisal, parent counseling, verbal interaction patterns, reading instruction techniques, diagnosis, and observation guides.

Trainee Selection, Screening, Recruitment

Specific eligibility criteria for the program are that candidates must be:

- certified as teachers in the state of Van Buren
- currently teaching in a regular classroom, in kindergarten through 5th grade
- under contract to an LEA
- "available for summer training and continued involvement for fall and spring."

Each LEA exercised individual preferences in recruitment. In some cases, information was made available to all teachers, who could then volunteer. In other cases, participants were chosen by principals.

Some teachers who were recruited specifically for later reassignment to "resource rooms" were not told of that plan, and expected to return to their classrooms as regular teachers.

No linguistic or ethnic quotas were applied in selecting candidates.

Principals "nominated" candidates. All nominees were accepted by the Educational Service Center.

Establishing Relations with LEAs

The relationship between the Educational Service Center and LEAs is such that services of this kind were already offered to the LEAs by the Educational Service Center. The LEAs are under no obligation to utilize or accept services or recommendations offered.

Specifics of the project, including tuition and details of administration, are handled by the Educational Service Center.

Utilizing Resources of the IHE

The IHE in question, the University of Van Buren at Johnston, contributed only certification and catalogue listing of courses taught. It did not supply any personnel, nor did it contribute to the planning of curriculum. The Graduate School of Education hardly exists. There are no plans for continuing the courses at the IHE in the absence of Educational Service Center instructors and support.

Mathis Training Teacher Trainers Project

Goals

The project, and the Institute which is its largest part, strives to create: a flexible system for producing competence and expertise in teacher training (with emphasis on training within schools of arts and sciences so that teachers colleges could be bypassed); a greater communication with and responsiveness towards local school districts; and an institutionalized format for continuing social change.

Organization and Management

The project is governed by a set of Task Forces, including representatives of communities, LEAs, the University of Atlantica Teachers College, the College of Arts and Sciences, and later, undergraduates. A steering committee provides central coordination. The project funds the "Institute," an "interdepartmental, interagency training resource."

Communications with the Teachers College, for reasons connected with an earlier project, are scanty, though the project is credited with helping to bridge the existing gap between the IHE and project management.

Generally, lines of communication, especially with LEAs and parents of school children, have been open, with feedback solicited from all individuals and groups involved in the project, however peripherally. This policy results from the problems which arose in the conflict between the progressive, change-oriented project and its rather conservative constituencies throughout the state.

Communicating Skills and Knowledge to Trainees

The project leans heavily towards "self-initiated learning," practicum at its most thorough. Course work is almost non-existent, as are traditional concepts of performance evaluation and scheduling. Thus, the project combines informality of content with informality of process.

The project, in fact, has come under fire both internally and externally for the lack of definition of skills to be learned. This is being corrected by the project's third director, who has just taken over.

Staff consists of the director, from the University of Atlantica, and the faculty of the Institute, most of whom seem to be members of other

departments, notably English and foreign languages. Distinctions between staff members and trainees are disappearing, as participants take a greater hand in directing their own studies.

Trainee Selection, Screening, Recruitment

"The general recruitment strategy was to search out teachers who could bring about change, support or implement open classroom methods in often conservative situations, and plan their own program within the Institute which would support the refinement of their own pre-existing skills."

Recruitment strategy altered shortly after the start of the project to seek out more experienced and mature personnel who were more capable of the self-directed learning the program aimed at. Earlier, recruits were sought as trainable "agents of change." This shift resembles processes in other projects in our study, away from confrontation tactics and towards "incremental change," wrought within and with the cooperation of the existing systems. "There came to be fewer attempts to make 'conversions' to open classroom teaching and more and more participants involved in 'confirmation' of their own already credible and successful teaching."

Establishing Relations with LEAs

Relations with the LEAs, especially in Mathis itself, tend to be thin, possibly the result of lack of strategies to deal with the problem. Little is offered to the schools in return for their cooperation. Communication, though hailed as necessary, seems to result from the efforts of individuals, usually trainees, rather than from those of the project director or staff. The perceived image of the project in the LEAs is mostly negative, the result of "too little orientation to community issues, to administrative procedures, and to local school politics."

