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ABSTRACT

The significance of competency assessment for schools of education is explored with emphasis on developments at the state level and in specific teacher education programs. Multidimensional quality indicators of teacher preparation programs are suggested in the first paper. Other papers present an overview of state legislative reactions to competency assessment and case studies of developments in Oklahoma, Georgia, Louisiana, and Florida. Competency assessment and testing procedures at Xavier University (Louisiana), the National College of Education (Illinois), and Northern Kentucky University are reviewed in separate essays. In a paper on the implications of competency assessment for historically black colleges and minority students, positive and cautious points are made, and steps for pursuing excellence in minority teacher education are noted. The final article is a futuristic view for assessing competence in teaching in the 1980s written for an imaginary 1990 teacher education journal. In a "futuristic review" of the developments in the 1980s, the 1989 "author" concludes that teachers gained control of their own competency assessment and professional development in the 1980s. (FG)

Competency Assessment in Teacher Education

SELECTED PAPERS FROM THE CONFERENCE ON COMPETENCY ASSESSMENT IN TEACHER EDUCATION: MAKING IT WORK

Edited by Sharon G. Boardman
and Michael J. Butler

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Selected papers from the conference
on "Competency Assessment in Teacher Education: Making It Work,"
held November 16-18, 1980, in Lexington, Kentucky.
Jointly sponsored by the American Association of Colleges for Teacher Education and the Kentucky Association of Colleges for Teacher Education in cooperation with Grambling University, the University of Kentucky, and Western Kentucky University

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FOREWORD

The American people have always had an interest in the quality of education provided for their children and youth. During the past decade, however, concern about educational quality has markedly increased and set in motion a movement to require competency testing of teachers. As indicated by J.T. Sandefur in his contribution to this monograph, a number of states have already acted on this matter; others are exploring the alternatives.

Recognizing the significance of this movement, particularly as it affects schools, colleges, and departments of education, the American Association of Colleges for Teacher Education, in cooperation with the Kentucky Association of Colleges for Teacher Education, Grambling University, the University of Kentucky, and Western Kentucky University, sponsored a national conference on competency testing November 16-18, 1980, in Lexington, Kentucky. The purposes of this conference were to become better acquainted with developments among the states, to explore the implications of competency testing of teachers for colleges and universities that prepare teachers, to understand more fully what quality in teacher education means, and to consider where to go from here.

The ERIC Clearinghouse on Teacher Education was pleased to assume responsibility for collecting, editing, and publishing the conference presentations in this monograph. We believe that this publication is not only timely, but also a significant addition to the literature on this topic.

The Clearinghouse wishes to acknowledge with appreciation the contributions of all the authors who graciously allowed us to publish these papers. Special acknowledgment is due Sharon G. Boardman, Clearinghouse editor, and Michael J. Butler, associate director, for their work in seeing the manuscripts through to publication. Also, this document would not have been possible without the support of Floyd Waterman and the Center for Urban Education, University of Nebraska at Omaha.

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QUALITY TEACHER EDUCATION: A CONTEXT FOR COMPETENCY ASSESSMENT

by George Denemark and Elizabeth Nelli

The competence of those who teach in America's elementary and secondary schools is of vital importance to the public, to the teaching profession, and particularly to those engaged in preparing teachers. Frequent articles in newspapers and popular magazines of national circulation indicate growing concern about competence. The scope of national interest in competency assessment of teachers is documented further in the next chapter about state legislative action.

Even teacher organizations, traditionally wary of competency testing, are beginning to endorse testing as a means of quality control in schools and in the teaching profession. American Federation of Teachers President Albert Shanker remarked that although the teacher testing debate will continue for some time, "Why not begin now to ensure at least minimum qualifications in subject matter and methodology through universal entry tests? It would be a far better thing for public confidence--and for teacher morale--to start out right than complain later...about teachers' qualifications" (1980, p. 2). National Education Association Executive Director Terry Herndon observed that a certificate to teach ought to be, but is not necessarily, a seal of competence to teach (1980, p. 4). NEA leadership interest in the topic is evidenced further by the current "Profiles in Excellence" project and by its exploration with the American Association of Colleges for Teacher Education into the requisite knowledge and skills for granting initial certification.

Support among the teacher education community for the competency assessment movement was apparent at the 1980 AACTE annual meeting in Dallas. There, the membership approved a resolution calling for assessment of basic skills for entry and continuance in teacher education programs, and assessment of professional skills as an exit requirement. They also approved a related resolution: that completion of a teacher education program should lead to initial certification with further certification dependent on cooperative evaluation of performance on the job.

As Howsam observed, the most critical determinants of quality in education are the schools and the teaching profession, and schools cannot improve their effectiveness "except as teacher education is upgraded and the capacity of teachers to perform with professional proficiency is achieved" (1979, p. 1). With little disagreement about the importance of teacher competence, why delay the search for a means of assessing the competence of those seeking to enter the teaching profession? Why delay when a sense of urgency about the problem may create pressure for legislative solutions with no participation by educators?

Competency assessment is not simply a matter of evaluating basic skills before admitting students to teacher preparation programs. Nor is it just measures of subject matter knowledge or pedagogical skills before candidates are recommended for certification. These are important components of the total evaluation process, but competent teaching is more than ability in basic skills, more than facility with pedagogical skills, and more than familiarity with subject matter. Teaching is a complex, demanding task of knowing, doing, and being (see figure 1). Such a prismatic view of teaching requires a multidimensional approach to teacher assessment, an approach that supports the use of paper and pencil measures when appropriate, but requires, as well, more complex measures of performance.

This multidimensional assessment emphasizes entry, exit, and initial certification measures--all of which are important to a teacher education program. For example, some qualities of character and personality judged important for effective role modeling are established before professional study and are unlikely to be influenced significantly, given the limited resources available for professional preparation. "Multidimensional" also suggests that competency assessment is an ongoing process not only during the college or university preparation program, but also throughout the teaching careers of teachers and teacher educators. Assessment for initial certification or licensing is important, but it is only a part of the process for securing quality.

However good teacher education may be, it alone will not suffice to bring about quality education for children and youth. Conditions supporting effective teaching and learning must exist in the schools and communities where teachers work. Further, rewards established by society must be commensurate with higher levels of professional preparation and performance.

Finally, the dualisms of which John Dewey warned many years ago remain threats to responsible decisions regarding competency assessment of beginning teachers. The artificial separations between content and method, theory and practice, campus and field, regular education and special education, professional studies and liberal studies, and so on cannot be allowed to distort the design of a comprehensive, multidimensional approach to competency assessment.

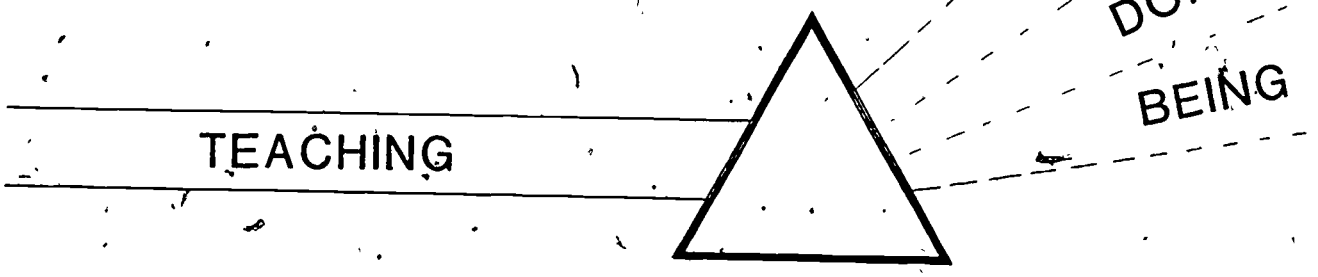
Within this context, the following questions need answers: What do teachers need to know and be able to do to be certified or licensed to begin teaching? At what levels of proficiency in knowledge and skills should new teachers be expected to operate? To answer these questions, the interaction between teacher preparation programs and assessment for certification needs to be recognized. Both preparation programs and assessment procedures should demonstrate responsiveness to standards established by the teaching profession, and both must reflect the public's concern for quality in schools and classrooms.

TEACHING is more than a synthesis of

* basic skills
* pedagogical skills
* familiarity with subject matter

TEACHING is

* a complex profession that must be viewed through a prism of KNOWING, DOING, and BEING



THIS PERCEPTION OF TEACHING SUGGESTS THE IMPORTANCE OF:

* assessments for program entry, exit and certification
* assessment as an on-going, career-long process
* supportive conditions in school and society
* avoiding panaceas and false dualisms
* an interactive relationship between teacher education and assessment for certification

TWO DEFINITIVE ASSESSMENT QUESTIONS FOR TEACHER EDUCATION PROGRAMS AND FOR CERTIFICATION:

* What do teachers need to know and be able to do to begin the practice of teaching?
* At what level of proficiency?

FIGURE 1.--A Multidimensional Approach to Teacher Education.

1. Quality teacher preparation programs establish clear goals that reflect both reality and aspiration.

A decade ago Haberman identified as the most critical but neglected element in teacher preparation program development "the establishment of priorities regarding what teachers should be taught to do" (1971, p. 112). Although the setting of priorities is still neglected, some evidence suggests that teacher educators are discussing what teachers need to know, be able to do, and be. In setting goals, it is essential that they both define ideal performance and clarify what can be expected realistically of beginning teachers. McDonald (1978) observed that a preparation program could choose one of three logical goals for its trainees: competence to survive in the first year of teaching, moderate effectiveness, or high effectiveness. He held that the latter goal is unrealistic, and suggested striving for the second goal of graduating candidates with the likelihood of being at least moderately effective teachers with competence to survive the first year of teaching.

Acceptance of realistic goals for the beginning teacher does not mean neglecting the ideal. Teacher education must prepare teachers for contact with reality while it helps them to conceive what can be. As John Dewey reminded, the interaction between the ideal and the real serves not only to keep aspirations in scale with reality, but also to modify existing conditions to improve reality.

Goals must extend beyond single institutional or individual faculty prerogatives. As Gage and Winne (1975) maintained, individual programs should not determine educational objectives; rather, programs should respond to objectives. Goals for all quality teacher preparation programs, regardless of the training institution, must reflect reality and aspiration by providing to teacher candidates the knowledge and skills to survive in schools as they are and the professional wisdom and dedication to help schools become more nearly what one would wish them to be.

Goals determine both the character and the evaluation of a program. The preparing institution must "describe the skills, knowledge, and attitudes of the highly effective and moderately effective teachers. These descriptions become the substance of the educational program, and it is in terms of measuring these levels of skill, knowledge, and attitude that evaluation is conducted" (McDonald 1978, p. 10). Each new teacher is measured on his or her ability to perform the essentials of teaching at a level safe for the students--safe in the sense of supporting healthy educational development (Howsam et al, 1976, p. 81).

A prerequisite for establishing lucid goals and using these to assess a safe level of competence in teacher candidates is faculty competence. Instructional staff must have mastered and be capable of modeling the knowledge and performance skills they seek to engender in their students. Indeed, if program goals are to be functional guides to preparatory experiences rather than empty exercises devoid of substance, faculty must exemplify what they espouse.

2. Quality teacher preparation programs provide trainees with a broad repertoire of professional knowledge and skill.

One shared objective for all teacher education programs is the provision of a broad repertoire of alternative behaviors for teachers. Field studies of six basic approaches in teaching--traditional didactic, open school format, behavioral learning techniques, consultation techniques, therapeutic counseling intervention, and mastery learning--led to the conclusion that no single approach works best with all children (Barclay 1980). Goodlad (1979) pointed out that successful teachers orchestrate an array of complex factors in an interactive system. As there is no one model student, so too there is no one model teacher, no single idealized teaching form whose pattern of skills and understandings can be reproduced in all others. However, rejection of the single model concept does not mean that there are neither essential common expectations nor common areas of competence. Although effective teaching must not be equated with mastery of a few general approaches to teaching, as Brophy (1976) warned, it is necessary for training programs to include the essential components of the professional culture. These are the professional behaviors that effective teachers exhibit at a competent level. For example, if all teachers are to be competent in assessing needs and adapting instruction to individual students, then preparation programs should develop a broad-ranging set of understandings and skills that support such diagnosis and adaptation. Similarly, assessment programs for initial teacher certification must logically seek evidence of the new teacher's familiarity with such a professional repertoire.

3. Quality teacher education is a continuum of initial preparation, inservice education, and continuing professional development.

Colleges and universities, school systems, and teacher organizations must collaborate to design and carry out "a comprehensive system of teacher education with properly delineated responsibilities for preservice preparation, inservice education, and for continuing professional development" (Denemark and Nutter 1980, pp. 29-30). Preservice or initial preparation programs have yet to accept the goal of developing professional competencies in teacher candidates to a safe level of practice. As a result, inservice education is diverted from its proper role of helping teachers with the specific needs of the employing school system to the role of remedying deficiencies not covered in the initial preparation.

Inservice education is also distinct from continuing professional development. The Commission on Education for the Profession of Teaching (Howsam et al. 1976, p. 102) proposed as appropriate for inservice education the policies and practices unique to a particular school system, such as methods of recordkeeping, the system's reading program, the scope of the total school curriculum, resources and provisions for handling various learning disabilities, and supervisory roles and procedures. Smith and Orlosky (1975) contrasted these areas with continuing professional development, which is determined not by the deficiencies of the initial preparation or by the requirements of a school system, but by the interests of each individual in personal and professional growth and career advancement.

Although initial teacher preparation, inservice education, and continuing professional development all contribute to the career-long professional education of a teacher and should be seen as integral parts of a whole, it is

important to understand, provide for, and not confuse the unique function of each. For example, recent declining enrollments and decreased budgets have pressured some institutions to approve for graduate credits a collection of situation-specific teaching experiences that are more appropriately inservice education. When educators confuse the functions of the three components, the quality of each is diffused and diminished. A careful delineation of the expectations for initial teacher preparation can provide a rational base for assessing the readiness of teacher education graduates to begin practice.

4. Quality teacher preparation programs admit only individuals who demonstrate potential for teaching success.

Teacher preparation programs cannot be described as exhibiting quality if they admit students of low academic potential, assign them higher than average grades in professional courses, and eliminate only a few gross underachievers during the training process. The justification of low admission standards because of serious teacher shortages is no longer relevant, if indeed it ever was. Yet, in many institutions admission standards remain inadequate to assure that programs will be offered to students with high potential for success as teachers. As Cogan (1975) suggested, candidates who manifestly or latently exhibit the qualities of successful teaching should be selected.

Is quality teacher education only a matter of recruiting bright, academic, and verbally facile students and providing them a liberal education supported by a modest amount of professional studies? The answer is no. The education and professional performance of a teacher are affected not only by individual qualities, but also by the nature of the preparation program.

Some state certification assessment programs have disclosed dramatic differences in the degree of success on standardized exit exams achieved by graduates of different institutions. Do such differences accurately reflect differences in the quality of preparation programs or the quality of students in the programs? Both the candidate's potential and the training program's effectiveness are important, and teacher education cannot afford to choose one over the other. The teaching profession deserves members who are bright, reflective, sensitive, and emotionally stable, and whose personal strengths are enriched and extended by a rigorous, professionally relevant preparation program. Perhaps the most powerful indicator of successful performance on some certification examinations is performance on a test, such as the American College Test, taken at the time of college admission. Although it is not certain that these tests bear any relationship to the classroom effectiveness of a teacher, they tend to predict academic success in college classes. Such predictions are not without significance for teacher candidate selection, but other dimensions must be considered as well.

A recent Kappan article (Watts 1980) suggested among several alternatives the following six basic selection criteria:

1. Evidence of above average intellectual ability.
2. A high level of oral and written communication skills.
3. Ability to accept persons of different backgrounds, experience, values, and characteristics.
4. Evidence of commitment and initiative.
5. Evidence of a healthy, flexible, and stable psychological condition.
6. Evidence of some understanding of the demands and limitations of a career in teaching.

Adequate attention to some of these criteria at the time of admission to teacher preparation programs will reduce the degree to which the criteria remain significant factors at the time of initial certification.

5. Quality teacher preparation programs establish exit criteria that ensure a safe level of beginning practice.

Beginning teachers cannot be expected to exhibit a mature level of professional skill, but the profession can and must "establish consensus on the professional culture required to begin the practice of teaching, and the means to assure career-long professional development" (Howsam et al. 1976, p. 81).

Institutions can no longer receive credit for effective teacher preparation solely on their graduates' performance on standardized exit tests that emphasize verbal ability and general cultural knowledge. When candidates are admitted on the basis of indicators of academic success and demonstrated abilities likely to be effective in teaching, then higher and more sophisticated levels of performance skills, knowledge, and understanding can be required from graduates. A single level of assessment, whether for entry or exit, is insufficient. Institutions engaged in teacher preparation must seek both to select and retain students who display the qualities of intellect and character associated with good teaching, and to offer their students many rich and demanding opportunities, through a rigorous, carefully structured preparation program, to apply those qualities to the tasks of teaching.

Several NEA and AACTE leaders are working toward a joint statement on what beginning teachers must know and be able to do. Such a statement is an auspicious initial step, but wider representation is needed from professional groups and the public. Institutions then can act on the criteria to meet their individual needs.

Establishment of appropriate minimum standards does not eliminate the need for distinctions of proficiency, mastery, or greatness. Scheffler (1965) distinguished merely knowing how to do something from knowing how to do it well and being able to do it brilliantly. These distinctions should appear clearly in evaluations of student competencies during the course of teacher education programs and in exit assessments from those programs. Teacher educators need to be aware of graduates who perform at exceptional levels when they begin their teaching careers, for their continuing professional needs may differ from those of other graduates.

6. Quality teacher preparation programs reflect in design and content the growing knowledge base about teaching.

Teacher education programs must be organized around a sound knowledge base, which includes research data, systematic analyses of professional experience, and logic. We share with Gage (1978), Good (1979), Smith et al. (1980), and Howsam et al. (1976) a conviction that the knowledge base for teaching is substantial, dependable, and continuing to develop rapidly. However, we recognize that "knowledge about teaching, like most knowledge in the professions rooted in the social and behavioral sciences, is probabilistic and subject to the variability of social contexts and individuals" (Denemark and Nutter 1980, p. 10). Although probabilistic knowledge supplies no universal answers and requires intelligent, sensitive interpretation, it still

provides reliable information around which effective programs can develop.

Teacher education should seek to communicate the scientific basis for the art of teaching (Gage 1978). The education profession draws upon the knowledge of many supporting disciplines, and generates additional pedagogical knowledge. Effective teaching can be built upon a scientific base, although teaching, like other professions, requires judgment to adapt performance to circumstances.

Herndon (1980) criticized teacher education programs for producing graduates who had to evolve a "personal and pragmatic approach" to their classroom needs with no clear scientific rationale based on professional authority. Graduates from a quality teacher education program ought to be capable of making professional decisions on the basis of theory and data, and of conducting their classroom teaching on the basis of professional knowledge rather than solely on personal experience.

7. Quality teacher preparation programs possess the resources necessary to support rigorous professional training.

Resources needed for quality teacher education include time, faculty, staff, equipment, clinical sites, library holdings, field relationships, and mechanisms for influencing the rest of the institution. Can these resources be expected in institutions where teacher education receives the lowest support per credit hour of instruction of any professional program (Peseau and Orr 1980)? Moreover, can such support be expected when expenditures for teacher preparation are far less than those allocated to the instruction of elementary and secondary children in public schools?

NEA's Herndon (1980) criticized the parsimonious attitudes toward teacher education and teachers. He stated that faculties of education are generally overworked, underpaid, and poorly organized for the task and that little economic or academic respect is bestowed on their research, scholarship, or teaching.

Along with the physical and human resources that should receive sufficient financial support is a time factor that is less directly linked to economics but just as vital. Teacher education programs do not allow sufficient time for inculcating ideas and skills into the professional repertoire of teacher candidates. Their preparation is comparable in neither length nor rigor to that of most recognized professions and many semiprofessions. Anderson (1980) observed that education professors have distressingly little time in which to introduce their students to the work of the teacher. Bell (1979), currently Secretary of the U.S. Department of Education, remarked two years ago that teacher educators ought to be making a vigorous outcry against a four-year limit on the training period for teachers. Five-, six-, and seven-year teacher preparation programs have been advocated as necessary for the education of competent teachers (Ryan et al. 1972; Cogan 1975; Howsam et al. 1976; Monahan 1977; Cremin 1978; and Denemark and Nutter 1980).

For too long the teaching profession has submitted to the notion that resources for teaching are somehow peripheral to quality, while other professions have demanded and received support that fosters quality. Assessment measures selected for their low cost and ease of administration, rather than for their relevance to competencies central to effective teaching, will prove no more effective than grossly underfunded preparation programs.

8. Quality teacher preparation programs develop relationships with agencies and groups whose understanding and support are essential.