Utilizing Resources of the IHE

Here again, there may be a lack of strategy problem. The project has resolved some of the antagonism between the College of Arts and Sciences and the Teachers College, but problems still exist. Other graduate departments have refused to accept credentials of the Institute's graduates, largely because of a self-grading policy.

Otherwise, the project is a successful attempt to gather from the various parts of the IHE the skills needed for the Institute's functions. This wedding of disciplines, of course, is one of the project's stated goals.

Ocmulgee State University Pupil Personnel Services Project

Goals

The project is a Mexican-American counselor training program. This project represents an overall attempt to address the academic needs of minorities, specifically Mexican-Americans, in their pursuit of higher education. The program prepares counselors to work in predominantly Mexican-American areas, who will undertake responsibilities as guidance counselors for both the elementary and secondary grades.

Organization and Management

In an attempt to organize the project to meet these goals , the project staff made a detailed study of similar counseling programs. This strategy was in essence a pre-planning effort to distill and integrate those aspects of similar programs into their own.

The project is managed by two co-directors who are largely responsible for the overall planning and operation of the project. Representatives from other schools within the university, in addition to the Associate Vice President for Academic Affairs, comprise the Committee for Supervision of the Project. This committee really serves in an advisory role to the project.

The project staff is comprised of two faculty members and two graduate students.

School districts with 30% or greater Mexican-American population and less than 4% Mexican-American administration and faculty were selected as practicum sites.

Communicating Skills and Knowledge to Trainees

The following were used as criteria for the development of curriculum:

- Enable the counselor to identify power bases and resources in the community and the LEA relevant to change;
- Enable counselor to marshal resources, such as LEA support and community participation to achieve change;
- Provide the counselor with technical assistance needed to implement change; and
- Test the laboratory approach as a training ground in dealing with groups and individuals.

The curriculum emphasized interpersonal exploration, community practicum experience and institutional analysis techniques.

Course work consists of 44 semester hours spread over a one-year period.

Successful completion of the program places little weight on class attendance per se. The emphasis is on performance-based standards.

The curriculum also includes a six-week workshop for administrators of the participating LEAs. This strategy is aimed at two objectives:

- Allows LEA representatives to provide locally relevant inputs into the design of the curriculum and practicum experience;
- Provides a means of creating a receptive institutional environment for change.

Teaching techniques:

- Role-play
- Video tape
- Microlab simulation techniques

The integrated use of these techniques provides the participants with the chance of seeing themselves in action as well as receiving feedback from their peers.

Trainee Selection, Screening, Recruitment

Selection criteria:

- Possess at minimum a B.A. degree; and show evidence of aptitude to do graduate work.
- Have completed no more than six semester hours in guidance and counseling.
- Be bilingual (Spanish-English).
- Present evidence of employment for the year after graduation with commitment to a full-time counseling position in a predominantly Mexican-American setting.
- Have at least one year's teaching experience.
- Express a strong desire for change and ability to adapt to new ideas for the education of Mexican-American children.

Selection procedures:

- The procedure showed preference for those candidates who expressed a commitment to return to a participating LEA.
- Involves the participating LEAs in the selection procedures. Each LEA had a somewhat different approach to recruitment;
  - solicited participation from all its teachers by distributing a handbook describing the program.
  - contacted individual teachers
  - directly selected individual teachers and told them they would be participating
  - developed their own selection criteria.

The strategy to engage the participating LEAs in the selection process had its drawbacks. It significantly limited the screening prerogatives of the program staff. Yet the advantage is significant also in that the LEAs became more accountable for the success of the program.

Utilizing Resources of the IHE

Strategies were employed by which the rest of the departments within the schools participate:

- Placing of department representatives on the Committee for Supervision of the Project; in addition to the vice president for academic affairs.
- Placing a limited number of program participants into graduate level courses.

Riceville Training of Teacher Trainers Project

Goals

The primary objective of the TTT project has been to "organize resources to meet the training needs of teachers, drawing on whatever resources were accessible, helpful, and relevant." Correlative since the inception of the project has been the pursuit of complete flexibility and an orientation towards "the tactics and process of change."

Organization and Management

The project tends to be open rather than closed in structure. Each sub-program has a core faculty composed of members of the University of Riceville Department of Secondary Education, other School of Education departments, representatives of other disciplines, community representatives, and teachers, who act as site representatives.

Decision-making is extremely democratic. Input comes from every individual connected with the project, with special emphasis on decentralization and responsiveness to local needs. Each site has a site committee which includes local school administrators, teachers, students, parents, community representatives, and project trainees.

The project has such strong support in the IHE that there is little doubt of its continuation, even when federal funds are withdrawn. The kind of individual participation encouraged by the project organizers might well give the programs impetus to perpetuate themselves, grounded in the needs of teachers and teacher trainers.

Communicating Skills and Knowledge to Trainees

The program employs what it calls the "double practicum" approach. Paraprofessionals, B.A. candidates, and MAT candidates train under doctoral candidates. The doctoral candidates themselves train to be teacher trainers, under supervision of an interdisciplinary faculty. Emphasis throughout the project is on field work, rather than course work.

Decisions on the content of training programs are arrived at through a wide spectrum of inputs (from literally everyone involved in a given program), with particular reference to the individual needs of trainees. "Core experiences...

supervision pre-practicum, group process, group management seminar, research and design seminar, and community design seminar - are required for all participants.

Trainee Selection, Screening, Recruitment

Trainees originally came from the School of Education, especially the Department of Secondary Education. Later the program broadened to take in doctoral candidates from local school districts and from other departments. The project also trains B.A. and MAT candidates, as well as teachers who became involved with the project through site activities.

Establishing Relations with LEAs

Interaction between the project and LEAs is central to the programs, starting with and centering on establishment of local needs in relation to project aims.

That interaction also includes extensive use of local school administrators and teachers for both input and participation in practicum training.

Utilizing Resources of the IHE

In this case, the project was conceived and is directed by a former member of the Department of Secondary Education, who founded the new Department of Counselor Education. With receipt of the TTT grant, he had a free hand to design the project according to his own ideas. He had cooperation from the School of Education and access to the school's resources.

Career Opportunities Program at Sussex, North Monroe

Goals

The project secures teacher training for community residents at a local university and, simultaneously, places them as paraprofessionals in local classrooms. This benefits the schools by placing additional adults in the classroom, benefits the trainees by providing them with training and experience in education, and benefits the community by serving as a bridge between the schools and the community.

Organization and Management

The formal organizational structure places most decision-making power in the hands of the COP Advisory Board, which receives recommendations from the University of Sussex School of Education. In fact, though, decisions are made less formally, with inputs from the project director, the Superintendent of Schools, COP participants and a liaison between the project and the university.

Communication channels are mostly open, especially between the LEA and IHE (the result of a personal friendship between the Superintendent and the Dean of the School of Education). Communication between the COP trainees and the IHE is less successful.

Communicating Skills and Knowledge to Trainees

Participants spend a full working day in the classroom, then take courses in the evening. Since most have not reached the point in their education to allow their taking professional education courses, the bulk of their training in education is contained in the practicum. They are therefore "trained" by two different kinds of "teachers;" the ones they assist in the classroom, and the ones on the staff of the IHE.

There is a discrepancy between the skills being communicated to the participants in their courses, and those they feel the need for in their classroom work. They are following the standard program to achieve a B.A., which involves taking all of the general liberal arts requirement courses before specializing in their major (education). Students would like a stronger voice in designing a relevant curriculum.

Trainee Selection, Screening, Recruitment

Project participants are recruited from the inner city community, with some attempt to involve a number of Spanish-speaking persons and veterans.

Trainees were to have included a large percentage of men, but "inadequate financial incentives and structural restraints inherent in the selection process" precluded such a balance. Only 10% are males.

Criteria used by the Advisory Committee in selection of participants include:

- Interest in teaching black children
- Must be a paraprofessional in the school system (except veterans)
- "Highly motivated"
- Living in a Model Neighborhood or serving in a COP feeder school
- High-risk, in some way a failure in previous experience
- Resident of Sussex
- Committed to finishing the program

Almost all the recruits are mothers; many are grandmothers. The average age is 43. Most have been out of school for at least 25 years.