Collaboration among individual education professionals needs to be paralleled by collaboration among elements of the teacher education unit on a particular campus, among a number of training institutions both public and private, and with other institutional units concerned with human service professions, as well as with school systems, state departments of education, and professional organizations.

Collaboration can take many forms. Ryan, Kleine, and Krasno (1972) explored the possibility of exchanging school-based and college-based teacher educators. Their rationale was that every four or five years teacher educators should have instructional responsibilities in schools as part of an overall plan to improve the quality of instructional services in teacher training programs. Bush (1977) viewed such collaboration as providing better preservice and inservice learning environments that blend into a continuing lifelong program of professional development. Jirik (1978) and the NEA (1980) urged members of professional associations and college personnel to engage in formulating policies related to inservice and continuing education. Howey, Yarger, and Joyce (1978) believed that states, school districts, colleges, and teachers should collaborate to provide the major clinical training of school personnel.

The extent to which educational agencies and professional groups outside the training institution are involved in planning, executing, and evaluating those programs represents a promising area for assessment of program quality.

9. Quality teacher preparation programs not only assume special responsibility for the pedagogical component, but also recognize and support the importance of other program elements.

In addition to the pedagogical component, three elements are important to undergraduate teacher preparation: general education, preprofessional studies in the undergirding disciplines, and preparation in subject specialization.

Inadequacies of general education are particularly damaging, because elementary and secondary teachers are themselves teachers of general education. Consequently, if general education is superficial and fails to provide "opportunities to experience what is involved in decision making and choice, the establishment of meaning, the use of evidence and logic, and collaboration toward proximate goals" (Denemark 1970, pp. 539-40), ability to teach general concepts and processes also suffers.

When compared with education for other professions, teacher preparation is notably weak in requiring studies in undergirding disciplines. Preparation for teaching should include a preprofessional component analogous to that required for entrance into medical school. Teachers need exposure both in breadth and depth to the social and behavioral sciences, which represent the basis upon which education draws, in the same way that doctors need to know about chemistry and the biological sciences. Without an understanding of the theoretical foundations on which teaching practice rests, teachers will be classified justifiably as technicians who are incapable of the diagnostic and adaptive functions of a true professional.

The dichotomous view of teacher preparation as either content or method has always been contrived, for every effective teacher possesses knowledge of the subject to be taught as well as pedagogical knowledge and skills.

However, as Smith, Cohen, and Pearl (1969, p. 122) wrote, "To go from the disciplines to the content of instruction involves a tremendous burden of translation." Decisions about the appropriateness of particular subject content for inclusion in teaching specialties should take into account "(a) the content of the disciplines that contribute to the particular teaching field, (b) the content of instruction--that is, the subject matter judged appropriate for teaching to pupils, and (c) knowledge about knowledge--the elements of subject matter, its logical structure, uses, modes of inquiry, and ways in which information is manipulated and dependability determined" (Denemark and Nutter 1980, p. 24).

It follows that assessment emphasis in each of these preparation components should be on the central ideas, principles, and concepts rather than on isolated bits of information. Further, assessment should ascertain, first, the college student's understanding of the disciplines as modes of inquiry rather than bodies of information, and second, the student's capacity to adapt the content of the disciplines to the public school student's level of knowledge and experience.

10. Quality teacher preparation programs link theory with practice to aid teachers to become professionals rather than technicians.

Effective teachers interpret classroom events by means of theoretical knowledge, and gain an appreciation of theoretical concepts as these are applied in real situations. Quality programs of teacher preparation attend to both foundational knowledge and development of performance skills consistent with such knowledge. Performance skills should be developed to a level that supports a beginning teacher's confidence in the classroom. Teachers who are professionals rather than technicians exhibit high levels of diagnostic and analytical abilities which help them to assess individual learning problems and match instructional resources to learning needs.

The assessment of professional competence should reflect both performance skills and theoretical understandings that underlie specific practice. Measurements should address the extent to which candidates can relate a series of instructional practices to a theoretical or conceptual framework to show that they understand the application of a concept to a real situation. Assessment results should predict the ability of the prospective teacher to modify practice within a framework of principle. Evaluation of these abilities may be spread over time, so that early measurements focus more on individual skills and knowledge, while those at the end of a program emphasize the capacity to link performance skills to learning and behavioral science principles.

11. Quality teacher preparation programs provide a pedagogical component that emphasizes generic teaching competencies; subject-, age level-, and population-specific knowledge and skills; and related clinical and field experiences.

Initial teacher preparation programs must, of necessity, be generic, that is, directed toward preparing teachers to work effectively in a wide range of settings with a broad array of skills to respond to different learning styles. Lindsey (1978) described generic competencies essential to teaching any curriculum to any age group in any setting. Denemark and Nutter (1980,

pp. 19-20) proposed the following seven generic teaching competencies, which closely parallel those identified by B.O. Smith et al. (1980):

1. Observation--the ability to observe a phenomenon objectively and to avoid biases and prejudices of all sorts--racial, class, socioeconomic, ideological, and personal.
2. Diagnosis--the ability to analyze student abilities, learning difficulties, environmental conditions, and programs of instruction and to provide preventive or remedial measures.
3. Instructional Design and Collaborative Planning--skills in defining objectives and designing instructional sequences of materials and activities, and in coordinating such efforts with colleagues.
4. Instructional Management--skills in managing space, time, resources, processes of teaching, and other dimensions of a classroom.
5. Communication--abilities beyond the basic verbal and computational skills required for admission to professional programs, abilities that relate to listening, interpreting, translating, and responding to students, parents, and professional associates.
6. Evaluation--skills in the techniques and procedures of assessing student progress, of administering and interpreting standardized tests, and of designing valid, reliable measures of learning, both formal and informal.
7. Pedagogical Values--awareness of the purposes and consequences of personal and institutional policies and procedures.

These generic teaching competencies are intended to support the societal "advocacy of equal opportunity, unlimited access, unconditional acceptance, and total responsiveness to individual differences" (AACTE Task Force on Education of the Handicapped 1978, p. 1). Both multicultural education and the education of handicapped students need to be understood in the context of the common instructional competencies identified above.

Generic knowledge and skill in teaching is only one dimension of preservice preparation. Some important learnings are content- or subject-specific. Significant pedagogical learnings relate not only to subject content, but also to age- or grade-specific instructional tasks and to unique population characteristics such as bilingual, handicapped, poverty, and so forth. Adequate emphasis upon generic knowledge and skills provides an instructional foundation for those program components which are unique to a subject field, an age level, or a segment of the student population. If carefully designed, such generic programs can both lessen redundancy and avoid possible gaps in training programs.

Essential to the development of quality preparation programs are provisions for clinical and laboratory experiences both on and off campus. The interlacing of real experiences with more direct or didactic forms of instruction is a promising means of professional training. The direct experiences provided in the observation, student teaching, and internship phases of teacher preparation can be enriched by additional instructional techniques such as microteaching, simulation, and the use of protocol materials. These techniques have the advantage of bringing school, classroom, and community problems into the teacher education classroom without requiring the trainee to pay attention simultaneously to all the bewildering complexities of teaching. Another advantage is that these offer a realistic context for evaluating performance without exposing children to the possibility of ineffective instruction. Unlike field experience, such

instructional modes can ensure that teacher trainees have a comprehensive exposure to a structured set of experiences. Further, assessments of performance can be accomplished more easily within this controlled environment.

12. Quality teacher preparation programs afford sequential experiences that move toward more sophisticated uses and wider application of knowledge and skills.

The preparation of teachers is a developmental process entailing gradual, progressive growth. Training necessarily begins with limited, often isolated, instructional skills that students must acquire. Each set of acquired skills must be combined and integrated with previous understandings and skills by means of experiences that assist the prospective teacher to perform effectively in increasingly complex situations. Moreover, within each stage of acquisition, as Cooper, Jones, and Weber (1973) wrote, knowledge, performance, and consequence competencies are to be considered.

A student's progress through the learning stages of competency acquisition must be monitored and evaluated, both for program improvement and for student remediation. Major emphasis at graduation from a teacher education program should be on the assessment of performance in complex teaching situations. Assessment reveals whether the trainee can combine and integrate learned skills into complex teaching strategies that can be sustained for long periods of time (McDonald 1976).

Because preparation programs are necessarily generic rather than situation-specific, it is important that assessment activities continue after graduation to determine the extent to which beginning teachers apply generic learnings to specific community, school, and classroom circumstances.

13. Quality teacher preparation programs provide for follow-up support and supervision of graduates to assist them in the difficult transition to full-time practice, and use data from such follow-up to modify instructional programs.

Studies of beginning teachers regularly report their need for help on the job and frequently their sense of isolation from the institutions in which they were prepared. The generic nature of initial preparation places great importance on the beginning years of teaching practice. During this period, teachers must apply generic competencies appropriately to specific community, school, and individual needs. To do so they need the assistance of fellow teachers, of school system supervisory personnel, and of college-based teacher educators. Without adequate follow-up and support from experienced colleagues, many potentially effective teachers may experience frustration and failure in their attempts to adapt their professional and academic learnings to the realities of their first classroom. Others may settle for a narrow band of "survival techniques" and as a consequence fail to expand and refine the repertoire of professional understandings and skills essential to the truly competent teacher.

Because the ultimate test of a preparation program is the performance of its graduates on the job, it seems obvious that quality preservice teacher education must extend its training efforts into the field to facilitate the transition to practice, and must then evaluate its programs through such

follow-up efforts. In 1970 Sandefur proposed a model for the evaluation of teacher education graduates that included four data source categories: career line information; direct classroom observation; pupil, peer, and supervisor evaluations; and standardized measures. The importance of continuity in teacher education and the continual nature of a teacher's professional development suggest the need for a certification plan consistent with such concepts. "If the broad pattern of teacher education is to begin with a preservice preparation phase designed to develop certain generic teaching competencies that permit a graduate to begin practice at an acceptable level of safety to the client, it is logical to expect that initial certification will concern itself with those generic qualities related to client protection at a beginning level" (Arnold et al. 1977, p. 41).

Conclusion

We conclude as we began by reaffirming the importance of competency assessment to teaching and to teacher education. The issue confronting teacher educators is not whether we shall have competency assessment in teacher education, but how to design assessment programs so that they reflect the multiple dimensions of teaching, and in the process use multiple data sources and modes of assessment related functionally to the broad range of competencies that contribute to effective teaching.

Logically, training and certification should be directed toward the same objectives. If they are not, one or both may need to be reviewed and perhaps restructured. Further, if a preparation program emphasizes both knowledge and performance objectives, an exit or certification examination that addresses one of these categories has only limited validity. We share McDonald's view:

> There is no simple solution to assessing teaching competence, no standard techniques or tests that can be taken off shelves to measure it. We, as teacher educators, have to study this phenomenon and be inventive and imaginative. We should not be deceived either by romanticists, who maintain that the phenomenon of effective teaching is so illusive that it can never be measured, or by measurement specialists, who reduce the complexity of the phenomenon to the size of their favorite techniques. (1978, p. 13)

Failure to address the issue of competency assessment will leave its resolution to others less qualified to determine who will enter the teaching profession and how well they will be prepared. As professionals, we must accept the challenge.

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STATE REACTIONS TO COMPETENCY ASSESSMENT IN TEACHER EDUCATION

by J. T. Sandefur

In 1975 a movement to assess the competency of elementary and secondary students began to sweep the United States. People believed that public school students were barely literate and that literacy could be legislated. So powerful were these notions that by March 15, 1978, 33 states had taken some kind of action to mandate minimum competency standards for elementary and secondary students. Moreover, the remaining states either had legislation pending or had legislative or state department of education studies underway (Pipho 1978).

Educators did not lead the competency testing movement; the public did. In the 1976 Gallup Poll of the Public's Attitude Toward the Public Schools, 65 percent of those surveyed said "yes" when asked, "Should all high school students in the United States be required to pass a nationwide examination in order to get a high school diploma?" (Gallup 1976, p. 190). The public seemed convinced that educators either could not or would not change the system.

It is still too early to determine the results of the student assessment movement; whether it will be the great force in the improvement of American education that its advocates expect remains to be seen. Nonetheless, that movement has spawned a subsequent parallel movement--competency assessment of teachers.

The minimal competency assessment of teachers was predictable and probably inevitable. If the people, alarmed by reports of barely literate students being graduated from high schools by the thousands, mandated various minimal competency tests for students, why should they not do the same for teachers, many of whom they also believe to be barely literate?

In a Phi Delta Kappan editorial, Cole wrote:

> Should teachers be required to pass a state examination to prove their knowledge in the subjects they will teach when hired? Can we no longer trust teacher preparatory institutions--approved by the state, regional and national accrediting agencies--to weed out weak teachers? Can we not rely on the screening that takes place when a district hires teachers? Should teachers be retested every few years to see if they are keeping up to date? In the most recent Gallup Poll of the public's attitudes toward the public schools, 85% of those polled said yes, teachers should be required to pass a state exam in their subject areas and they should be continually retested. (1979, p. 233)

The public's call for accountability has been issued, first for demonstrated knowledge and skills by students, now for evidence of the same in their teachers.

Because the competency assessment of students movement was not initiated by educators and grew so fast, educators have had little opportunity to shape and mold its course. Although fast moving, teacher competency assessment has not progressed as rapidly. While some states have legislated teacher assessment and have identified tests and procedures without consultation with teachers and teacher educators, other states have exercised a more deliberative, collaborative process. Still others have not--yet--mandated competency assessment programs for teachers. In these, teacher educators and others in the profession still have an opportunity for significant involvement.

To alert the teacher education community to the momentum and strength of the assessment movement and to recommend that it is a movement deserving support, the American Association of Colleges for Teacher Education passed two significant resolutions in February 1980 at its annual meeting in Dallas.

> In recognition of the need for quality in teacher education, AACTE supports an assessment of basic skills by the school, college, and department of education as a criterion for entry or continuance in teacher education programs. This assessment should include but not be limited to: (a) written communication skills; (b) oral communication skills; (c) reading proficiency; and (d) mathematics proficiency.
>
> In recognition of the need for quality in teacher education, AACTE supports assessment of professional knowledge and skills by the school, college, or department of education as an exit requirement for teacher education programs. This assessment should include knowledge and skills in: (a) human relations; (b) teaching; and (c) subject matter. (AACTE Directory 1980, p. 86)

Testing for Entry into Teacher Education

Teacher education institutions have long claimed selective admissions to their programs, but data show that basic skills tests have not been used extensively as a criterion for entry. In a 1972 study of 180 randomly selected AACTE member institutions, Carpenter (1973) found that practically all used some kind of selective admission procedure for undergraduate programs. However, only 17% used standardized professional examinations of which the most popular was the Minnesota Teacher Attitude Inventory. Other researchers, including Kuuskraa and Morra (1977), Brubacher and Patton (1975), and Arnold et al. (1977), agreed with Carpenter's findings that admissions criteria consist primarily of grades, recommendations, and interviews. However, it is evident that states are acting to expand those criteria to include tests of basic skills. Again, although this competency assessment movement did not originate with teacher educators, it does not contradict the beliefs of many "that the profession (must) develop workable ways of insuring that only the ablest teach" (Howsam et al. 1976, p. 115).

> Teacher education also has the responsibility of justifying each student's admission by verifying each student's ability to succeed in the teaching profession. The simple act of choosing to become a teacher does not confer the automatic right to become a teacher. Candidates must demonstrate, at a number of specific points prior to actual professional entry, that they possess the necessary skills, knowledge, and values for successful professional practice. (p. 115)

It is predictable that as states mandate proficiency testing for certification, minimal standards in basic skills will be required for admission to teacher education programs.

Competency Assessment for Certification

Common sense tells one that an academic degree represents at least a minimal level of competence, but as Pottinger (1977) found, this belief exists despite significant empirical evidence that credentials are not causally related and often not correlated with job performance. Reporting for the National Center for the Study of Professions, Pottinger observed that if credentials are not reasonable indicators of postacademic performance, then for purposes of licensing, the teaching profession must look to other indicators to protect the public.

Pottinger suggested that tests are the major alternative; however, if they are to substitute for credentials, they must be more indicative or predictive of professional competence than are credentials. That, he advised, will be difficult given the limited capacity of tests to predict performance.

Although Pottinger recommended further research to show that testing can be an alternative to credentialing, sound research using empirical evidence to identify competent performance does not exist. Measurement techniques for translating competencies into measureable variables also do not exist. Finally, relationships between assessment techniques and job requirements have yet to be identified. None of these requirements are present in definitive, comprehensive documentation. Yet, this lack of definitive research has not diminished the call for competency testing of teachers, nor has it slowed state departmental and legislative responses to the public's concern. Why? In 1979, Stoltz offered the following rationale for the sudden public interest in teacher certification.

> Quite simply, if test scores on nationally normed college tests are falling, as they have been, then is it reasonable to conclude that all of the blame should be borne by the students themselves, their families, or the fabric of society? Isn't it just as reasonable to believe that a share of the blame should rest with schools and teachers? And, when we get to teachers, isn't it possible that in this latter group there might be some who are weak or downright incompetent? If a state administers a competency test to all of its prospective high school graduates and finds that unacceptably large numbers are failing the test, isn't it quite possible that poor teaching might have been a contributor to that failure? (Stoltz 1979, p. 1)

Stoltz maintained, as do other observers, that the list of states requiring some kind of standard test for teachers will continue to grow. He wrote, "Teacher certification, which a few years ago could have been a front runner for the 'least likely to move in any direction' award, is about to walk off with 1979's 'faster than a speeding bullet' nomination" (p. 9).

Regulatory Activities in the States

By October 1, 1980, at least 29 states had taken some kind of action related to competency assessment of teachers, some to regulate entry into preparation programs, others to regulate certification, and a few to do both.* Nine states--Alabama, Florida, North Carolina, Oklahoma, South Carolina, Tennessee, Utah, Washington, and Wisconsin--have included provisions for standardized testing in basic skills as one criterion for entry into preservice programs.

Of the 21 states that have introduced legislation intended to mandate competency testing in one form or another, 11 have passed the legislation and are at various stages of study and implementation. These 11 are Arizona, Arkansas, Florida, Louisiana, Nevada, New Jersey (via existing Title 18A), New Mexico (via an appropriations bill), Oklahoma, South Carolina, Tennessee, and Virginia. States that failed to pass competency legislation were Alabama, Colorado, Illinois, Iowa, Kansas, Mississippi, Missouri, Rhode Island, Vermont, and Virginia; in most of these, the bills died in committee without coming up for vote by the full legislature.

Nine states--Alabama, Georgia, Indiana, Kentucky, New York, North Carolina, Texas, Utah, and Washington--have developed or are studying nonlegislated competency assessment programs. The impetus for these programs usually has come from state boards of education, not from the legislatures or from schools, colleges, or departments of education.

The remainder of this chapter briefly describes regulatory activities in each of the 29 states. The primary sources of data were published material including copies of legislation, letters in response to inquiries, and telephone conversations both to collect and to validate information. The reader is cautioned that because of the elusive or rapidly changing data, some state actions may not be included in this report. I am indebted to Dr. Russell Vlaanderen, director of research and information for the Education Commission of the States, for both his publication entitled "Trends in Competency-Based Teacher Certification" (1980) and his commentary on developments in certification reported regularly in AACTE Briefs. I am also indebted to Dr. Harry V. Barnard, associate dean of education, University of Kentucky, for sharing data from his survey. In March and April of 1980, Dr. Barnard surveyed state directors of teacher education and certification to ascertain those states using some form of assessment for entry into teacher education programs. He received 36 replies indicating two states with plans, six states in the process of carrying plans out, seven states considering plans, and 21 states with no plans.

In the following brief descriptions, effort has been made to identify the source of the action, e.g., legislative or state board of education, and the

*Because these data are elusive, activity in some states may have been overlooked.

major provisions of the competency assessment program. Data sources are documented after the description.

Alabama

In April 1979, House Bill (HB) 104 was introduced mandating a minimum score on the National Teacher Examination (NTE) as a condition of certification. The bill was assigned to and held in committee until the end of the session. A second bill was introduced in 1980, again calling for the administration of the NTE, but that bill, too, failed to pass. No legislation is pending.

In December 1979, the state board of education resolved seven to one to validate the competencies of teachers in the basic skills. The board employed the National Evaluation Systems to develop English and teaching readiness tests for use in 1981. The state requires a score of 16 on the American College Test (ACT) for entry into professional programs. That score will be raised to 18 in Fall 1982.

Sources: 1. Vlaanderen (1980).
2. Cordell Wynn, Dean, School of Education, Alabama A & M, and President, Alabama Association of Colleges for Teacher Education. Telephone interview, October 7, 1980.

Arizona

In January 1979, House Bill 2034 was introduced to require all candidates for certification to pass with a score at the 50th percentile or above a national standardized test in English and math. The state board of education would select the tests. The bill died in regular session, but was reintroduced in special session as HB 2024; it died too, leaving Arizona with no competency test legislation.