Establishing Relations with LEAs

In this case, the project originated in the LEA. The Board of Education applied for COP funding and participated with the IHE and the community in the selection of the director. The director represents the LEA on the COP advisory board.

Utilizing Resources of the IHE

Much effort is made to treat COP students at the university like other students; they insist on receiving no special assistance. There is a liaison between them and the IHE, but many students either do not know of his existence or are not disposed to call on him.

The IHE has not specifically placed its education training facilities at the project's disposal. The School of Education is thought by project personnel to be somewhat out of touch with real city schools and their problems.

Teacher Corps Project at West Kingsland University

Goals

The project began as a highly field-oriented experimental MAT program sponsored by the WKU School of Education's Division of Laboratory Services, with the aims of providing service to schools and training for fellows in a field setting, through an interdisciplinary approach.

As the project became more established in the local schools and at WKU, more specific change goals began to emerge: implementation of Individually Guided Education (IGE) in the schools, and of Competency Based Education (CBE) at WKU. Major factors in the shift were the participation of the Kettering Foundation, and the obligation to respond to revisions in the sixth cycle Teacher Corps guidelines.

Organization and Management

The project is based in the Division of Laboratory Services, which offers no courses. Prior to Teacher Corps, its role was coordination of field experiences required by other departments. From the beginning, then, project operations have involved ties with the School of Education, the disciplines, and the schools.

Originally, project planning and decision-making was largely in the hands of the director, who also directed the Division of Laboratory Services, and his key staff. Participation in management broadened as the project developed suborganizations: faculty teaching teams at WKU; differentiated staffs in the schools; and student teams carrying out projects in the communities.

Communicating Skills and Knowledge to Trainees

The project has consistently emphasized the practicum, and has attempted to relate course work to the practicum in terms of both content and sequencing.

At first the project offered new courses in fairly traditional formats, then moved toward a CBE approach emphasizing team teaching, modularization, self-directed learning, and teaching in the field.

The project director and his key staff were largely responsible for planning and presenting courses in the early years of the project. Later the project involved a broader range of WKU faculty, team leaders and regular teachers from the schools, and recently the interns themselves.

In addition to course work and the practicum, the project also requires trainees to devote time to projects in the communities, largely independently. These community projects are not yet perceived as successful by students and project staff.

Trainee Selection, Screening, Recruitment

After an unhappy experience -- friction, high attrition -- with national recruiting in the first cycle, the project has emphasized local recruitment. Minorities are not intensely sought, as there are few in the schools and in the region generally.

Selection criteria are:

- commitment to teach in the region, especially in early childhood;
- understanding and agreement with the goals and methods of the project;
- ability to relate to the various interest groups associated with the project; and
- potential for adapting to a role in a differentiated staff.

The project is basically presented to applicants as a scholarship alternative MAT program. An orientation to change and to applied change theory is neither stressed by staff not demonstrated by students.

Applicants are selected by an admissions committee representative of project staff, LEAs, communities, trainees and teachers.

Establishing Relations with LEAs

By virtue of its position as the leading IHE and producer of teachers in the region, WKU already enjoyed firm ties with local schools, especially those of the Division of Laboratory Services and its director.

The director personally led a low-key campaign to persuade superintendents, principals and teachers to accept first the project, and then IGE.

After scattered placements in the first cycle, the project moved towards concentration of interns and team leaders. It is now heavily represented in 8 schools, in 3 LEAs. Team leaders and clas[illegible]ers participate in field supervision and instruction. Due in part to the extremely low teacher/student ratio in the region, the project has been quite successful in placing interns and graduates.

Ties with LEAs could easily be damaged by school-based or community-based controversies about the project and IGE. However, project staff have been careful to avoid conflict.

Utilizing Resources of t.e IHE

Since the project was based in a department without courses, from its inception it has drawn on a variety of resources within--and to some extent, outside--the School of Education. Team teaching facilitated interdisciplinarity.

New courses were offered from the start, and new curriculum increasingly became a major concern of project staff. Key features in the program are CBE use of media, and on-site instruction.

The project curriculum has essentially been copied wholecloth in a new WKU MAT program, a degree not offered in the past.