Sources: 1. HB 2024, 1979 Second Special Session.
2. Roy Claridge, Assistant Dean, College of Education, University of Arizona. Telephone interview, October 7, 1980.

Arkansas

HB 475 passed both the Arkansas Senate and House, and became law as Act 162. This bill directs the state board of education to promulgate teacher certification rules and regulations that include standardized competency testing. The bill specifies the NTE or a similar exam designated by the board, which also determines cutoff scores.

Sources: 1. Act 162, 1979 Regular Session.
2. Vlaanderen (1980).

Colorado

In January 1979, Senate Bill (SB) 153 was introduced. Relating competency testing to pupils and teachers, the bill stated that no teaching certificate would be issued to applicants who failed to meet minimum standards on a professional examination testing the basic skills and pedagogical understandings of the applicant. The bill died in committee. No additional legislation has been introduced in 1981.

Sources: 1. SB 153, 1979 Regular Session.
2. Richard Turner, Dean, College of Education, University of Colorado. Telephone interview, October 7, 1980.

Florida

Passed in June 1978, CS/SB 549 specifies that since 1979 teachers seeking certification must demonstrate competence on a comprehensive written examination. Mastery of minimal generic and specialization knowledge and skills, and other criteria adopted by the state board of education, is required. The board is responsible for developing tests to measure ability to write, comprehend and interpret, read, understand fundamental math concepts, and to comprehend patterns of physical, social, and academic development in students. An additional provision calls for both a passing score on a nationally normed college entrance test before entry into teacher education and a fifth-year internship.

Sources: 1. Committee Substitute for Senate Bill 549, 1978 Regular Session.
2. Vlaanderen (1980).

Georgia

Since July 1, 1978, according to the Georgia department of education's plan for competency-based teacher education and performance-based certification, applicants seeking certification must pass a criterion-referenced test of basic knowledge in their teaching field. Applicants since May 1, 1980, receive nonrenewable certificates that are valid for three years during which time they must demonstrate acceptable performance on 14 generic competencies. The Teacher Performance Assessment Instruments are used to evaluate candidates.

Sources: 1. J. William Leach, Director, Division of Staff Development, Georgia Department of Education. Letter to Harry V. Barnard, March 27, 1980.
2. An Introduction to the Teacher Performance Assessment Instruments 1980.

Illinois

SB 1481, introduced but not put to a vote in spring 1980, provided for the state board of education to develop a proficiency examination for teachers and administrators. State Superintendent Donald Gill has proposed a competency test for teachers and that legislation be developed to accomplish

this. (According to Elmer Clark, apparently the Illinois Education Association will oppose, and there does not appear to be overwhelming support from the state board of education.)

Source: Elmer Clark, Dean, College of Education, Southern Illinois University, and John Evans, Associate Dean. Telephone interview, October 22, 1980.

Indiana

A subcommittee of the State Advisory Council to the Indiana Department of Education, appointed to study competency assessment of teachers, has been meeting with a Sunset Committee of the legislature, which reviews state agencies every eight years to see if the agency is fulfilling its delegated responsibilities. Competency assessment of teachers is discussed during these meetings, but no legislative bills mandating minimum competence are pending. Legislation is anticipated.

Source: Anne Patterson, Director of Teacher Education and Certification, State Department of Education. Telephone interview, October 28, 1980.

Iowa

Senate File 2251 would have required all initial applicants for certification to demonstrate on a written comprehensive examination mastery of minimal generic and specialized competencies. These include writing, reading, and math concepts, and physical, social, and academic development of students. The bill's unique feature would have required employed teachers to take the examinations. This legislation did not pass, but discussion has not ceased.

Sources: 1. Vlaanderen (1980).
2. Alfred Schwartz, Dean, College of Education, Drake University. Telephone interview, October 23, 1980.

Kansas

SB 191, introduced but voted down in 1979, specified that all applicants for issuance, renewal, or reinstatement of certificates to teach must satisfactorily pass English and mathematics proficiency examinations. In 1981, a similar bill, SB 60 was introduced, but died as well.

Sources: 1. SB 191, 1979 Regular Session.
2. SB 60, 1981 Regular Session.
3. Vlaanderen (1980).

Kentucky

The Kentucky Council on Teacher Education and Certification passed a resolution supporting competency assessment of teachers both for entry into training programs and for certification. A Council committee is preparing a

plan for Council approval and subsequent submission to the state board of education for approval and adoption.

Source: J.T. Sandefur, Chairman, Kentucky Council on Teacher Education and Certification, and Dean, College of Education, Western Kentucky University.

Louisiana

The Acts of 1977, Number 16, prescribe that any person applying for initial certification as a teacher "shall have passed satisfactorily an examination, which shall include English proficiency, pedagogical knowledge, and knowledge in his area of specialization...." The superintendent of education, charged with administering the policy, chose the NTE. Cutoff scores have proven to be a source of controversy in the state.

Sources: 1. Acts of 1977, Number 16.
2. Vlaanderen (1980).

Mississippi

SB 1812, a resolution lacking the force of law, passed the Senate and failed in the House. This resolution would have the state department of education establish or determine a standardized testing instrument for all candidates seeking entry into teacher education. Legislation to this effect, SB 2291, has passed the Senate, but is currently under consideration in the House education committee. Mississippi already requires an NTE cutoff score of 850 for certification, a score set by the state department of education on the legislature's authorization.

Sources: 1. SB 1812, 1980 Regular Session.
2. SB 2291, 1981 Regular Session.
3. Lisso Simmons, Dean, College of Education, Delta State University. Telephone interview, October 24, 1980.

Missouri

HB 520, introduced in the 1979 session, would have required applicants for teaching certificates to pass state department of education tests on basic skills in English and math. This legislation did not get out of committee, but a similar bill was prefiled in September 1980 with the added stipulation that student fees be assessed to cover costs of administering the tests. Chances are considered good that the new bill will pass. Before the legislature acted, the Missouri Association of Colleges for Teacher Education adopted in April 1977 a resolution in favor of competency assessment and called on the state department of education to develop a statewide plan. During an October 1980 education conference, it was agreed that three or four nationally normed tests of basic skills would be selected for use in the state. By August 1982, teacher education institutions must select one of the tests to administer to second-year students. No cutoff score has been set, although a statewide cutoff score is probable.

Sources: 1. HB 520, 80th General Assembly.
2. Patrick Copley, Dean, School of Education, Southwest Missouri State University. Telephone interview, October 24, 1980.

Nevada

Assembly Bill 848, enacted during the 1979 session, provides for a committee to study the continued professional development of teachers. A committee is recommending legislation to the 1981 General Assembly. One recommendation will include a postbaccalaureate fifth-year internship for teachers, which will be conducted at two sites in the state and will be limited to 10 interns per site. The state department of education will be responsible for evaluating the pilot internship over its two-year duration. Evaluation will include basic skills and pedagogical proficiency.

Sources: 1. Legislative Briefs (AACTE) 6, 1 (January 1980):5.
2. Edmund Cain, Dean, College of Education, University of Nevada-Reno, and Chairman, Nevada Association of Colleges for Teacher Education. Telephone interview, October 28, 1980.

New Jersey

The 1980 legislature authorized the governor to appoint a committee to recommend some kind of competency assessment of teachers in general education, subject matter specialization, and pedagogy. The committee was authorized under the education regulations and policies that exist in Title 18A of the state's statutes. The committee is meeting regularly to discuss policies and procedures for competency assessment of teachers before certification.

Source: Janice Weaver, Dean of Professional Studies, Glassboro State College. Telephone interview, October 24, 1980.

New Mexico

The New Mexico legislature appropriated $35,000 "for the purpose of conducting an accountability study of student performance as a factor in school accountability and the inclusion of student progress in the evaluation of local school district certified personnel." An accountability task force held its first meeting in October 1980. A report with recommendations is expected.

Source: Luciano R. Baca, Head, Department of Education, New Mexico Highlands University, and President, New Mexico Association of Colleges for Teacher Education. Telephone interview, October 24, 1980.

New York

A state task force appointed in 1978 recommended competency testing for currently employed teachers. Because of opposition from the teachers' union, the New York Board of Regents moderated its position on testing practicing

teachers. Commissioner Gordon Ambach has recommended competency tests for teachers, school administrators, and other school personnel. According to Ambach's plan, tests would include general education and specific content. He also recommended that each district conduct local performance reviews of employees.

Sources: 1. Legislative Briefs (AACTE) 6, 1 (January 1980):4.
2. Helen Greene, Dean, School of Education, C.W. Post Center, Long Island University. Telephone interview, October 27, 1980.

North Carolina

Since 1964, North Carolina has used the NTE as a criterion for certification. In 1978 the Board of Governors of the University of North Carolina System and the State Board and State Department of Education, aware of growing legislative concern and interest in teacher competence, took action. The joint resolution they adopted will require (a) pre-teacher education screening of the basic skills including English, fine arts, social studies, math and science; and (b) developing, validating, and administering criterion-referenced tests on the various program areas and disciplines to be used as a prerequisite for initial certification. Some elements of this quality assurance program will be in place by July 1981 and the entire program by July 1985.

Sources: 1. J. Arthur Taylor, Director, Divison of Standards and Certification. Letter and materials to Harry V. Barnard, April 4, 1980.
2. Stoltz 1979.
3. Legislative Briefs (AACTE) 5, 5 (May 1979):4.

Oklahoma

Gov. George Nigh signed HB 1706 into law on June 10, 1980. Among other provisions, the law mandates competence in oral and written English. It requires the state department of education to develop curriculum examinations in the various subject areas and grade levels to ensure academic achievement of each licensed teacher. Students may take the exams only after completing 90 college credit hours, but the exams may be taken as many times as needed to pass. Certification will be limited to those areas in which the teacher receives passing grades. The first exams are scheduled for February 1, 1982, or before.

Sources: 1. HB 1706.
2. AACTE Briefs 1,3 (July 1980):7.

Rhode Island

House Resolution 7687, which did not pass in the 1980 legislature, would have requested the State Board of Regents to require competency tests of teachers at least every two years. No additional legislative action is pending.

Sources: 1. AACTE Briefs 1,2, (June 1980):5.
2. Eleanor McMahon, Vice President for Academic Affairs, Rhode Island College. Telephone interviews, October 24 and 28, 1980.

South Carolina

Act 187 was passed during the 1979 General Assembly. The law requires: (a) the selection or development of a basic skills examination of all students entering teacher education programs; (b) a state-developed proficiency examination to be administered before certification; and, (c) three evaluations by a team of educators during a provisional year of teaching. The program is to be in place by July 1, 1981.

Sources: 1. Stoltz (1979).
2. John F. Maynard, Director, Office of Teacher Education and Certification. Letter to Harry V. Barnard, March 25, 1980.
3. Legislative Briefs (AACTE) 5, 8 (October 1980):4.

Tennessee

The Tennessee Board of Education mandated in November 1979 that all applicants seeking admission to approved teacher education programs must: (a) attain a minimum raw score on the California Achievement Test (from a 1979 minimum of 9th grade level to a 1982 requirement of 12th grade level); or, (b) show evidence of an ACT score of 17 or an SAT score of 765. The directive also specifies that since January 15, 1981, all applicants for teacher certification must furnish the Board a report of scores attained on the NTE common exams and on any subject area test currently available.

Sources: 1. Edward A. Cox, Chairman, Tennessee State Board of Education. Directive to presidents of institutions with approved teacher education programs, January 17, 1980.
2. Jerry Ayres, Associate Dean, College of Education, Tennessee Technological University. Telephone interview, October 27, 1980.

Texas

A joint task force of teacher education deans and teacher organization representatives recommended to the state department of education a three-year probationary certificate to be issued only after an applicant achieves a satisfactory score on the State Common Qualifying Examination. The board has not acted on the recommendation.

Sources: 1. Robert Anderson, Dean, College of Education, Texas Tech University. Telephone interview, October 27, 1980.
2. Legislative Briefs (AACTE) 6,1 (January 1980):4.

Utah

Although Utah does not have a state requirement for entry into preservice programs, each of the six teacher preparation institutions has a basic skills competency requirement for admission to teacher education programs. Both tests and the cutoff scores vary among institutions.

Source: Vere A. McHenry, Coordinator, Professional Education and Standards, Utah State Department of Education. Letter to Harry V. Barnard, June 2, 1980.

Vermont

HB 304, introduced but not passed in 1979, specified that no teacher would be certified after June 1979 who had not passed the NTE in both the common and specialty exams, and that the state board would define a passing score. A Governor's Blue Ribbon Committee on Education has recommended that all teacher training programs that lead to certification should include basic teaching aptitude tests, subject matter competency tests, demonstrated teaching competency, and one-year internships under adequate supervision. No action on the competency assessment question was taken during the 1981 session of the legislature.

Sources: 1. Vlaanderen (1980).
2. Lloyd Kelly, Director, Adult Education Services, State Department of Education. Letter to Harry V. Barnard, March 25, 1980.

Virginia

Section 22-204 of the Code of Virginia was amended by HB 1723 so that the rules of certification require every teacher seeking initial certification since July 1, 1980, to take a professional examination prescribed by the state board of education.

Sources: 1. Legislative Briefs (AACTE) 5,6 (June-July 1979):4.
2. HB 1723, An Act to Amend Section 22-204 of the Code of Virginia.

Washington

The state board of education requires evidence that a candidate for admission to professional education programs is competent in the basic skills of oral and written communication and of computation. Institutions preparing teachers are responsible for the admission testing.

Sources: 1. WAC 180-78-050(4)(b)(vii).
2. Lillian Cady, Director of Professional Education, State Department of Public Instruction. Letter to Harry V. Barnard, March 27, 1980.

Wisconsin

SB 381, introduced in the 1979 session, would have required an examination of an applicant's knowledge of professional education, basic subject areas, and the area in which the candidate is applying for certification. The bill did not pass and no further action is anticipated although discussion continues.

Source: Lewis Stoneking, Dean, College of Education, and Keith Collins, Professor of Education, University of Wisconsin, Whitewater. Telephone interview, October 23, 1980.

Analysis and Recommendations

The preceding descriptive data from the 29 states that have taken some kind of action related to competency assessment of teachers reveals the following.

1. The impetus for competency assessment comes most frequently from legislation. Twenty-one states have introduced legislation, and in 11 of these, competency assessment of teachers is now state law. Of the 10 states that failed to enact competency legislation, a similar bill is pending in one state and legislation is expected to be reintroduced in at least two more.
2. The second most frequently mentioned impetus for competency assessment of teachers comes from state boards or state departments of education. At least nine states have competency assessment programs underway or under study that were not initiated by legislation.
3. Of the 19 states with programs or plans for programs, most specify certification as the focus of competency assessment.
4. Most states specify basic skills areas, particularly English and mathematics, to be of special concern.
5. When a standardized test is mentioned, it is most frequently the National Teacher Examination.
6. Several states recommend probationary and temporary certifications to provide for extensive evaluation of teacher competencies. Only after competencies have been certified will standard or continuing certificates be issued.
7. Florida, Nevada, and Vermont recommend a fifth-year internship before certification.

The public's cry for accountability has generated a movement toward competency assessment of teachers that is finding its way into state legislatures across the country. Most educators, too, support the higher standards touted by competency assessment advocates. However, the following cautions should be observed in using standardized tests:

1. A national competency test for teachers is no more the answer to educational problems than would be a national curriculum.
2. A rush to design and complete a battery of tests for entry into and exit from teacher education programs may result in poorly designed

instruments that ultimately may defeat the purposes of competency testing.

3. Decision makers need better information on what tests can and cannot do.
4. Tests and testing procedures may be inherently unfair to certain minority groups; test bias must be eliminated.
5. Educators, lawmakers, and the public must realize that tests are only one segment in a lengthy list of criteria for admission and entry into the teaching profession.

Educators must take some forceful action in the coming months and years to prevent legislative bodies from passing laws relating to the qualitative standards for admission to the teaching profession, laws that respond to public opinion rather than the accumulated wisdom and expertise of the profession. To forestall this kind of legislative action, the teaching profession at all levels, in liaison with state and Federal education agencies, must engage in seeking and advocating answers to the competency assessment questions, answers derived from research and experience. The following should be considered:

1. Colleges and universities should develop comprehensive plans to improve the quality of the teaching profession. Requirements for program admission should include basic skills proficiency, general ability, personal characteristics, and human relations skills. Any plan should include assessment for exit from the program that includes a reassessment of all of the above plus generic teaching skills. In addition, the teacher preparation institution should provide a follow-up evaluation of their product through the first three years of a provisional certification period. The follow-up evaluation should include not only assessment of strengths and weaknesses but also remediation. Trained evaluators must become a part of the preparing institution's faculty.
2. Because a comprehensive plan for improving the quality of teachers will be expensive, the proportion of higher education's financial support for teacher preparation programs must be increased. The public should know this fact and be willing to support it.
3. K-12 and higher education teaching professionals must be involved. Institutions of higher education should not act unilaterally in the design and execution of teacher preparation programs. Practicing teachers must be allowed more active participation on policy boards, admissions committees, certification boards, and elsewhere in their profession. Collaborative effort and unified action in the preparation of teachers must continue and grow.
4. Student teaching and other clinical experiences of education students must be improved. Opportunities should be provided earlier for observation and limited teaching experience. Student teaching should be expanded, and internships of at least one year are recommended because programs of only four years' duration are insufficient. Much of the expanded program should be in collaboration with practicing teachers and should be conducted in schools.
5. Teacher educators must define the content of teacher education and make the information known to state agencies and to the public, which are not yet assured that graduates do indeed possess generic teaching competencies and skills.

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OKLAHOMA'S QUEST FOR QUALITY

by Richard Wisniewski

The passage of Bill 1706 by the Oklahoma legislature was a turning point in the struggle to strengthen teacher education. If all of its provisions are implemented, the preparation and competence levels of teachers will be greatly improved by this exceptionally positive piece of legislation. Bill 1706, signed into law on June 10, 1980, is a major step forward in the quest for quality.

Designed to raise teaching competencies, the legislation approaches its goal in an encouraging manner. It provides a framework within which competence can be addressed and leaves to the profession the mechanics for best achieving higher standards of preparation; it also provides for assessing competence at a number of points in the preparation process.

As an advocate of the legislation, my statements are admittedly biased but are predicated on the belief that the quality of teacher preparation can and must be dramatically improved.

Bill 1706 in Perspective

On a national scale, 1706 is possibly the most positive teacher education legislation to thus far emerge. Recognizing that changes in teacher education are severely limited if done piecemeal, its authors viewed the preparation of teachers as a process. Like other social systems, each major component in teacher education needs to be modified if the total process is to be strengthened.

Bill 1706 offers such a context for modification. Its provisions include: (a) increasing the standards of admission into colleges of education; (b) more clinical field work in the preparation process; (c) competency examinations in subject areas before graduation; (d) an entry year internship before certification; (e) the monitoring of the first-year teacher's performance by a team representative of the profession; and (f) provisions for the continuing education of teachers and teacher educators.

Rigorous teacher education is an essential step toward strengthening all of public education. Improvements in teacher preparation inevitably will be reflected in the quality of education for children. Hence, Bill 1706 will reach far beyond the limited world of teacher education.

In Oklahoma, the newly mandated changes of 1706 are consistent with the development of higher education in the state. The Oklahoma system of higher education has made access possible for many, but access is insufficient if the quality of educational experiences is not at or above national norms. Many

academic programs in Oklahoma's colleges meet or exceed those norms. In relation to teacher preparation, most Oklahoma institutions meet national norms, but the norms are fundamentally inadequate. Oklahoma has begun with Bill 1706 to address quality rather than quantity indicators in determining the success of its teacher preparation programs. As was the case in 1947 when it became one of the first states to mandate a bachelor's degree for all teachers, Oklahoma is again in the forefront of a national movement to raise the norms for quality teacher education.

Legislation of the magnitude of 1706 called for strong leadership by legislators dedicated to improving public education. Without that leadership, the fragmented segments of public education in Oklahoma could not possibly have agreed on the provisions of the omnibus bill. Numerous hearings were conducted, opportunities for discussion and amendment were encouraged, and--given the breadth of the bill--remarkably rapid progress was made during the law's gestation.

A major political issue was a combining of the state's minimum salary schedule with mandates for the preparation of teachers. Although under pressure to separate the salary question from the teacher education provisions, legislators held the position that they could not improve salaries unless they also assured the public that the quality of teaching would be improved. The education establishment finally agreed that the average $1,600 raise for teachers and the improvement of teacher education would be part of one piece of legislation. Despite repeated efforts to separate the two, salary improvements for practicing teachers remain linked with competency assessment in teacher education.

Assessing Competence

As noted, competence should be assessed at numerous points in the teacher education process. To make judgments at any one point or on any single criterion is professionally dishonest, and I do not apologize for the term. Bill 1706 specifies assessment of teacher candidates at five different times: for admission, during clinical activities and field work, after curriculum examinations, at the end of the entry year or internship, and during continuing education.

Admissions. Admission into teacher education too often has meant meeting a minimal grade point criterion and earning a set number of credits. A checkmark on a form is sufficient to initiate this clerical procedure. The process usually has not included careful assessments of academic potential, communication skills, prior experience with children, and other criteria. Only when candidates are carefully reviewed on several dimensions, including personal interviews, can professional judgments be made about their potential for teaching. Bill 1706 requires such a procedure and specifies that each interview committee include a classroom teacher. The legislation also specifies applying a number of admissions criteria, including a higher grade point average (GPA) than has been the norm for generations. The Oklahoma Professional Standards Board will set a new minimum GPA for admission to all teacher education institutions, and each institution will be permitted to introduce criteria appropriate to their respective programs.

Bill 1706 further specifies that oral and written communications skills must be assessed, and that assessment must go beyond the requirement of a "passing grade" in a composition course. Because teaching demands a great

deal of verbal interaction, this dimension of a person's character is a valuable indicator of potential for the role.

Field Work. Preservice field and clinical work must be increased under the new legislation. Although colleges of education in Oklahoma have greatly improved in this area in recent years, the bill states that even more field work should be required.

The point here is that careful assessments of the quality of field placements to which students are sent is not common practice. Is the supervising teacher competent? Will he or she be a suitable model for newcomers? Arguments about the large numbers of student teachers to place and the necessity to send students wherever they can gain entry are inadequate.

Teacher educators should never place students in any field assignment unless teachers and administrators demonstrate first-rate educational practices, i.e., professional competence. For those who argue that this goal is idealistic and unrealistic, I counter that a perpetuation of disregard for field placement quality raises questions regarding the professional competence of teacher educators. If we do not stand for quality, quality will not be a characteristic of our profession. It is as simple as that. The more demanding we become with respect to the quality of field placements, the greater our contribution to the enhancement of public education.

Curriculum Examinations. Required curriculum examinations are a controversial part of Bill 1706. As has been demonstrated in other states, legislators believe the public should be protected from incompetent teachers. Bill 1706 specifies that beginning in 1982 no person can be licensed to teach by a college of education unless the candidate has passed a curriculum examination in the subject to be taught. Dozens of such examinations are to be ready by the summer of 1981. As it is for most 1706 components, the state department of education is responsible for developing and administering the curriculum exams.

Arguments against examinations of this type are well-known and I also have reservations. Nonetheless, I am an advocate of these particular examinations because they are another indication that entering the teaching profession is to be viewed as a serious act rather than a casual process. The public should be protected from academically incompetent persons, and many are convinced that colleges of education have not contributed to that protection. Given grading practices--on many campuses colleges of education lead the grade inflation race--such examinations are essential to the assessment process.

Curriculum examinations will make it possible to compare the academic competence of prospective teachers from program to program; some fear such comparisons. These examinations also place the burden for academic preparation where it rightly belongs--on colleges of arts and sciences. The buck-passing on subject matter competence needs to end, and I see the curriculum examinations doing precisely that. I support these examinations because they reinforce the need for teachers who are well prepared in the academic sphere.

Entry Year Teachers. The entry year, or internship, is a major breakthrough in Bill 1706 because it escalates teacher preparation to a five-year process. On graduation from colleges of education, candidates will be licensed to teach for one year during which they will be assisted by a three-person committee of a consulting teacher, the principal of the school, and a professor of teacher education. The professional committee is charged

with assisting the newcomer and with recommending the candidate for certification at the end of the internship.

The legislation takes from colleges the responsibility for making certification recommendations, which has been the practice for generations. That responsibility henceforth will be far more in the hands of the profession, given the representation of the entry year committee. Having a teacher, an administrator, and a professor on each committee, in my view, reflects the heart of the teaching profession.

Because there may be well over 2,000 teacher education graduates in Oklahoma, the logistics of establishing these committees are formidable. Fewer than 600 teacher educators are estimated in the entire state. This figure includes college of education faculty, collegaues who teach methods courses or supervise in other university departments, as well as professors in schools of education who are not engaged directly in the teacher preparation process. One can quickly ascertain that each teacher educator may need to serve on three or more such committees. There is no way that curriculum and instruction professors alone can respond to all the entry year committees that will be needed. All faculty members will need to participate, including deans. Financial help may be coming to schools of education as a result of this legislative provision. At this writing, $600,000 is earmarked for public teacher education programs by the 1981-82 legislature. If approved, the allocation will set a precedent.

Continuing Education. Equally controversial is the continuing education provision in 1706. The law requires that all boards of education form faculty development committees to plan continuing education activities for teachers already certified. The law specifies that continuing education should be rewarded in school system salary schedules, and it also makes clear that continuing education activities need not be restricted to academic course work. I support these provisions for they encourage educators to work continually at their craft and to receive appropriate rewards for their commitment.

The bill also addresses the continuing education of professors of education. It specifies that all members of college of education faculties, including the dean, develop a five-year plan by which they demonstrate their activities in public education. Each college is to have a faculty development committee that must include a teacher representative. Development plans may include a variety of approaches to working with the schools. A suggestion that has caught the most attention is that each five years professors spend one-half day per week for a semester teaching in a public school classroom. Although this activity may be inappropriate for all professors, the intent of the provision is clear. If most faculty members do not find a way to spend a week in a public school classroom each five years, the intent of the law will be violated.

Competence of Teacher Educators

The acceptance of higher competence norms has not been easy. Teacher education's track record is slow when it comes to questions of quality and hard-headed assessment; indeed, if any phrase characterizes teacher education, it is "once-over lightly." The numbers of applicants who are denied admission to schools of education, who fail during the preparation process, and who are refused certification are remarkably low. In effect, once admitted a person

is almost guaranteed to receive certification. Only the grossest incompetence is likely to cause removal from a program. These decisions usually are made at the point of student teaching rather than as the result of course work or other requirements. Student teaching is the only time of honest assessment in many preparation programs, and even there it is woefully inadequate.

Do teacher educators have the fortitude needed as a profession to practice strong assessment standards? Past performance suggests we do not, but criticisms and calls for reform are creating a situation in which it is becoming more and more difficult to maintain the status quo. It is clear, therefore, that those who believe that teacher education can be rigorous and first-rate are pressing for fundamental changes.

One reason we have begged the competence question is because it turns the spotlight on ourselves. We cannot honestly deal with the competence of students without also focusing on teacher education faculty competence and on the competence of teachers and principals with whom student teachers are placed. These are threatening prospects, fraught with personal and professional repercussions. Given the web of subtle relationships that make up any teacher education program, and the even more complicated web of relationships with public schools, teacher educators walk a delicate line of accommodation in every aspect of the preparation process.

Conclusion

Bill 1706 is lacking in one provision. To truly address the competence issue, the preparation process for professional teachers should be a minimum of six years. The works of Robert Howsam, George Denemark, B.O. Smith, and others point the way. I need not elaborate on their vision other than to stand unequivocally with them in the demand that teaching be raised from a semi- to a full profession.

Neither Oklahoma nor any other state is yet at that point, but teacher education needs to move toward that goal as rapidly as possible. Legislation like 1706 is a major step toward building professional schools of education and a true profession. These are busy and exciting days in Oklahoma with 1706 at the hub of most educational discussions. Teachers, administrators, professors, state department officials, and others are working diligently to meet the 1982 deadline for executing the bill, but changing traditions a century old is not easy. Although it will be some years before the bill begins to make a difference, the future for teaching is brighter in Oklahoma.

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A CASE STUDY OF COMPETENCY ASSESSMENT EFFORTS IN GEORGIA

by Chad D. Ellett

Georgia has a long history of commitment to competency-based education and competency-based certification at all levels of the educational enterprise. This commitment is evidenced by the manner in which competency-based notions have infused programs at leading institutions of higher education, the Georgia Department of Education (GDE), local education agencies, and even the Georgia General Assembly.

This paper presents an overview of competency-based education and competency-based certification in Georgia during the past 10 to 12 years and describes salient features of the success of such programs in the state. Impediments to competency-based education efforts are also noted where necessary to do so. The historical descriptions provided are generally factual, though of necessity brief. Interpretations of their educational usefulness, fidelity to original intentions, and effects are based partly upon research and development (i.e., hard, statistical data), and partly upon clinical observations (i.e., my personal opinions).

It is not my intention to debate the pros and cons of competency-based education and certification programs or the essence of the "competence" construct. An excellent summary of these and related matters can be found in Houston (1974). Competency in this paper means the possession of cognitive, affective, and/or other behavioral capacities in amounts that meet specified observation or measurement criteria. Competency-based education programs thus became systematic efforts (either preservice or inservice) aimed at skills acquisition. Competency-based certification refers to procedures for professional credentialing by which an educator's demonstrated performance (cognitive, affective, or behavioral) is compared to an accepted standard.

Because many competency-based education programs have lacked systematic evaluations (particularly from the longitudinal and economic views), their value as educational ventures is, in my view, open to considerable interpretation. However, let it be recorded here that both competency-based education and certification programs, despite often expressed criticisms, are alive and well in Georgia. The degree to which these models have helped guide educational developments in the state is certainly worth describing.

Historical Perspectives

Georgia's involvement in competency-based education and certification efforts can be traced to popular movements towards objectives-based

instruction and education training models and the public's call for greater educational accountability.

Competency practices have evolved slowly and this slow evolution has been one of the keys to its success when compared to efforts in states such as New York, California, and Texas.

Any case study of Georgia has to begin with a review of historical developments to provide a context for understanding the current situation. During the late 1960s and early 1970s, events began to have a heavy influence on American education in general and Georgia in particular. Reflecting the public's desire to improve education in Georgia, the General Assembly passed a bill in 1972 entitled "An Adequate Program for Education in Georgia" (APEG). The APEG bill specified goals of educational improvement in the state as the 1980s approached. Competency concepts and philosophy were evident in the bill--it agreed with the position that all educators in the state should be certified on the basis of demonstrated performance. Unlike many similar bills recently passed in other states, the APEG bill prescribed no specific dates for enforcement.

Meanwhile, the Georgia Department of Education, supported by the state board of education, conducted a statewide survey to determine a list of goals for education in the 1980s, with a state commitment to accomplish them in the order of their designated public priority. The top-rated goal was that students should master basic academic skills, which is not too surprising given the results of the statewide testing program at that time. The survey brought wide publicity to the commitment to improve education and laid a philosophical foundation for the subsequent development of competency testing programs for Georgia's pupils.

While these legislative and department of education events were receiving widespread publicity, the competency-based education framework was beginning to affect selected colleges in the state, particularly their teacher training programs. In terms of teacher training, one of the early leaders in competency-based education was the University of Georgia. The early model developed out of a research effort called the Georgia Educational Models (GEM) project, one of 10 funded by the U.S. Office of Education in an attempt to change traditional teacher training programs to the competency-based education format.

Many GEM influences still survive, particularly the commitment to objective-based instructional practices, specification of learning objectives for courses and goals for programs, and a heavy emphasis upon field-based experiences during the educational sequence. In addition, a 1975 institutional commitment to assess student and program characteristics also is with us today. This evaluation effort and its implications will be discussed later in this paper.

Consonant with these events in higher education was a movement on the part of the Georgia Department of Education to institute a "certification renewal through staff development" model for the purpose of upgrading teachers and other certified personnel. The Georgia Department of Education, state board of education, and other leading education groups in the state procured funds from the legislature to support local staff development and inservice activities while gaining certification renewal credits (staff development units) for participants. Ten cooperative educational service agencies, aligned with the state's congressional districts, readily became the means for assisting local school districts in carrying out state-approved staff development plans.

The movement toward local staff development was competency-based in the

sense that such programs generally addressed the acquisition and improvement of professional skills derived from local school needs assessments. Certainly the competency-based education principle of individualization was given heavy emphasis. This staff development model as adopted by the local schools and cooperative educational service agencies, is still in use today and is strongly tied to programs for upgrading essential teaching skills of beginning as well as experienced teachers.

State-funded Competency-based Education Projects

Beginning in the early 1970s and continuing to the present, the state department of education has encouraged research and development activities in Georgia through funding special projects. Identifying competencies for various groups of educators and specifying how professionally identified competencies can be addressed by both preservice and inservice programs have received heavy emphasis. Present in all of these efforts has been an expressed desire to develop more competent educators and to use professionally endorsed skills and abilities to formulate local education agency and institution of higher education programs. This desire has at times been stronger on the part of the department of education and local school officials than among colleges, but state-funded competency-based education and certification developmental projects have continued as contractual arrangements among the Georgia Department of Education, colleges and universities, and local education agencies. Some of these efforts are reviewed below.

DeKalb Supportive Supervision Project. The Supportive Supervision Project conducted in the DeKalb County Schools from 1972 to 1978 was an early example of the Georgia Department of Education's intense efforts to develop strong competency-based inservice programs for teachers. This project was a concentrated effort to identify essential teaching competencies and to develop an assessment methodology to evaluate teacher performance needs. Components of this project can be found today in the state competency-based certification model for beginning teachers and in the commitment to use performance assessment data to assist in structuring staff development programs.

West Georgia College Teacher Competency Project. Another early effort to identify teaching competencies was a research and development project conducted at West Georgia College. This project, like the Beginning Teacher Evaluation Study in California, attempted to identify teachers' classroom behaviors related to a variety of pupil achievements using "low inference" methodology. Much of this work was reviewed by Donald Medley (1977) in a monograph produced by the American Association of Colleges for Teacher Education. The case for inconsistent findings concerning teacher competencies and pupil learning using results of this project has recently been made in the Phi Delta Kappan (Coker, Medley, and Soar 1980).

Counselor Education Project. The state department of education funded a project from 1974 to 1978 in the Pioneer cooperative education service agency to identify crucial job competencies for school counselors for use in establishing competency certification procedures. Competencies were identified and content validated, and today these are being used as a part of

the framework for developing a criterion-referenced test for certifying school counselors.

Project R.O.M.E./FOCUS. In 1974 the department of education contracted with the University of Georgia to identify a list of essential job competencies for school administrators and to develop an assessment methodology that might be used for certification. This project--Results Oriented Management in Education (R.O.M.E.)--represented a cooperative effort among the department of education, the University of Georgia, and the Thomas County Schools. The developmental processes used to identify administrator competencies and to design the Georgia Principal Assessment System have been fully described in a series of research reports (Payne, Ellett, Perkins, and Klein 1974; Ellett 1976). In 1976 the administrator competencies were used as a basis for developing a field-based training program for administrators at Valdosta State College, a process model entitled FOCUS (Field-Oriented Competency Utilization System). The Georgia Principal Assessment System and the FOCUS program were used jointly in a competency-based education project with approximately 135 school administrators in three regional assessment centers during the project's last year (1977-78). The R.O.M.E/FOCUS effort represents one of the first and largest attempts to develop a system for assessing job-related competencies of school principals. Some of the competencies identified in the R.O.M.E. Project have been used to derive objectives for a criterion-referenced test for certifying school administrators in Georgia. The test will be administered for the first time in the fall of 1981.

Teacher Assessment Project. In 1976 the Georgia Department of Education contracted with the University of Georgia's College of Education to identify a set of professionally endorsed teacher competencies and an assessment methodology to be used for beginning teacher certification. The Teacher Assessment Project (TAP) has developed for the department of education the Teacher Performance Assessment Instruments (TPAI) (Capie, Anderson, Johnson, Ellett, and Okey 1980) and an accompanying observer training program. The TPAI meaures performance on 14 generic teaching competencies that beginning teachers must demonstrate adequately to receive professional, renewable certification status. The TPAI represents, in my view, the finest set of instruments available to measure generic teaching skills. Their validity and reliability have been extensively investigated in a variety of research studies. During the pilot phases of TPAI development, more than 10,000 teachers in Georgia were assessed. Last year Georgia became the first state to employ a teacher certification procedure using data derived from classroom observation and teacher interview methodology. It is probably fair to say that this statewide effort is the largest competency assessment program ever undertaken in American education.

Currently 17 other states that either have legislated or are considering similar procedures for teachers. It will be interesting to see how Georgia's experiences and developments influence these states. I would caution any state to examine such legislative acts in the context of available resources and the politics of education, and to provide ample time for implementation.

There have been many other competency-based education efforts in Georgia since the early '70s, but those described above probably represent the largest ones. Certainly they reflect an interest by state educators in actively using the competency-based education model as a framework for educational change.

Institutions of Higher Education

There are currently 32 colleges and universities in Georgia with state-approved teacher education programs. While I cannot attest that any of these institutions has a complete competency-based education program, it is probably fair to say that all have borrowed from the competency concept as they have developed and revised program components. At the University of Georgia, for example, the greatest effect of the competency-based education model has been on increasing the importance and length of field experiences and using a systematic program evaluation model. In addition, the TPAI are used extensively as a supervisory tool during student teaching. The widespread use of the TPAI in preservice programs has been stimulated by the state department of education's requirement that schools of teacher education verify that their student teachers meet institutional standards for each of the 14 TPAI competencies.

Entrance and Exit Requirements. Requirements for entering teacher education programs in Georgia are somewhat uniform statewide, with the one exception being variations in permissible grade point averages. All students in the state are required by the Board of Regents to pass a basic skills examination in reading and writing, generally referred to as the "rising junior" exam. This exam represents the only common admissions measure to teacher education of which I am aware, and it was not specifically designed with teacher education students in mind. Rather, the entire population of college students in the state are required to pass it.

From the competency viewpoint, Georgia's exit requirements are of considerable interest. With the institution of the competency-based certification program for beginning teachers, all students must pass a criterion-referenced test in their teaching field. There are currently 32 of these in use in the state. In addition, most students take the National Teachers Examination as an institutional requirement. After passing the appropriate criterion test, all teachers are assessed with the TPAI instruments during a three-year period of nonrenewable certification. The TPAI, according to state procedures, are administered twice each year. Teachers must meet performance standards on each of the 14 TPAI competencies before they receive a professional, renewable certificate. Thus, the beginning teacher has a maximum of three years and six TPAI assessments to pass state requirements.

Program Evaluation Activities. Another competency effort is a systematic attempt by the University of Georgia and Georgia Southern College to adopt a teacher training program evaluation model, first begun at the University of Georgia in 1974 and at Georgia Southern College in 1979. The Program Research and Evaluation Committee (PRECO), comprised largely of faculty members from the Division of Elementary and Early Childhood Education, was established to develop a systematic program evaluation model. All teacher education students at the two schools are now required at program entry and exit to complete a battery of instruments administered by PRECO members. The instruments include the California Test of Mental Maturity--Adult Form (entrance only); the 16 Personality Factor Questionnaire; the Rokeach Values Survey; the Rokeach Dogmatism Scale; the Personal Beliefs Inventory; the Teaching Practices Inventory; and the UGA Semantic Differential (applied to 25 key education concepts).

The PRECO data base now includes entrance data for approximately 600 teacher education students. Georgia Southern entrance data have been collected for about 150 students. In addition to results on the above tests, the PRECO data base also includes for each student SAT verbal and math scores, high school grade point average, GPA at graduation, NTE scores, selected biographical information, information about courses and program contents for each student, and student evaluations of program components. Analyses of data at both institutions have already led to program changes and insights into pupil characteristics.

The PRECO evaluation data base now presents exciting opportunities for undertaking longitudinal research in teacher education, because the Georgia Department of Education now requires all beginning teachers to pass both the criterion-referenced test and the TPAI. This statewide set of knowledge and performance measures will permit program evaluators to establish relationships between student and teacher training program characteristics and certification standards. The number of research questions derived from this data set seems unlimited. I know of no other state that has the capacity to conduct longitudinal research on teacher training characteristics with such an important criterion (professional certification and employment).

I have been working for the past two years with the Georgia Professional Standards Commission and with a group of colleagues on the design of a statewide center to undertake teacher training research and program evaluation activities for all of Georgia's teacher training institutions (Johnson, Ellett, and Siegel 1979). The state superintendent of schools has proposed to the state board of education that funds be requested from the legislature for the center. If this center is established, Georgia will be in a position, for the first time, to make teacher training program decisions using a large-scale data base. If this center can be established and maintained over several years, we can begin to find answers to some very important questions that those in competency-based education have asked. It will be an expensive venture but one I believe to be quite worthwhile. Competency-based education is, indeed, alive and well in Georgia and is moving in the direction that reflects its most important dimension--systematic program evaluation.

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A REVIEW OF COMPETENCY ASSESSMENT IN LOUISIANA

by Lamore J. Carter

Louisiana has for many years suffered from one of the highest illiteracy rates in the United States. Through the years, this situation has been attributed in large measure to the quality of teaching and of teacher preparation programs. Critics have aired a broad range of indicators including the relative percentage of armed forces inductees from Louisiana who scored at or below marginal levels of literacy and the comparative drop of Louisiana students' scores on such national tests as the American College Test and the Scholastic Aptitude Test. After years of debating and trying to address more effectively the problem of teacher competence, Louisiana seemed to have a plethora of legislation pertaining to teacher education, the potential effectiveness of which has remained quite controversial.

This paper reviews entrance, retention, and exit competency assessment requirements in Louisiana's teacher preparation programs. It is hoped that this review, studied in the context of similar reviews in several other states, will generate deliberations resulting in recommendations for improvements in teacher education that will improve teaching effectiveness.

Louisiana's teacher education programs are commonly housed in college or university divisions of education. These institutions have characterized their responsibilities to their students as being those promoting:

1. Knowledge of career opportunities in teaching through professional guidance and assistance for undergraduate students.
2. Knowledge and understanding of the learner and the learning process and the ability to translate these into appropriate teaching behaviors.
3. Knowledge, understanding, and appreciation of social issues relevant to education both as a citizen and teacher, and the competence to translate changes in society into instructive action.
4. Knowledge of major academic fields and the ability to use this knowledge in explaining the realities of today.
5. Knowledge of instructional materials and new technology, and skill in identifying and using appropriate instructional tools.
6. Knowledge and application of both theoretical and applied educational research, and the skills to conduct such research.

Colleges of education in Louisiana are trying to develop theories of preservice teacher education and to test programs which produce more effective teachers--teachers with demonstrably more competence. However, most teacher education personnel seem to be of the opinion that such competencies as now

may be adequately assessed by formal tests of knowledge and skills do not represent some of the more essential competencies required of teachers. Therefore, teacher educators in Louisiana are searching for other competency assessment strategies with a proven relationship to teaching effectiveness. When such additional strategies have been found and instituted at all stages of teacher education, Louisiana will have initiated a recognizable, competency-based, preservice program in undergraduate teacher education. The result will be fewer ineffective teachers.

Entrance Requirements

The primary purpose of teacher education programs in Louisiana is to prepare instructional personnel for the state's schools. Recognizing that teaching is increasingly demanding, Louisiana requires that teacher candidates possess good mental and physical health and well-developed skills in communication. Because teachers are often viewed as models, they must also have positive moral and ethical qualities.

Entrance requirements were relatively stable during a long period before 1978, and included admission to college, successful completion of 30 or more semester hours of study, and approval for program entry by a teacher education screening committee that looked at health and vigor, physical features, language facility, and personality. Of these requirements, only the screening constituted a specific competency assessment for admission to teacher education.

Current requirements for entry into the teacher education programs vary from college to college in Louisiana, but these variations are so slight as to be insignificant. Naturally, all prospective teacher education students must meet the general college entrance requirements. They must have generally attained a minimum grade point average of 2.2 to 2.5 (no colleges accept grades below a "C"). Other admission requirements include:

1. Completion of a minimum of three hours of counseling related to the suitability and aptitude of the student for teaching and to the availability of jobs both geographically and by subject.
2. Completion of an admission interview to identify professional goals and physical and behavioral characteristics.
3. Satisfactory completion of freshman year curriculum requirements (i.e., 30 to 45 semester hours).
4. Taking and passing medical examinations for hearing and speech defects and specified English proficiency tests, or attaining approval of a screening committee.
5. Freedom from any academic or personal/behavioral demerits.
6. Recommendation by an admissions counselor or a committee on admission and retention.

Retention Requirements

Retention requirements in teacher education programs also vary only slightly from college to college. The major, generally prescribed requirements are:

1. Maintenance of a 2.2 GPA or a minimum grade of "C" in all professional (methods and psychology) courses and in the academic major or minor fields.
2. Periodic evaluation of student progress by a committee on admissions and retention.
3. Successful completion of an all-semester, full-day student teaching phase.
4. Successful completion of either six semester hours in reading (secondary curricula) or nine semester hours in reading (elementary curricula).
5. Evidence of acceptable speech habits and writing ability.
6. Evidence of physical fitness for teaching.
7. Demonstration of personal and social qualities acceptable in a teacher.
8. Behavior records free of disciplinary probation.

Some institutions are discussing the requirement of a passing grade on a comprehensive examination in general education to be taken in the junior year as a continuation requirement in teacher education. At one of these institutions this requirement would be a passing grade in all majors.

Graduation Requirements

Graduation requirements in teacher education in Louisiana colleges and universities are quite similar and are notable for their lack of formal competency assessment. Teacher education programs make great effort to provide adequate professional education courses. In addition, their curricula constitute a broad liberal education and the technical training necessary for a well-rounded education program. Teacher educators acknowledge, however, that program exit requirements are not competency-based.

Graduation requirements in teacher education programs in Louisiana may be characterized as follows:

1. All courses in a teacher education curriculum must be completed either in residence or by a combination of residence work and work transferred from a regionally accredited institution.
2. All programs are involved in a comprehensive set of structured laboratory experiences including:
   a. Observation. Some informal observation is incorporated into all professional education and psychology courses. Observation is usually related to course content, but often has the additional objective of helping the teacher candidate develop a commitment to the profession.
   b. Directed observation and participation. Before initial field experience, the student is usually offered an opportunity to do intensive observation and limited participation in a classroom at the grade level or in the field for which he or she is preparing to teach. An attempt is made to assign the student to several schools of differing socioeconomic and ethnic composition.
3. Students must take, but do not necessarily have to pass, the National Teacher Examinations as a requirement for graduation. This requirement is different for certification.

4. The student must obtain a minimum grade of "C" in each course in professional education and in each course in the area of concentration, and must also achieve an overall grade point average of to 2.5.

One institution requires that each student must pass a comprehensive departmental examination in his or her major before being eligible to graduate no matter what the field of study is.

Summary of Competency Requirements in Louisiana

Entry. No formal competency assessment by test instrument; informal assessment by the following items is used: interview evidence of mental alertness, physical fitness and personal characteristics; interview evidence of physical, emotional, and speech defects; academic standing, including a GPA of 2.2 and completion of approximately 30 semester hours of credit; interview evidence of competency in communicative skills.

Continuation. Generally not conditional on performance on any kind of teacher competency tests, the education major is graduated if he or she maintains a certain grade point average, makes no grade below a "C" in English, professional, and specialized academic courses, maintains good moral and ethical character, and shows evidence of membership in a relevant professional organization. More stringent performance assessment takes place during a full semester of supervised off-campus student teaching, with ratings by the supervising teacher, the field supervisors from the college, and the school principal resulting in a grade for student teaching. Grambling State University is experimenting with the requirement of satisfactory performance on the Stanford Tests of Educational Progress (STEP) for admission to advanced standing in teacher education.

Exit. State prescribed score should be attained on the National Teacher Examinations. In addition, the graduate must have an overall GPA of 2.5, a certain specified number of semester hours in general and professional education; demonstrated proficiency in oral and written English; and evidence of good character and personal traits.

Certification Requirements

In 1978, public furor over the quality of education and teacher preparation in Louisiana reached a climax when the state legislature enacted laws requiring an education major to take more courses in reading and to achieve a minimum score on the National Teacher Examinations to qualify for certification. Specifically, the legislation required applicants to complete at least six semester hours in the teaching of reading for high school certification and nine semester hours in the teaching of reading for elementary certification. In addition to these requirements in reading, a person seeking teacher certification in Lousisana must now make a composite score on the National Teacher Examinations as prescribed by the state department of education. Minimum acceptable scores by teaching area are presented in Table One.

The new NTE requirement makes it possible for an education student to

TABLE ONE

MINIMUM ACCEPTABLE NTE SCORES FOR TEACHING IN LOUISIANA*

Curriculum	
Art	534**
Biology and General Studies	1154
Business	1178
Chemistry, Physics, and General Science	1114
Early Childhood Education	1100
Elementary Education	1131
Educating the Mentally Retarded	1140
English	1052
French	1108
German	1091
Home Economics	1101
Mathematics	1202
Media Specialist	1148
Music Education	1120
Physical Education	1135
Social Studies	1149
Spanish	1124
Speech, Language, and Hearing Specialist	534**
Speech Communication and Theatre	1126

*Scores for all the subjects are minimum composite scores for results on the commons portion and the subject portions of the NTE.
**No subject tests are validated by the state for this area of teaching. The score printed here represents the minimum acceptable commons examination score.

graduate but not be eligible to teach in Louisiana. In order for a person to graduate in education, he or she must have an overall grade point average of 2.5 on a 4.0 scale in all work to be credited toward a degree and have a minimum grade of "C" in each professional education course, psychology course, and specialized academic course.

Concluding Comments

The most commonly employed evaluation designs in undergraduate teacher education in Louisiana place heavy emphasis on written tests for the evaluation of acquired information and skills. While performance evaluation, such as done by multiple-person ratings of student teaching activity, is used in each teacher training institution, there are stated reasons for the predominance of written informational and skills tests including:

1. Inertia. Even when other competency assessment strategies are known, teacher education personnel seem to need some special force to move them to use such strategies.
2. Grading. There is a belief that other competency assessment strategies, especially those that might involve well-articulated performance models, are not easily accommodated by current grading practices.
3. Knowledge of competency components. Some believe that traditional competency assessment is, perhaps, the best that can be done considering the general uncertainty as to what comprises teaching competency.

Louisiana teacher educators know something of what comprises teaching competency, but not all they need or wish to know. The knowledge deficit of teacher educators affects evaluation designs for teacher education programs with one result being a heavy reliance on assessment via written tests. The major disadvantage is that written tests do not provide valid information on how well a teacher is prepared to perform in the classroom.

Some teacher education officials and teacher edueators are uncertain as to what behaviors should be required for effective teaching and what knowledge and skills the new teacher must bring to the classroom. Recent statewide controversy in Louisiana seems to support this statement.

Teacher educators will acknowledge that an ideal competency-based teacher education program would require the following conditions at a minimum: accurate determination of the components of teaching effectiveness in terms of behaviors and elements of knowledge and skills; a method of isolating these behaviors so that trainees' demonstration of each may be evaluated; and a method of controlling effective teaching behaviors so all relevant behaviors in all trainees may be viewed equally. Some teacher educators believe that the components of teaching effectiveness are adequately determined and that the problem of competency assessment is that of providing an authentic setting for isolating and controlling the demonstration of competencies so as to evaluate them. The author subscribes to this view. However, in the absence of any one of the three conditions mentioned above, the assessment of the competence of preservice teachers is imperfect and in need of special attention.

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COMPETENCY ASSESSMENT IN FLORIDA

by David C. Smith

Public dissatisfaction bordering on disenchantment over the quality of teacher preparation pervades much of the United States. The cover story of the June 16, 1980, issue of Time magazine highlights alarm over the inadequate preparation of teachers ("Help! Teacher Can't Teach" 1980). In the 12th annual Gallup Poll of the public's attitude toward public schools, respondents addressing the question, "What do you think are the biggest problems with which the public schools in this community must deal?" ranked "difficulty in getting good teachers" seventh out of 25 categories of response (Gallup 1980, p. 34). It was also reported in the same poll that, in 1969, 75% of the respondents would have liked to have a child of theirs take up teaching in the public schools as a career, while in 1980, only 48% of the respondents answered the question positively (p. 38).

The concern for major change in teacher education is prominent in the South. The 1980 summer session of the Southern Governors' Conference treated two issues in depth in their crowded agenda: the environment and teacher education. In a recent publication of the Southern Regional Education Board, a summary of the action taken by several states in their effort to improve the teacher education and certification process is reported (Stoltz 1979). Also worthy of special comment is a proposal by B.O. Smith (1980) for major alternatives in extended preservice teacher preparation programs.

A number of formal organizations within the state of Florida have played roles of varying prominence in the competency assessment movement in teacher education. The state legislature has mandated specific changes in teacher education, and the state's department of education has consistently been a strong force in carrying out state educational policy. The Council on Teacher Education (COTE) has played a major role in developing recommendations concerning the execution of recent education legislation and in serving as a link between the professional community and state government. Four professional associations in Florida have been particularly sensitive to, and effective in, developing and executing state legislation. Those organizations are the Florida Teaching Profession (affiliated with the National Education Association), the Florida Education Association (affiliated with the American Federation of Teachers), the Florida School Boards' Association, and the Florida Association of School Administrators.

Teacher Education Legislation

In 1978, the Florida legislature passed Committee Substitute for Senate Bill 549 (CSSB), which promised profound effects on teacher education and certification in the state. Although numerous provisions are included in the bill, three elements promise to have a strong influence on teacher education.

The first is an admission requirement: "...as a prerequisite for admission into the teacher education program, that a student receive a passing score, to be established by state board rule, on a nationally normed standardized college entrance examination." The second stipulation concerns initial certification:

> ...each applicant for initial certification shall demonstrate on a comprehensive written examination and through other such procedures as may be specified by the state board, mastery of those minimum essential generic and specialization competencies and other criteria as shall be adopted into rules by the state board, including, but not limited to, the following: (a) the ability to write in logical and understandable style with appropriate grammar and sentence structure; (b) the ability to comprehend and interpret a message after listening; (c) the ability to read, comprehend, and interpret orally and in writing, professional and other written material; (d) the ability to comprehend and work with fundamental mathematical concepts; and (e) the ability to comprehend patterns of physical, social, and academic development in students, and to counsel students concerning their needs in these areas.

The third element of special interest to teacher educators is the provision that "the proposed (board) rules shall provide for year-long internships as a prerequisite for certification. The report shall further include an analysis of the costs of such internships and the state and district procedures for administering such internships." It may be noted that there was originally a provision that one year of successful teaching experience could serve in place of the year-long internship. That condition has since been changed to require three years of successful teaching experience as a substitute for the year-long internship.

One apparent motivation for the legislation was the general belief that substantial improvement in teacher education was necessary and that the quality of instruction in the elementary and secondary schools would rise if such improvement occurred. Furthermore, testimony from professional organizations and conventional wisdom suggested that improvement in the quality of persons entering colleges of education would improve the quality of graduating teachers. Additionally, a general belief existed that the quality of teachers and teaching in the public schools might be improved if teachers were required to pass an examination in order to be certified, as is customary in a number of other fields. Finally, if student teaching is perceived by many teachers to be the most valuable component in the preparation program, does it not make sense to increase it substantially? Clearly, the legislative intent was to encourage the development of improved teacher education programs. That a legislative body should deal so specifically with matters that essentially should be determined by the collective profession is unfortunate. It must be noted, in all fairness, that educators declined to take a clear position on the issue when given the opportunity for difficult decision-making in professional programs.

Executing the Legislation

For purposes of clarity, the efforts associated with carrying out the three most important elements of CSSB 549 will be treated separately. First, however, it may be useful to note that in 1973 a new state policy for the education of teachers was established in Florida. "Teacher" is defined in this policy as including all professional personnel working toward a career in education or already practicing in education, including school administrators, supervisors, counselors, librarians, and others (Wilson 1979, p. 1). Further, colleges and universities in Florida wishing to acquire state approval for teacher education programs must prove that each of their teacher education programs includes, as a minimum, the 23 essential generic competencies established by the state of Florida.* In addition to proving that those elements are included in the curriculum, each college and university must demonstrate that an evaluation system is in place to verify that persons who complete the program have attained a specified level of knowledge and performance in those competencies. However, those standards adopted in 1978 do not require that institutions develop a competency-based teacher education program (Wilson 1979, p. 3).

The Written Examination for Certification. Effective July 1, 1980, each applicant for an initial Florida teaching certificate must take a written examination, designed to measure writing ability, effective listening, reading ability, and mathematical and professional skills.

The Florida Council on Teacher Education played a prominent role in developing this Florida Teacher Certification Examination. For example, it recommended to the Commissioner of Education that the teacher certification examination be postbaccalaureate and that it be based upon the 23 essential

*The development of Florida's generic competencies has been described as follows:

> . To develop the essential generic compentencies, COTE gleaned research journals, college catalogues, and studies done in other states and in Florida. A composite list of 48 competency statements was then submitted to a 5% random statewide sample of certified educational personnel. Those competencies identified as "frequently necessary" by 85% of the teachers surveyed were recommended to the Commissioner of Education for incorporation into the State Board of Education Rules (SBER). The Commissioner in turn recommended to the State Board of Education on March 23, 1978, that those competencies dealing with communications and computation skills be included in the entrance requirements of institutions of higher learning with approved teacher education programs, and that the 23 generic competencies be included in the curricular offerings at those institutions. The State Board adopted the proposal. (COTE 1977)

Clearly, Florida's 23 essential generic competencies are built upon a consensus model and there is a strong commitment to them. They are central to the development of the teacher certification examination and are required components in teacher education programs which are state-approved. However, Coker (1979) offered disturbing data challenging the use of consensus data to establish generic competencies for teachers.

generic competencies. It also made specific recommendations relative to the subsections of the examination, times of administration, and fees for the test. In each of these instances, the recommendations to the Commissioner of Education were accepted.

Given the power and influence of the Council on Teacher Education, it would be appropriate to note its makeup. COTE is composed of 23 members: seven teachers, two superintendents, two principals, two inservice directors, two school board members, and two parents of children in public schools. In the minds of some observers, the mood of recent COTE membership did not give great credibility to higher education points of view (COTE 1977).

It should be acknowledged that the time allowed for the development of the written examination was extremely limited. Only 18 months were available between the time that subtest categories were first determined and efforts to develop test specifications began and the time applicants for teaching certificates were required to take the examination. In addition, the budget available for the development of the examination was extremely limited. Grants of $5,000 to $10,000 were available on a sole-source contract basis to institutions developing specifications for each subtest. Given the complexity of the task and the limited time available, the development of the examination is commendable (Wilson 1980a).

The examination was first referred to as a "teacher competency examination." Over time, however, the name has been changed to the "Florida Teacher Certification Examination." Some believe that the name change is more than cosmetic; it may have legal significance as well. For example, if the examination is truly a competency examination, then it might be incumbent upon the state to determine that there is a relationship between teaching competency and passing the examination, a relationship that might be hard to prove. It might rather be much more defensible for the department of education to establish in law that the state does indeed have the right to require an examination for licensure.

During the spring of 1980, the Florida Teacher Certification Examination was field tested. The field test population consisted of graduating seniors from 14 institutions, plus a small group of nondegree vocational teachers completing their professional preparation (Wilson 1980b).

The results of the field test were dramatic and unanticipated. On the basis of the recommended cutting scores, the percentage of individuals from public institutions who would have failed ranged from 15% to 72%. The percentage of students from private institutions who would have failed the examination ranged from 14% to 100%.

Three points should be made with respect to this initial performance on the teacher certification examination. First, the range of performance among teacher preparation institutions is disturbing. That is not to suggest that programs nor objectives should be identical. The thought that all institutions are graduating large numbers of inadequate teachers is alarming. Second, since this was the first administration of the examination, and since there were no consequences whatsoever for individuals taking it, it may be concluded that these are absolute minimum scores. Third, Florida law stipulates that if an excess of 20% of the students from a given institution fail to pass the examination, state approval of their teacher education programs will be withdrawn. On that basis, it might be noted that only three of the 14 institutions involved in the field testing would maintain state approval of their teacher education programs.

Five observations may be easily made from a review of the field-test data. First, failure in the mathematics subtest accounted for the largest

number of failures. Second, only a very small percentage of the individuals taking the examination failed the reading section. Third, a small percentage of individuals taking the examination failed the professional education portion of the examination. Fourth, while colleges of education should be held accountable for the performance of their students in professional education, it hardly seems appropriate to hold them accountable for reading, writing, or mathematics. Fifth, black and Hispanic students appeared to be at a disadvantage in the examination; they received generally lower scores.

The Florida Teacher Certification Examination is now in place. All individuals who seek initial certification in Florida must pass all sections of the examination, which include reading, writing, mathematics, and professional education. The success rate of individuals who participate in the first administration of this examination will be of great interest to Florida teacher educators, because if 80% of those from a given institution taking the examination do not pass, program approval is to be withdrawn.

Admission to Teacher Education Programs. The specific wording of the portion of the CSSB 549 text dealing with admission to teacher education programs is:

> Each teacher education program...shall require, as a prerequisite for admission into the teacher education program, that a student receive a passing score, to be established by state board rule, on a nationally normed standardized entrance examination.

Several points are worth noting. First, this section of law establishes a specific legislative requirement for admission into a professional program. There appear to be no parallel legislative requirements for admission into any other professional or academic programs in Florida. Second, no specific score was established as "passing" by the legislature. Third, the specific score for admission to teacher education programs must, by legislative action, be established by State Board Rule which, in Florida, has the effect of law. Fourth, the passing score must soon be established by a "nationally normed standardized college entrance examination" which, in effect, established the Scholastic Aptitude Test and the American College Test as appropriate examinations for admission to teacher education programs.

Problems associated with this section of the law were further complicated by the fact that the "passing" score must be presented for admission into teacher education programs, typically occurring at the end of the sophomore or the beginning of the junior year. Commonly, individuals who took the SAT or ACT did so during their junior year in high school. If their scores are not at a satisfactory level, retaking the examination presents problems in relation to the norm reference group. In other words, scores for individuals who have completed the sophomore year in college or in community college may not be comparable to scores for individuals during their junior year in high school. Other questions might be raised about the appropriateness of using the test as an admission device for a professional program.

An effort was made to go to the profession to establish an appropriate "passing score." That effort was chaired by the vice chancellor for academic affairs of the State University System. The Florida Council of Deans and Directors of Teacher Education (subsequently the Florida Association of Colleges for Teacher Education) vigorously discussed the question. This group ultimately declined to make a recommendation on the grounds that it was inappropriate for a legislative body to establish entrance requirements for

any professional program. COTE recommended to the Commissioner of Education that the 40th percentile of those individuals entering college be established as the passing score. The percentile was subsequently translated into a composite score of 17 on the American College Test or a composite score of 835 on the Scholastic Aptitude Test (Staples 1979).

The discussions were complicated by three factors. First, it was difficult, and fundamentally repugnant, to take a stance in opposition to quality students in professional education programs. Second, great concern existed about the projected effects of the requirement on minority groups seeking careers in teaching. Third, it was clearly recognized that this legislation had potentially significant influence on the budgets of colleges of education, funded by the state government through an FTE formula. A side effect is that university affirmative action programs were potentially jeopardized by lower minority enrollment in teacher education programs.

Discussions were heated and wide-ranging. Passing scores from the 10th percentile to the 50th percentile were put forward with the 40th percentile ultimately being accepted as the level required for admission to teacher education programs. For reasons which will be made clear, the effect of this requirement is not yet certain. Projections suggest that there will be differential effects among institutions preparing teachers in Florida, and that this legislation will reduce last year's teacher education enrollment from 30% to 80% throughout the state. Because minority students sometimes have special difficulty on standardized tests, the effect on minority enrollment in teacher education may be especially great.

This section of the law has been amended and now stipulates that students at the 40th percentile or above receive a passing score, and it provides for a waiver of this percentile for up to 10% of those admitted to teacher education programs. This section has also been amended to specify that approval of teacher education programs at each institution of higher learning shall be contingent upon at least an 80% passing rate among their graduates who take the examination (Staples 1979).

Who can argue with efforts designed to promote the increased quality of teachers in elementary and secondary schools? The implications of the legislature determining criteria for entry into academic programs are profound. The social problems involved are too significant to be resolved in the political arena.

The current situation is that the State Board Rule took effect December 1, 1980, and that "...as a prerequisite for admission, a student shall receive a composite score of seventeen (17) on the American College Test or a composite score of eight hundred thirty-five (835) on the Scholastic Aptitude Test or an equivalent score on any other nationally normed standardized test for college admission" (Staples 1979).

Year-long Internship. The relevant section of CSSB 549 addressing the year-long internship stated:

> Beginning July 1, 1981, no individual shall be issued a regular certificate until he has completed one school year of satisfactory teaching pursuant to law and other such criteria as the state board shall require by rule; or a year-long internship approved by the state board.

This requirement was later amended to specify three years of satisfactory teaching, rather than one as an alternative to the year-long internship. The internship has had less widespread discussion than has the minimum test score

or the requirement of the Florida teacher certification examination. However, as the effective date of this requirement approaches, discussion is becoming increasingly intense. During the 1979 Legislative session, Senate Bill 338 was passed. This bill amended the statute relating to the year-long internship by delaying its enforcement until July 1, 1982, and mandating in lieu of the year-long internship a program of support for beginning teachers. The recommended form of the Florida Beginning Teacher Program is pending action by the state board of education.

Funding for the proposals has been made at a minimum level, approximately 10 proposals at about $10,000 each. There has been some attrition among the proposals, and the duration for which they were funded is coming to a close. Even though the time for testing the year-long internship in Florida is rapidly approaching, direction from the state appears uncertain.

New Florida Developments. A report of developments with implications for competency assessment in teacher education would be incomplete without comment on legislation passed during the 1980 session. While only loosely related to the competency assessment issue, Committee Substitute for House Bill 97 holds the potential for the collective profession to exert leadership in education policy development. The law has restructured the processes and agencies dealing with education standards and professional practices.

Through this legislation, substantial additional power and authority was delegated to professional educators. The Education Standards Commission was created, consisting of 24 members appointed by the state board of education from nominations by the commissioner of education, subject to state confirmation. The membership includes 12 teachers, one superintendent, two school principals, one inservice education director, four lay citizens (two of whom must be school board members), three representatives from higher education (one representing independent institutions), and one community college administrator. The commission has the authority to employ an executive director, shall have staff, and is assigned to the department of education for administrative purposes. The duties of the Education Standards Commission are broad and they include: recommending desirable standards relating to certification; developing and revising standards for approval of preservice teacher preparation programs; conducting an annual review of manpower studies regarding teaching personnel; recommending approval of teacher education centers and their evaluation; and other matters as well. All recommendations are made directly to the state board of education.

The Education Practices Commission was also established by this legislation. It consists of 13 members appointed by the state board of education from nominations by the commissioner of education, subject to Senate confirmation. Membership includes five teachers, five administrators, and three lay citizens, two of whom shall be school board members, and requires that the teachers and administrators serving on the commission must be certified and must have practiced in the profession for at least five years immediately preceding appointment. The Education Practices Commission also has the authority to employ an executive director, hire staff, and is assigned to the department of education for administrative purposes. The commission has the authority to interpret and apply standards of professional practices and holds the power of final agency action either in dismissing a complaint or imposing one or more of the following penalites upon an individual holding a certificate: denial of the application for a teaching certificate; revocation or suspension of a certificate; imposition of a fine not to exceed $2,000 for each offense; placing a certificate holder on probation for a period of time;

and restricting the authorized practice of the certificate holder for a period of time and/or reprimanding the certificate holder. The entire commission will not sit in judgment of individual cases; rather, it will divide itself into two panels for the purpose of reviewing complaints and issuing final orders. In the case of complaints against teachers, the panel shall be composed of four teachers, two lay citizens, and one administrator from the commission. For complaints against administrators, the case shall be heard by four administrators, two lay citizens, and one teacher (Boone 1980, p. 10).

Noteworthy is the fact that the current legislation was drafted almost exclusively through the effort of a coalition of professional education groups. The Florida School Boards Association, the Florida Education Association, the Florida Teaching Profession, the Florida Association of School Administrators, representatives of the department of education, representatives of the governor's office, and higher education personnel developed the first draft of what was to become House Bill 97. The professional education community was gratified to find that the result of the coalition effort passed easily and early in the session. Governor Bob Graham said, "Acting decisively and fairly with great individual compromise, the bill was drafted by the group and presented to the House of Representatives and the Senate where it was addressed promptly and professionally, and subsequently passed on unanimous votes" (1980, p. 11).

Because of the authority and responsibility vested in these commissions and because of the degree to which they are dominated by professional educators, the actions of both the Education Practices Commission and the Education Standards Commission will be carefully reviewed. They were created by the legislature as a result of the effort of a virtually unprecedented coalition of education interests. It is to be hoped that the fruits of their efforts will be as productive and constructive as their behavior.

Summary

Florida is an exciting and politically active state, and the current climate supporting the quality of education at all levels runs deep. There is impatience, if not disdain, of those who reject efforts to improve teacher education programs, and there is an expectation, if not an implicit demand, for such improvement. Through it all, there is a concern that the performance of colleges of education needs radical improvement. Not much is being done, however, to relate these increased expectations to the current level of funding for colleges of education. Virtually all such institutions would be well advised to address their productivity in relation to their financial support and to evaluate their level of funding within the context of other colleges of education (Peseau and Orr 1979).

In closing this description of the accountability movement in teacher education in Florida, I am reminded of two statements: First, the inscription appearing above the main entrance to the National Archives, which states that "the Past is Prologue," and second, the observation of H.L. Mencken that "For every complex issue, there is an answer that is short, simple, and wrong."

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COMPETENCY ASSESSMENT, HISTORICALLY BLACK COLLEGES AND MINORITY STUDENTS

by J.B. Jones

Competency assessment for teachers and its implications for historically black institutions, and for minority students in all institutions, can be viewed, if one chooses, in a simple fashion. Some positive aspects of this movement can be listed as follows:

1. An indirect declaration to students and faculties of the late Mary McCleod Bethune's contention that "if you are here and are not about the business of education, then you have no business being here." (Dr. Bethune was founder and president of Bethune-Cookman College, Daytona Beach, Florida.)
2. Summons to use one's best powers and latent genius for reasonable development in the teaching profession.
3. As Henry M. Wriston said, "One year, ten years or even a century is a short period in the life of a university. Total obsession with plans for next year's crises can blot out the vision of what lies farther ahead. Detailed planning is all to the good, but, if you see an opportunity, put the plan on ice and seize the opportunity" (Chambers 1975). This quotation suggests that teacher educators may use the competency assessment movement to press for curricular changes, admission and retention standards, reorientation of faculties, redesigning programs, and other policies to which there may have been critical opposition in the past.
4. An effort to produce a more intelligent, highly trained leadership for the mass of black students in the nation's schools.
5. Movement away from merely bettering the standards of living toward bettering the ways of life. This represents an acknowledgment that teaching jobs in the past have gone to the credentialed, but not necessarily to the competent, and that the reverse of this practice would inaugurate a better way of life in the teaching profession.
6. No intent to cause historically black institutions' teacher education units to cease to exist nor to urge minority students in historically white institutions to pursue other career options. Such a change would be for the worse, since divergent interests currently being served would be neglected and unserved populations which the nation now seeks to accommodate would remain neglected.
7. No attempt to turn back the clock in higher education. Regardless of suggested motives or sources, such attempts could be no more than briefly successful. It is conceded that there may be an occasional,

temporary slowing of progress, but in the long run, higher education, including historically black institutions, has an expansive future in which both quality and quantity will move forward and upward (Chambers 1975).

8. An attempt to follow the example of the profession of medicine, in which competency examinations in basic areas are required.
9. A reduction of the repetition in courses and programs in professional education and an increase in attention to the mastery of knowledge, skills, habits, attitudes, and relationships essential to effective teaching.
10. Accountability in the profession--forcing historically black institutions, formerly depositories for the discouraged, into places of progress. Good schools can, and do, help students overcome the effects of economic disadvantages and family adversity ("British Researchers" 1980, p. 2).
11. The establishment of one set of competitive standards for a desegrated society. Separate standards for certification of black and white teachers existed when dual systems of education were in effect. This practice was used to justify separate salary scales during those times.
12. A challenge to the nation's leadership in teacher education--white and black--to restrain the new wave of turbulence and regression through progress toward equal justice for all Americans, particularly in the educational arena.

The above list of positive inferences of competency assessment makes no claim of being exhaustive; it simply establishes some points of reference.

One would be terribly naive if he or she thought that such positions could be taken without strong opposition from some quarters. Therefore, it is reasonable to advance what may be viewed as "cautious inferences" of competency assessment:

1. Educators are about to sacrifice the immeasurable qualities of teaching in favor of the measurable. As early as 1930, a conference on problems of teacher education recommended that policies of admission to teacher education programs include: (a) high school records, including class rank; (b) intelligence tests, to be used with reservations; (c) English tests, including written and oral English; (d) an interview as a means of evaluating personal traits; (e) personal records giving social, recreational, vocational, religious, aesthetic, travel, and other interests and activities in and out of school; (f) age as an indication of acceleration or retardation; and (g) health (Interstate Conference 1980, pp. 3-6).

   Three things have been assumed in the application of these criteria, which were operative for half a century in many institutions: first, that a definition or concept exists of what success in the teaching profession is; second, that valid measures are available for determining the degree to which graduates of an institution have achieved success as defined; and third, that there are relatively accurate criteria for predicting achievement.

   Those who are trainers of teachers know that the foregoing assumptions are not true. Success in teaching depends not only on the knowledge and skill of the children being taught, but also on the teacher's vision, fortitude, and moral integrity. The ability to

integrate interpersonal skills and specialized knowledge is highly important, but in the absence of techniques for measuring affective ability, we assess the measurables--reading skills, vocabulary and computational skills, and other cognitive abilities. This writer agrees with H.S. Broudy, who recently stated, "Aside from the knowledge and skills involved in teaching, there are the personals of pedagogy" (1980). Many desired teacher traits that are immeasurable are being sacrificed for those that are.

2. The healthy climate present for the "underprivileged" during the last decade is changing or has changed. In a controversial book Meanness Mania (1980), Gill expressed the idea that a concern for the welfare of white, middle-class America, as illustrated by the Bakke decision and passage of California's Proposition 13, has now taken center stage. Forced busing, white flight, and reverse discrimination are other issues that Gill offers in concluding that selfishness, stinginess, and malice toward further educational and economic opportunities for traditionally oppressed Americans make up a "meanness mania." Neither the Institute for Educational Policy, which published Gill's book, nor Benjamin L. Hooks, executive director of the National Association for the Advancement of Colored People, endorse the use of the term "meanness mania," but both acknowledge a changed mood in the country.

   Apparently, the concept of cumulative deficiency will not be taken into consideration in the marketplaces of today. To illustrate this concept, Negro children in Alabama in 1929-30 received 36 percent of a fair distribution of funds for education while white children received 64 percent. This inequitable share of financial resources, compounded by segregation, produced a deficient system of education extending from kindergarten to the university level. The Negro college and university, as the capstone of that system, suffered cumulatively from all the deficiencies of the lower schools (Johnson 1938). As another illustration, in 1930 there were 47,426 certified black teachers in the traditionally segregated states; of these, 18,130 had less than a high school education, 15,443 had less than four years of college work, and only 4,442 held bachelor's degrees or the equivalent. McCuiston wrote in 1934:

> The typical rural Negro teacher of the South is a woman of rural heritage about 27 years of age. She has completed high school and had ten weeks of summer school. She teaches 47 children through six grades about two years in the same school. Her annual salary is $360 or $1 per day and she teaches about five years.

Despite the shortcomings that have characterized the education of blacks of yesteryear, those who teach today will be asked to meet prescribed standards, regardless of the arbitrariness or irrelevance of these standards.

3. There are overt and covert measures to reduce the number of black teachers, as was predicted more than 25 years ago. Charles S. Johnson indicated that there would be a limit to the number of black educators employed in the schools of the Southern and border states

after the U.S. Supreme Court decision in Brown vs. Topeka Board of Education in May 1954, and he foresaw early casualties among black teachers who were poorly trained and, in some cases, even among good black teachers, as indirect reprisals for the fact of integration itself (Havey 1978). Thirty-five years ago, data were available on half of the known black college graduates and revealed the following occupational distribution: Teacher 62%; Clergy 8%; Physician/Dentist 8%; Lawyer 2.1%; Social Worker 1.1%; Religious Worker 0.8%; and Librarian 0.7%. The highest number of male students in senior high school during the period that the above data were collected aspired to be physicians, followed by teacher, mechanic, pharmacist, postal worker, dentist, architect, and carpenter, respectively (Johnson 1938).

Teaching no longer occupies such a prestigious position in black society. In 1981, less than three percent of all black college freshmen are expected to choose teaching as a career, compared to 23.5 percent in 1968. When black mothers were questioned about career desires for their children, less than 19 percent indicated teaching. Among the reasons offered for such a trend are increased career options (business, economics, mass communications, engineering, nursing, chemistry, and pharmacy), teachers' low pay scale, the rising accountability syndrome, tales of woe by those in the profession, teacher strikes and other matters of litigation, desegregation, lack of definitive research data to assist with problem students, parental influence, and the process of teacher selection and evaluation. The issue of competency assessment has implications for black colleges in that the number of students seeking admission to teacher education programs is likely to continue to decline.

4. The role of the black teacher must be reassessed in light of competency assessment in its present form. The necessity to ready impoverished, inner city students for standardized instruction would not be allowed to obscure the fact that social reform has been, and is, the mission of many black schools. Historically, the role of black teachers has been associated with upward mobility and general improvement of life for black people. Their work over a half century ago was described thusly:

> No teachers in the country have a more important or difficult work than the colored teachers. They have the opportunity to be not only the teachers of youth; they can also become the centers of community life. They can be not only the guides and counselors of the colored people; they can also become their best representatives in all dealings with the white people. In the upward struggles of a race only 50 years removed from slavery, there is a need of teachers with a broad conception of educational aims. The teaching of book knowledge is only a small part of the task. There must be the development of such habits as industry, thrift, perseverance, and the common virtues so essential to successful living.

The character of the work of the Negro teacher was well described by General Armstrong in his early reports on Hampton Institute. Some of his striking sayings are as quoted below:

"Schools are not for brain alone but for the whole man. The teachers should be not mere pedagogues but citizens.

"The personal force of the teacher is the main thing. Outfit and apparatus, about which so much fuss is made, is secondary.

"To me the end of education for the classroom is more and more clear. It should be straight thinking. Instruction in books is not all of it.

"General deportment, habits of living and of labor, right ideas of life and duty, are taught (at Hampton) in order that graduates may be qualified to teach others these important issues of life." (U.S. Office of Education 1916)

Vestiges of these expectations continue to hang over the heads of black teachers. They experience different demands from students and administrators than do their white counterparts when both are members of desegregated faculties in predominantly black schools.

Present competency assessment techniques place greatest emphasis upon cognition and omit measurement of those skills traditionally required of black teachers in remedying the ills of society. Reassessment by black college teacher trainers of the black teacher's role may require harmonizing the expected functions of teachers today with those shared by majority institutions and delegating other social functions to appropriate church, community, and governmental entities. This course of action is suggested as an interim measure, with the expectation that the emphasis upon multicultural education as a part of all teachers' initial preparation will phase in some of the historical roles that characterized the functions of black teachers.

5. Control of standards for entry into the teaching profession rests in the hands of nonprofessionals who are influenced more by political factors than by the realistic competencies needed by teachers.

B.O. Smith (1980) declared that the failure of colleges to address public dissatisfaction with schools and teachers has created a vacuum into which state and federal governments have moved. Governmental actions are splintering the process of pedagogical education--some of it drifting into teacher centers, some into state departments of education, some into Teacher Corps projects. More and more the tendency is for state and federal legislatures to lay down directions, policies, programs, and even curricular content, which in turn are interpreted and transformed into regulations by bureaucratic agencies staffed with persons who know little about pedagogical education (Smith 1980a).

The question of who is to control pedagogical education and the assessment of teacher competence is crucial. While the profession in

general is presently losing control of the process and content of pedagogical education, I take the privilege of further stating (at the risk of being misunderstood) that assessment of the competency of teachers indicates for black institutions and black students in all institutions that the foxes are still in charge of the chicken houses. These comments are used to indicate that though blacks have never really been in charge of their own education, they have had to bear the blame for its alleged poor quality--inferiority. By way of illustration, a state superintendent of education in one of the southern states sent out a circular letter to city and county superintendents in his state more than 50 years ago which stated:

> You will, therefore, let me urge you not to be content to fill your Negro schools with incompetent teachers merely because they are near at hand and easy to get. It is as much your duty and mine to see to it that good, well-qualified teachers are put into the Negro schools as it is to supply the right kind of teachers for our own white schools. Because the management of these schools is almost entirely in our control, because we are in a way guardians for the Negro children, it seemes to me we should exercise very great care in selecting teachers for them. Teachers are in a very real sense the leaders of the race, and how necessary it is that these leaders shall possess good character, correct purposes, a real desire to help the people, and the best training they can secure to aid them in teaching the ordinary school subjects. Also they should be qualified to teach some industrial subjects. I hope you will help to raise the standard of Negro teachers on your county and in the State. (U.S. Office of Education 1916)

6. Vestiges of stereotyping black teachers remain, supported by a fundamental belief among many whites that white teachers are basically more competent than black teachers. The problem is deep-seated and consciously or unconsciously has been passed down through the ages, as the following quotation from the 1907-08 report of Superintendent Joyner of North Carolina illustrates:

> In 1881 and 1882 I was county superintendent of the Wake County Schools, including the Raleigh schools. I examined all public-school teachers, and at least 75 per cent of the colored teachers stood better examination then than they have this year in the colored normal schools. Why does it appear that the Negro teachers have made so little progress in these 25 years? I think the reason is that then most of the colored teachers had been educated in Shaw University in St. Augustine Normal School, and these schools were then taught mostly by well-qualified northern teachers. The principal of the best colored graded school we had in Raleigh was a highly educated northern white woman. I am informed that all the teachers of the public schools in Charleston, S.C., are white. The Charleston public schools are considered among the best in the South. I am not advocating this policy, but it is a question that is worthy

> of serious consideration. A great deal of objection to Negro education arises, I believe, from its defectiveness. (U.S. Office of Education 1916)

There are indications that competency assessment is being used to reinforce these biases. Blacks and Mexican Americans score lower on all standardized instruments as a result of historical discrimination (Britell 1980). Does this mean, therefore, that they are less effective as teachers? Not necessarily, since there is no positive correlation between success on the tests being used and success as a teacher.

In the midst of these positive implications as perceived by some and cautious implications as perceived by others, what are black institutions to do about teacher education? In my opinion, 10 steps should be undertaken. First, the historically black teacher training institutions should stop aping the front runners (the highly publicized institutions and programs) and design models of teacher training on the basis of clearly stated missions, characteristics of the learners, and resources available, including personnel. If black institutions care for and respect those with cultural differences, if they specialize in serving Americans who do not speak and write English well and who are admitted with deficient backgrounds, then they must show clearly how they provide the full spectrum of remedial work, distinguished instruction, and motivational strategies that carry these persons to scholarly achievement. Their models of training must address themselves to the peculiarities of the black educational and social milieu.

Second, historically black institutions must identify those of their staff who refuse to make adequate demands of students because of alleged pity and sympathy, who make demands of students but refuse to teach appropriately (thus setting up what may be regarded as designs for failure), and who argue that no more than a small portion of the population is worthy of education beyond high school. As "saboteurs" of these institutions' mission, such staff must change their behavior or be appropriately disciplined.

Third, personnel for training teachers in historically black colleges must be selected on the basis of capability rather than a welfare concept or human compassion. Compassion for those in need of employment has often led to the selection of unqualified but needy individuals, but the availability of increasing numbers of qualified applicants and the challenges facing students require that such practices cease.

Fourth, black colleges must systematically organize efforts to emphasize teaching as a career and to recruit able students into the field. We can no longer assume that sufficient numbers of individuals will automatically elect to serve society through teaching.

Long-range planning on the basis of institutional research is a fifth requirement for action. In what respects are the characteristics of students changing? From where do they come, and where do they go on leaving? What are their performance profiles on assessment instruments? Where does performance converge and diverge? What are the differences in achievement levels in basic subjects at the completion of academic foundations work and at the completion of the college career? What assessment instruments are effective in reflecting the levels of functioning of particular student groups? Which conclusions have been drawn and which policies formulated on error-ridden research? With these and other data, historically black colleges can combine high quality scholarship and equal access. Long-range planning in program

revision, changes in teaching technology, requirements for entry into the teacher education program, course revision, attainment of competency clusters, and sequencing in teacher training could no doubt bring us to highly improved levels of performance during this decade.

Black teacher training institutions must maintain vigilance in the whole field of competency assessment of teachers is a sixth requirement for action. This monitoring involves promoting minority participation in policy making bodies at the state, regional, and national levels. Historically, black people have had little or no opportunity to contribute to the decision-making process, and have had to be reactive rather than proactive in their stance.

Seventh, historically black institutions must build competency assessment into the entire teacher education program, and particularly measuring attainment levels upon completion of the academic foundations courses. This approach will force faculty who provide instruction in reading and writing, mathematics, science, and the social sciences to assume responsibility for skill mastery or remediation. It will relieve teacher trainers of blame for the failure of students in areas for which these trainers have no responsibility. Professional educators can then devote more time to pedagogy--observation, diagnosis, planning, management, communication, and evaluation (Smith 1980b). Instruments and procedures paralleling those used by state agencies should be developed to aid in the acquisition of skills needed by future teachers. At the same time, these instruments should address the uniqueness of the institution's program.

Eighth, coalitions with businesses, industries, and community agencies should be developed so that institutions not directly concerned with schooling can assist in the human development of prospective teacher trainees. This will attack the tendency in today's society to disassociate and hold blameless other social, economic, and political forces that inhibit the maximum development of minority youngsters. It will help in focusing these sectors' attention on the responsibility of all in educating the nation's youth.

Ninth, institutions should strive to avoid polarization between those who are ardently opposed to competency assessment and those who were for it long before it arrived. Our insistence is that individuals be prepared for the conditions which operate in "the real world," and that no students should be lost while the infighting rages.

Finally, historically black institutions should not battle against the inevitability of competency assessment, but against the misuse of instruments and assessment results, the arbitrary setting of attainment requirements and the improper administration of tests.

Black students in four-year, degree granting institutions are equally divided between the 107 historically black institutions and the other, predominantly white institutions throughout the United States. In general, blacks select predominantly white institutions for the quality of education, availability of financial aid, and the mobility in job placement. This suggests that the majority of black students in this country are vocationally oriented and self-actualizing, but this was not always the case. The majority of those blacks in institutions that are predominantly white do not major in education, but tend to pursue fields of study that are unavailable in the historically black colleges and universities. There are exceptions as some choose education in the white institutions because they think that their chances for employment upon graduation will be improved. These students should realize, however, that admission through special programs and alternative arrangements will not exempt them from the competency assessment that lies in wait.

In addressing the situation of the thirty-thousand black students who now pursue degrees in predominantly white institutions, attention must be given to the environment in which they study. America has changed and is changing, but there are still some environments that are not psychologically safe and sound for minority students. If the environment is not psychologically responsive, one's retention and graduation may be in jeopardy. There may be a tendency to stereotype in predominantly white institutions and one's true capabilities may go unnoticed or be misjudged. Consequently, there must be a high degree of ability to sell oneself, if an appreciation for diversity has not clearly emerged and been accepted. There should be adequate support services to insure one's productivity. Specifically, students must be aware of their progress and determine whether or not it is satisfactory. If it is not, perhaps they should transfer to less threatening environments where qualitative learning will not suffer.

Most of all, students should know what lies ahead. Demonstration of qualities such as motivation, creativity, resilience, leadership, and personality may have been used as indicators of probable success (rather than other, customary indicators) and thus may have allowed them entry into predominantly white institutions. However, reliance upon these alone will not gain them exit with credentials. Exit competencies and assessment procedures must be known, and students must be prepared to meet them.

In summary, there appears to be a sincere effort on the part of educators to produce a more capable cadre of teachers. I believe that historically black colleges and black students in all other institutions can meet such a challenge, if no issues are compromised and if they actively participate in the refinement of the whole concept and process of competency assessment.

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COMPETENCY TESTING AT XAVIER UNIVERSITY OF LOUISIANA

by Alfred J. Guillaume, Jr.

For minorities, competency testing is a sensitive issue, because inferences that might be drawn from the performance of minorities on national tests could seriously hamper the progress made by these minorities in higher education. Some might question the structure of the American system of higher education that seems to cater to certain groups; others might look deeply into the socioeconomic problems that offset gains made by minorities in higher education. It is not the focus of this paper to address why minorities score lower than the majority on national tests, but simply to indicate how Xavier University of Louisiana is addressing itself to the larger issue of testing.

A recent study by the College Board indicated that SAT scores for minorities are lower than those of whites. The average score for Xavier students was a few points higher than the national average reported for minorities. Because testing remains an integral part of undergraduate and graduate admissions, job employment, career advancement and career choice, those statistics become alarmingly important. Blacks and other minorities must improve their test performance because, Bakke aside, testing is a sine qua non on the avenue to job and career placement and to higher education. It is easy to label standardized tests as culturally biased, and well they might be, yet tests and test performance are harsh realities. No longer can minorities shield themselves behind alleged cultural bias, nor can they continue to count on affirmative action programs for jobs or educational equality.

The institutional mission of Xavier University of Louisiana states,

> It is as a Catholic University serving a predominantly black student body that Xavier has its reason for being. In reaffirming its black heritage and its Catholic character, the university is guided by its mission to provide each student with a liberal and professional education experience in a pluralistic environment for the ultimate purpose of helping to create a more just and humane society.

In educating its black constituency, Xavier University is fully aware of the importance of tests and of providing students with the necessary tools for effective test taking.

Similar to many other institutions, Xavier requires national test scores as part of its general admissions process. Although these scores are important, they represent only a portion of the student's intellectual development. Grade point averages (GPAs), coupled with the range of courses a student takes in high school, together represent a more accurate picture of a

student's ability and his or her potential for success. Subjective decisions on the quality of each student also are based on high school academic history, since GPA from one school does not necessarily equal GPA from another. However, admittance decisions are based on a collective evaluation of all data presented for admission.

Once a candidate is selected for admission, Xavier's commitment to that student remains firm until graduation. A series of precollege, freshman, and postfreshman support services aid students in the quest for academic success.

The keystone of Xavier University's freshman programs is concern for the individual student and his or her potential for development. Accordingly, each admitted student undergoes a series of tests in reading, speech, mathematics, and English. Because freshmen enter the university at varying levels of competence in these basic areas, the diagnostic tests aid in proper course placement on the basis of each student's strengths and weaknesses.

Students are required to score at the twelfth-grade reading level in comprehension on the Nelson-Denny Reading Test. Those who score below the twelfth- but above the tenth-grade level are placed in a one-semester reading course. Those who score below the tenth-grade level are placed in a two-semester course. It is possible for a student in the two-semester course to exit in one semester provided the necessary grade level is achieved.

The reading courses emphasize comprehension and study skills, but one component is devoted to test taking techniques, as many of the students experience acute test anxiety. A counselor in the program works individually with each student to prescribe proper remediation. Students are required to attend weekly labs where time usually is devoted to specific weaknesses.

Sometimes students with excellent academic records fail to achieve the necessary score on the Nelson-Denny for successful completion of the course. These students are brought before an advisory board composed of the dean of arts and sciences, the dean of freshman studies, the director of reading, and the students' teachers. This committee decides if students with unsatisfactory scores should be allowed to exit from the reading course on the basis of teacher recommendations and the supporting data of mid-semester and final grades. In some cases the committee may recommend that students attend a six-week workshop in the reading lab. The careful scrutiny given to students early in their college careers assures that they possess the skills for continued academic success. Students assigned to the reading program generally view it as necessary for their academic development.

A departmental speech exam is given to detect speech disorders peculiar to blacks, with an emphasis on identifying regional dialect problems, speech impairments, and grammatical lapses in speech. Students who fail the speech test must take a three-semester-hour developmental course and work with a speech pathologist. On completion of the developmental course, the student advances to a three-hour speech course required for all freshmen. Again the emphasis is on teaching students to speak effectively and coherently through voice control and to develop confidence and poise. Another important element in the course structure is techniques of delivery.

A grammar test of 88 questions is used to ascertain a student's ability to write clearly and correctly. Although an apparent criticism of a grammar exam is that it is inadequate in effectively determining writing skills, the University has found that the test does indeed measure writing skills. The English developmental course carries three semester hours of degree credit, and is the only developmental course whose credits count toward graduation. Statistics indicate that students in the course progress at the same pace as those in the regular freshman course.

The number of students entering college without a basic understanding of fundamental mathematics is reaching epidemic proportions. To correct this deficiency, Xavier has expanded its developmental math offerings from a one-semester to a two-semester course. The test, designed by the mathematics faculty, seeks to determine how severe a student's deficiency is and in what area(s). The two-part test seeks first to discover command of basic arithmetic processes, and second to determine knowledge of more complex mathematical functions. The two-semester math sequence was ostensibly designed to lower the rate of attrition in developmental math by separating students of varying ability. The program has been in existence only one year and it is much too early to ascertain its success.

Viewed as a unit, the various programs in freshman studies--reading, speech, English and math--attempt to develop the total person. Individual attention and guidance are mandates in each program. The faculty in those areas believe that, with proper background work, many who enter Xavier with deficiencies can and will achieve and maintain a basic competence for academic and professional success. Through freshman studies, students in need of academic support can develop and intensify the motivation to broaden and discipline their curiosity. Approximately 65-75 percent of Xavier's entering freshmen require at least one developmental course; of these, about 60 percent graduate. Each developmental course carries three non-degree credit hours, except English, which carries three degree credit hours. Students with three or more developmentals are limited to twelve semester hours in a given semester. Freshmen normally take only fifteen semester hours.

In addition to its freshman programs, Xavier has two successful precollege programs, Basic Language Training (BLT) and Project SOAR (Stress on Analytical Reasoning), both of which give students an added opportunity to work on basic skills deficiencies and to strengthen test-taking techniques.

Instituted in the summer of 1979 as a pilot program, BLT is a systematic, concentrated approach to language skills development. The seven-week program consists of an interdisciplinary, often overlapping, approach to oral and written communication. Classes are offered in speech, English, reading, and logic. Enormously popular among the students who participated, BLT has been instrumental in reducing the attrition rate of extremely academically weak students. To participate a student must be below the tenth-grade reading level in comprehension and in need of developmental work in English. Of the 29 students who participated in the summer of 1979, only seven were on academic probation; eight of the original 29 dropped out for personal reasons. Of 22 others who qualified for participation in BLT but did not participate, 12 were on academic probation and one was dismissed. It is hoped that the retention record for later BLT groups will equal or surpass that of the 1979 group.

Project SOAR has enjoyed stupendous success nationally and locally over the last five years. SOAR is designed primarily for students in the natural, health, and mathematical sciences, and is conducted jointly by the departments of biology, chemistry, computer science, physics, medical technology, and mathematics. Its objective is to increase performance in and reduce attrition from science and mathematics courses so as to increase the number of qualified graduates in the sciences. Problem solving, critical reading, cognitive thinking, vocabulary building, and test taking techniques are components of the six-week summer program. Pre- and post-tests are given to chart student progress; the Preliminary Scholastic Aptitude Test is given at the beginning and at the end of the six-week session, and a weekly quiz-bowl competition is held to spark enthusiasm for cognitive therapy and vocabulary building.

From the outset, Project SOAR* begins preparing students for the Medical College Admission test (MCAT). Throughout their four years at Xavier, science and math students retain a close alliance with SOAR and attrition is relatively low. The faculty works assidiously and devotedly with every student to develop critical and analytical abilities. The most significant achievement is that within the last six years 84 of the 99 Xavier students who applied were accepted into medical and dental school, an 84 percent acceptance rate--more than twice the national average during that time.

As its students prepare themselves to join the majority world, Xavier is acutely aware of the value of testing and of the necessity to prepare its students for those tests. The Law School Admission Test, Graduate Record Examination, Dental Aptitude Test, the National Teachers Examination, and the MCAT and the PCAT are all tests that Xavier students must take and pass to pursue higher degrees.

Concomitant to the task of preparing its students to become thinkers and doers in the work world, Xavier's new core curriculum, used for the first time in the fall of 1980, is designed to give students a broader understanding of themselves and their environment. The core focuses on humanistic learning, and includes increased requirements in foreign language, world literature, and world history. Courses in the natural sciences are also included. The humanistic scope enriches life beyond the work world and influences the quality of life after the work day is done.

Despite gains made by the university in offering support services to students through various pre- and post-freshman programs, there is growing concern among faculty members that student proficiency in basic skills deteriorates after completion of the freshman studies program. Observation reveals weaknesses in the writing of clear, concise answers to essay test questions, improper reasoning, and inability to express oneself orally. To address the concern of inadequate writing skills, the university's Academic Council, at the suggestion of the English department, passed a resolution that a faculty member may lower a student's grade by one letter for poor writing and that a professor may require the student to attend the university's composition workshop for as long as it is necessary to alleviate the weakness. The speech department is considering presenting to the Academic Council an advanced course that would be required of all students. It is currently working with the education department to improve diction, voice control, poise, and confidence in student teachers. In addition, the reading, speech, English, and math labs are available to all students should they choose to avail themselves of these services.

The university is considering still further measures to insure that students maintain and increase their levels of proficiency beyond the freshman year. A task force will assess student performance throughout the university curriculum to decide: (a) what areas of student performance the university should monitor; (b) what performance levels must be exhibited by students for university entry into advanced courses, and for graduation; (c) how to measure student performance; and the most critical, (d) what to do with students who, on the basis of their exhibited performance levels, fall into a below-standard group.

*More about Project SOAR and its statistics on student performance can be obtained by contacting Dr. J.W. Carmichael, Xavier University of Louisiana, New Orleans, LA 70125.

Although Xavier University is at the beginning stages in assessing minimum competence, the challenge that it presents falls within our purview of commitment to America's minorities.

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COMPETENCY ASSESSMENT IN TEACHER EDUCATION AT THE NATIONAL COLLEGE OF EDUCATION

by Calvin Claus, J. Robert Parkinson, Myrtle Rhoden, Ida Simmons, and Mildred Tauber

Competency assessment is a long established component of teacher education programs at the National College of Education, programs whose basic elements are extensive personal contact, sequential activity, and developmental progress.

The National College of Education (NCE) is both a suburban and an urban institution with its main campus in Evanston, Illinois, and a major branch in Chicago. The Evanston campus has an undergraduate teacher education population of approximately 300 students and the Chicago campus a population of approximately 250. A third campus opened in 1979 in the western suburb of Lombard with a modest initial enrollment.

The demographic similarity at the two main campuses ends with enrollment size. The age spread of the Evanston student body is typical of most undergraduate populations with approximately 83% of the students being between 17 and 23 years of age, 4% between 26 and 35, and none over 40. In Chicago, the statistics are quite different. Approximately 31% of the students are between 17 and 23 while 33% are between 26 and 35, and 15% are 40 and over. The racial composition is also quite different. Evanston is approximately 83% white, 11% black, 4% Hispanic, and 2% Asian and others. Chicago, on the other hand, is 10% white, 52% black, 25% Hispanic, and 3% Asian and others.

Despite such differences, applicants to the College, regardless of campus, must meet the basic admission standards, and are tested for math and English language proficiency on the same test instruments. All students going into the teacher education program are expected to meet the same requirements and demonstrate the same skills, and they must apply to the Academic Standards Council for admission to the Professional Sequence.

Roots of the NCE Program

The best exposition of the competency-based system at NCE was written by Troyer (1970) and titled, "Grades Have Gone: What Then?" It suggested that the system focused on the abolition of traditional A-B-C-D grades, but closer analysis reveals that there existed (and still exists) a striving to institute "criterion-referenced" programs of instruction and evaluation in which grades are not the essence. This is evident in the current policy of issuing grades (limited to A, B, and C) or "credit" at the student's option. What happens in this procedure is akin to what occurs in the Keller Plan or PSI (Personalized

System of Instruction) as proposed by Keller (1977). The presence of a normal distribution of grades disappears and the use of grade point averages for internal selection-rejection processes is avoided.

Historically, the college has adopted the notion of mastery learning current for the last 55 years and of which the work of Bloom (1968) is a latter-day manifestation. The Winnetka Elementary Schools to the north of Evanston, and acknowledged to be an exemplary school system, started specifying performance goals or competencies in 1925. Several of the college faculty had been part of the Winnetka schools staff at one time or another, and had become affected, indeed infected, with the idea that one can specify goals for mastery accomplishment and can assess whether or not a person has attained those goals. While this has been demonstrated as feasible at the elementary school level, the challenge to these educators was to apply it across the board at the undergraduate collegiate level; NCE seemed a natural place for this to happen. If college students observed and participated in the Winnetka elementary district, then the college should practice what it preached in the schools.

Another historical thread runs from the work of Montessori, one of whose original sets of beginning materials was obtained through personal contact in Italy by one of NCE's founders and is now housed in the college library. Although NCE does not teach by the Montessori method, the approach (which involves careful planning to help students accomplish goals in a continuous progress, mastery way) was a precursor of the college program. The specification of goals by Walbesser (1966) in a science curriculum and the existence of Popham's (1969) instructional objectives exchange at the University of California at Los Angeles are modern-day extensions of Montessori's work. Surrounded by these efforts of goal specification and assessment, and pointing to them as worthy of evaluation, NCE was again pushed to practice its preaching. Drawing upon these historical movements, the NCE has developed a program which strives to: develop student competence in assuming full teaching responsibility; enable students to teach effectively at several grade levels; assist student success in a variety of school organizations; involve students in the reality and diversity of contemporary schools; and encourage ethical performance and participation in the teaching profession.

The program elements of personal contact, sequential activity, and developmental progress begin upon entry into the College, and so does competency assessment. Each student is tested in math and English to ascertain ability. If remediation is necessary, students are assigned appropriate "laboratories" where they can concentrate on modules of instruction and test out when they show mastery of the material.

The freshman year curriculum concentrates on general studies, but even at this early stage students spend time working with children in classrooms in the college demonstration school or in local public schools. More specific teacher training activity begins in the sophomore year when teaching methodology receives ever-increasing attention within a sequential, developmental context. The professional studies sequence, beginning in the junior year, comprises approximately 30% of the degree requirements. This sequence provides basic knowledge about learners and the learning process, an historical and philosophical perspective on the development of schools, and an understanding of theories, rationales, methodologies, and materials underlying school curricula. This background helps students during their laboratory, clinical, and student teaching experiences.

Admission and Selection of Students

All NCE students follow a series of steps in gaining admission to the professional studies sequence. They are evaluated in each of the general education and psychology courses that are prerequisite for entry into the first professional term. The evaluations are recorded by the faculty teaching each course and are kept in the Office of Student Life where they are used for developmental counseling of the student during the freshman and sophomore years (or during the first year on campus in the case of a transfer student). At the end of this period, the Office of Student Life, in conference with the student, evaluates the student's readiness for professional study.

Those students wishing to enter the teacher education program apply to the education division for admission to the professional terms. The student's professional file is reviewed by the director of student teaching, the chairman of the education department, and the Office of Student Life. Recommendations are directed to the Council on Academic Standards, which reviews the entire professional file, considers the recommendations, and acts to accept, reject, defer, or provisionally admit the student.

A student's eligibility for admission to professional study is determined by the academic record, recommendations of faculty members, counselor advisement, and performance during the sophomore year. Criteria used to determine eligibility include mastery of written and spoken standard English, knowledge of academic content, ability to analyze and synthesize ideas, motivation for learning, energy, vitality and enthusiasm, ability to work at a normal pace, independence and self-direction, initiative and enjoyment in personal interaction, and habits of dependability and reliability.

The Professional Sequence--Methods Block

The first methods course that students take is methods of arts--movement, an integrated course in art, music, and drama methods reflecting an interdisciplinary approach. It is devised to meet needs in public schools where arts specialists are being eliminated for fiscal reasons, as well as in recognition that elementary teachers should be proficient in these areas. Students conclude the course by giving presentations that demonstrate planned, integrated teaching experiences. Health and physical education methods and multimedia methods are also courses in the methods block that are completed before the first professional term.

Professional Term One--More Methods

During the junior year, students are screened and assigned to professional terms. Professional term one consists of methods of teaching the following: reading and language arts, mathematics, science and social studies, and history of American education. The history course provides a sound rationale for practices introduced in the other courses.

At the time of its inception, professional term one was team-taught, but has now evolved into a team-developed unit. The four team members, each with expertise in a particular field as well as experience in public schools, plan together, and also cooperatively evaluate both student and teacher progress. Scheduling is flexible with students being available from 8:30 to 3:30 four days per week.

First term students work with individuals, small groups, or whole classes on activities such as diagnosing a child's needs, teaching a single concept, trying out a specific technique such as inquiry or simply performing the same tasks as the elementary students. Late in the quarter, lesson plans are developed, used, and evaluated.

Teachers in the campus demonstration school serve as special resources in the methods classes, and term one instructors work in the demonstration school in varying capacities. For instance, the reading methods instructor spent eight hours per week teaching small reading groups and often involved term one students in classroom activities; the science instructor and the demonstration school science teacher worked as a team to engage college students and an elementary class cooperatively in a project.

A recent innovation has been "special Tuesdays." Regular classes are scheduled on Monday, Thursday, and Friday, but Tuesdays are free for interdisciplinary experiences such as mainstreaming, bilingual education, and classroom management. Tuesdays may mean field experiences in public schools, outside speakers, videotapes, opportunities to try out materials and plans, or special activities in nearby public schools.

During the earlier professional sequence, students were exposed to a wide variety of teaching models, helped to identify a variety of teaching styles, and encouraged to consider these as they develop personal teaching models.

Methods Courses as Competency Continuum

The methods portion of NCE's practice teacher education program is founded on educational theory and practice and incorporates built-in continuity and cohesiveness.

The courses taken during the methods block and the professional term are designed to develop a wide variety of underlying competencies for teaching. These include trends in education, knowledge of professional literature, applications of learning, content knowledge, course objectives and curriculum development, programs of instruction, instructional planning, classroom organization and individualization, problem solving, materials and textbook selection, development of teaching materials, evaluation techniques, interpersonal relations and communication, personal commitment, personal goal setting, and openness to learning.

Measurement techniques for evaluating competencies vary according to the nature of the subject and the objective of a particular experience. These include class demonstrations, mini-lessons with demonstration school pupils, written assignments, tests and situation application, private conferences between professors and students, class contributions, observation, self-assessment, and group critiques.

Experience has shown that competence is not an absolute, but if a student has performed satisfactorily in planning instruction for at least six different subjects, he or she will enter student teaching with some proficiency in lesson planning. Overall teaching potential is reflected in what is called the professional promise sheet. This sheet is a record of demonstrated ability in the following areas: mastery of written and spoken standard English, knowledge of academic content, ability to analyze and synthesize ideas, motivation for learning, energy, vitality and enthusiasm, ability to work at a normal pace, independence and self-direction, initiative and enjoyment in personal interaction, and habits of dependability and reliability. The sheet reveals a composite of each student's state of

development at the conclusion of the first third of the professional training sequence. Faculty also evaluate students for individual courses. Competency records and professional promise sheets are passed on to the student-teaching department, and provide direction for the next stage in the teacher candidate's education.

Before proceeding to the clinical experiences of the professional sequence, students must exhibit a general knowledge of elementary education in the following areas:

1. Broad objectives in elementary education and their implications within subjects
2. Patterns of curriculum (scope and sequence) with emphasis on diversity in today's schools
3. The range and uses of materials for learning, including some criteria for choice
4. The trends and status of education, school organization, etc.

Professional Term Two--Clincial Experience

During the second part of the professional sequence, every student has at least three student teaching experiences in addition to the observation and participation activities offered during the first two years. In the junior year, after completion of the methods block, students are assigned to half-day student teaching for one quarter. During the senior year, a quarter of full-day student teaching is scheduled. Every effort is made to assure that these two experiences take place at different grade levels. This variety helps teacher candidates decide personal preferences through direct experience as well as to become more impressive to potential employers when looking for that first teaching position.

The third required student teaching experience takes place in September of the senior year. It is an opportunity to see firsthand what happens during the opening of a new school year. Every senior learns what is necessary to transform a group of individuals into a true class. For most teachers, that first day of school on the first teaching job is traumatic, and the September Field Experience is designed to replace trauma with confidence.

Throughout the student teaching experience, assessment is performed by at least three people: the college supervisor, the classroom teacher, and the school principal. The supervisor observes each student at least five times during student teaching (most often weekly), and conducts follow-up conferences after each observation. Three-way conferences are held at the beginning, middle, and end of the term to provide communication opportunities among the student, the classroom teacher, and the college supervisor. These conferences are also used to plan a personalized set of experiences appropriate for each student. Students frequently elect a third teaching experience to fortify themselves in another age level or in another style of teaching environment. The program thus provides the kind and extent of experiences and supervision that turn out confident, competent beginning teachers.

In all cases, assignments to schools for student teaching are made in a manner that will provide the most productive, supportive elimate for the student. Students may work with teachers in a variety of cooperative arrangements, including partnership, team teaching, or cluster situations. Making arrangements in urban settings like Chicago require additional

consideration as well as additional experience and skills. For example, a primary concern in Chicago is that placement of student teachers must conform with the desegregation guidelines established by the board of education. Student teaching must be done in a school where the majority of pupils represent a racial group different from the student teacher's.

Further, geographic and neighborhood differences make it necessary to cluster students whenever possible by assigning three or four to a single school. This results in both the opportunity for greater and more frequent observation by college supervisors as well as establishing close, positive working relations with school administration and cooperating teachers. In addition, supervisors conduct weekly group meetings for all student teachers.

Careful placement is further necessitated when academic and working conditions are found to be deficient. Many urban teachers, for example, exhibit personal frustration with their teaching situations and make disparaging comments to student teachers about teaching as a career. Classroom management skills, too, require additional attention in urban settings because of low pupil motivation for school and the possibility of discipline problems.

Conferences, evaluations, visitations, and participation are focused on developing students into teachers who are flexible and who can cope with the frustrations inherent in big city schools without losing sight of the need for academic achievement.

Competency assessment at NCE does not end with graduation. On a regular basis, the college conducts workshops for beginning teachers. These workshops provide a forum for new teachers to discuss problems and get help from colleagues and experienced teachers. Also, their concerns identify areas and issues that should be considered for inclusion in the regular four-year program. Logically, issues raised repeatedly by first-year teachers should be addressed earlier in their professional training.

There is yet another integral part of the competency program--the training of those school-based teachers involved with its application. The college provides regularly scheduled workshops, which offer graduate credit and are tuition-free, to cooperating teachers to ensure that they really know how to assess progress and provide support and direction to student teachers.

Post-Graduation Assessment

Each year, principals of schools in which first-year NCE graduates are employed are asked to evaluate their graduate performance. This process, considered by some to be only "after the fact," is important in assessing the competence of not only the graduates but also the academic/professional program which prepared them.

During the 1970s, teacher recruiters voiced no reservation or apprehension about this style of evaluation and marking. Many restated the underlying concepts using rationale they thought had traditional or potential values for their school systems:

1. Recognition of the similarity of continuing assessment to the "goal card" techniques pioneered in elementary schools
2. Improvement of teacher persistence (continued employment) levels as a likely benefit for pupils
3. Benefit to students of teachers who had, in college, accepted their own accountability for meeting all course requirements at a high

level, rather than relying on some acceptable work to balance incomplete assignments

4. Development of evaluations focused more on intrinsic values than on extrinsic motivations. The continued exchanges between college professors and former students appeared useful in building closer agreement on the tasks yet to be accomplished, and on their relevance to the chief purposes of the teacher training course.

Principals of first year teachers are asked to evaluate NCE graduates on 22 teacher competencies and six mainstreaming skills. Ratings on four of these illustrate that NCE's assurance of quality performance has been high;

	SUPERIOR	AVERAGE	INFERIOR
1. Exhibits knowledge of curriculum appropriate to grade level	82%	17%	1%
2. Organizes and plans work carefully according to specific objectives and strategies	91%	6%	3%
3. Provides learning activities suitable for the development, interests, abilities, and needs of children	84%	15%	1%
4. Uses adequate procedures for evaluating the achievement and growth of pupils	87%	12%	1%

Summary

From the time a student enters the National College of Education, opportunities, instruments, and proceses operate to highlight both abilities and limitations; assessment is made not only on the student's mastery of certain subject matter, but also on the professional promise for that student to become a good teacher.

No student automatically enters the professional sequence; application must be made to and approval obtained from the Academic Standards Council. If a student is rejected, the factors that led to such a decision and the steps that need to be taken to correct the deficiencies must be explained.

Continuous and close coordination exists throughout the carefully planned sequence of events beginning with general studies, continuing through methods, and ending in clinical experiences. Each individual develops gradually from student to student teacher to teacher. The total process is taxing and time-consuming, yet it places the instructional effort on the student and on the learning process, and encourages growth and achievement.

The competency assessment program at the National College of Education relies on the collective wisdom of the entire group of people associated with each student as well as on a recognition that each student is unique and entitled to develop in a manner appropriate to personal individualism. The expectations of quality performance are always articulated so that students understand their progress and are rarely surprised by decisions concerning their advancement through the program.

Competency assessment works at NCE because all participants have agreed to make it work. For any such assessment program to be effective, there must be participation and full support, both of which require time and nurturing. To attempt to impose such a system on an unwilling population will result in frustration, anxiety, and in the long run on the probable abandonment of the entire concept of competency assessment.

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ADMISSION AND RETENTION PROCEDURES IN TEACHER EDUCATION AT NORTHERN KENTUCKY UNIVERSITY

by Donald K. Cobb and K. Kenneth Carter

The era of accountability in the preparation of teachers brought about a complete rethinking of admission, retention, and exit procedures for teacher education at Northern Kentucky University. This paper describes the following procedures initiated in 1977 at Northern Kentucky:

1. Step-by-step procedures that students go through for entry to and retention in the teacher education program;
2. Assessment of basic skills through proficiency testing;
3. Counseling and remedial procedures for teacher education candidates;
4. Possible implications for enrollment decline; and
5. Commitment by the university necessary to carry out the admission and retention program.

Requirements for Admission

The teacher education admission and retention program is designed to ensure minimal skills in selected areas, provide a basis for students to make preliminary career decisions, assess the students' potential for teaching, and provide diagnostic data and remedial assistance for students not achieving minimum standards established by the university.

Students entering Northern Kentucky University as freshmen pursue general studies requirements and are counseled by a trained advisor in the university's advising center. During the second semester of the freshman year, students who have declared a major in teacher education are referred to the education department for program information and advice. Students must take two education courses--introduction to education and sophomore practicum--before additional professional education courses can be taken. After initial counseling by the coordinator of professional laboratory experiences, students are assigned to local schools for the sophomore practicum experience--135 hours of field experience.

Education Prerequisites

"Introduction to Education" is a foundations course in which students examine teaching and schooling as they function in America. This basic inquiry into contemporary educational theory and practice is designed to

assist students in making a competent career choice and includes educator interviews, philosophical self-analysis, and current issues and trends in education.

The instructor of this introductory course also supervises the student's first field experience, the sophomore practicum. The field experience includes: observation of teaching, participation in teaching activities, self-evaluation, professional evaluation of the student, proficiency testing, and counseling.

Assignments in the local schools are structured as follows: Elementary Majors: 135 total hours in school--45 hours in a primary grade, 45 hours in an intermediate grade, and 45 hours in a special area (e.g., special education). Secondary Majors: 135 total hours in school--90 hours in major area (with two teachers), and 45 hours in another discipline. In both the elementary and secondary programs, students are assigned to work with three teachers. This arrangement gives each student different experiences, and provides the university with student evaluations from three professional teachers. These evaluations are essential in assessing "professional characteristics" described in the admissions process.

To ensure that all concerned have a thorough understanding of the purposes and operation of the sophomore practicum, the university supervisor meets with cooperating teachers before the practicum starts to orient them to the expectations of the program. Each cooperating teacher receives a handbook that outlines the roles and responsibilities of the cooperating teacher, the student, and the university supervisor.

University supervisors make a minimum of five visits to the student's school to discuss student progress with cooperating teachers. Supervisors also are available to students for additional counseling as needed and they monitor the student's progress and request counseling sessions where a need is apparent.

On successful completion of these two required sophomore courses, students are awarded six semester hours of credit--two hours for introduction to education; four hours for the sophomore practicum.

Proficiency Testing

Students who are admitted to teacher education must demonstrate via standardized tests at least minimal skills in the areas of reading, writing, speech, and socio-emotional fitness. Although students are not required to demonstrate these skills until the junior year, the university has adopted a policy to administer the tests at the sophomore level thus giving students adequate time to do remedial work if necessary and to retake the test(s).

The testing program is administered the first week of the sophomore practicum semester. Students complete the following examinations: the Iowa Silent Reading Test, a writing proficiency examination, a speech proficiency examination, and a psychological test battery. The Iowa Silent Reading Test (ISRT) was selected for the reading proficiency examination. The ISRT is an objective test consisting of vocabulary and reading comprehension tests. From these two tests, scores are derived for vocabulary skills, reading comprehension, and reading power (obtained by adding the raw scores from both tests). This reading power score is also converted into percentiles and stanines.

The Teacher Education Committee at Northern Kentucky University has set the minimum acceptable reading power at the 40th percentile. Students who

perform below this level must do remedial work to correct their reading difficulties, after which a different form of the ISRT is administered. This test or a similar test (if multiple testings with ISRT have occurred) must be passed before the student meets the requirements for regular admission to teacher education.

For the writing proficiency examination, students must write a short essay on a current topic in education. Two hours are allowed to complete the essay and a dictionary and other reference materials may be used. Examinations are evaluated by at least two faculty of Northern Kentucky University's Literature and Language Department (three in case of disagreement). Essays are rated "satisfactory" or "unsatisfactory" on the basis of content and structure, grammar and mechanics, and style. Students who fail the examination are counseled to seek remedial work offered through the university's special services program, and are offered opportunities to retake the test.

The speech proficiency examination was developed in cooperation with the speech faculty, and is an outgrowth of the recognition that teachers need to be good models of oral communication. The oral communications competency test includes three components to reflect skills in speaking, listening, and lesson organization. All speech tests are administered and evaluated by the speech faculty. Students receive "satisfactory" or "unsatisfactory" ratings. When deficiencies are found, students are referred to one or more of the following: a speech laboratory, a speech clinic, a basic grammar course, a voice and articulation course, or a basic speech course.

Education students who have taken "Principles of Communication" at Northern Kentucky University are not required to take the speech proficiency test, provided a satisfactory rating has been made by the speech faculty and a report is presented to the education department.

A psychological test battery, administered by the university's testing and psychological services, consists of the 16 Personality Factor, Gordon Personal Profile, Gordon Personal Inventory, and the Strong-Campbell Interest Inventory. These tests measure or evaluate personality characteristics and academic and vocational interests.

The 16 Personality Factor is a well-known, well-researched objective personality test designed to measure a number of personality characteristics, and is the primary personality test. The Gordon Personal Profile and Gordon Personal Inventory are short personality tests that supplement 16 Personality Factor testing, and further substantiate problem areas. The Strong-Campbell Interest Inventory is a widely used vocational and academic interest test that involves deciding whether one likes, dislikes, or feels indifferent about choices in vocation, academic subjects, hobbies, and personality types. Students may be asked to retake similar tests if results are inconclusive. In cases where a student's profile deviates from the norm to a great degree, he or she may be dropped from the education program or asked to seek further career counseling.

To reiterate, counseling is basic in the proficiency testing program at Northern Kentucky University. Test results are returned to the education department's coordinator of admissions and testing, who counsels students who receive unsatisfactory ratings on any test. Students are referred to special services and the speech laboratory for remedial help. In the three semesters that the program has been in operation, 31 percent of the students have passed all four proficiency tests on the first testing. This means that 69 percent of the students have had to retake the tests, and that most were involved in remedial work prior to retesting. The education department places no limit on the number of times a student may be retested.

Additional counseling and advising take place during the practicum schedule when university practicum supervisors go over the test results with each student.

Admission to Teacher Education

Students apply to the Teacher Education Committee for provisional admission to the teacher education program following the successful completion ("C" or above) of introduction to education and the sophomore practicum. Other requirements include attaining 42 semester hours of credit and a 2.2 grade point average.

The committee can admit the student, reject the student, or admit the student with reservations. Students who do not meet all criteria are automatically rejected. Some students who meet the criteria may be admitted with reservations if there is some doubt about their potential for meeting the requirements for regular admission at the junior level. In addition, practicum evaluations may cast doubt on the ability to attain the required standards for regular admission.

In cases where students are admitted with reservations, or are rejected for provisional admission, the coordinator of admissions and testing counsels the student to identify his or her deficiencies.

Following the successful completion of introduction to education and sophomore practicum, students may pursue further professional education studies. Additional field experiences in the junior practicum result in further opportunities to assess professional characteristics and to determine students' potential for teaching. For elementary education majors, the junior practicum involves two additional semesters in conjunction with the methods courses. Secondary education majors complete one additional semester of practicum.

The next formal step in the teacher education admissions process is the application for regular admission. Application is usually made during the second semester of the junior year. Requirements include: completion of 80 semester hours; 21 semester hours in the student's academic major; a 2.5 overall GPA; a 2.6 major GPA; evidence of oral communications proficiency; reading proficiency; writing proficiency; satisfactory psychological assessment; a minimum of "C" in math courses required for elementary education majors; and evidence of acceptable professional characteristics.

The coordinator of admissions and testing for the education department also solicits information from all university departments offering programs in teacher education, and submits these materials to the Teacher Education Committee.

All 10 criteria must be met before regular admission is granted. The Committee may grant admission, reject the applicant, or grant admission with reservations. Students who are unsuccessful in their applications or who may receive admission with reservations again are counseled by the coordinator of admissions and testing and by their academic advisors. Those who receive admission with reservations are appraised for potential trouble areas that may surface in student teaching. The purposes of this appraisal are to further the counseling process and to assist the student in the successful completion of his or her program.

Student Teaching

After obtaining regular admission and completing additional requirements, students apply to the coordinator of professional laboratory experiences for admission to student teaching. Prerequisites for student teaching include: completion of 91 semester hours; completion of two semesters at Northern Kentucky University; 2.5 GPA in professional education; completion of 75% of major coursework; and maintenance of all requirements for regular admission. In meeting the last criterion, students are expected to maintain GPA requirements up to and including the completion of their program. They must maintain a 2.5 GPA overall, a 2.6 GPA in their major, and a 2.5 GPA in professional studies if Northern Kentucky University is to recommend them for teacher certification.

Summary

Selective admissions programs leave many questions unanswered and are but one attempt to improve the quality of the trained professional teacher.

Legal questions related to selective admissions policies have not been resolved, but attempts to meet legal objections have been made at Northern Kentucky University by providing a consistent and objective admission and retention plan; early extensive counseling for students engaged in teacher preparation; remedial services in as many areas as possible; and due process procedures for appeals of decisions made on a student's admission and retention in the program.

Will a selective admissions program reduce enrollment in teacher education? Since this program has been operating for less than two years, it is too early to analyze objective data about enrollments, but subjective analyses seem to indicate some decline.

The program described herein, or a similar program, requires a commitment of personnel resources for testing, advising, counseling, record keeping, field experiences, monitoring, and overall follow-through. Without adequate resources, effectiveness will be impaired to the point of rendering the total program useless.

Assessment of the final product, the professionally trained teacher, is impossible at this stage because the program is so new. If, as some studies indicate, employers in education are primarily concerned with achievement in professional courses and are further interested in grade point average in the major field and overall, then the Northern Kentucky University program will result in better prepared teachers. Initial statistics when compared to those for pre-1977 candidates indicate an increasing grade point average in all areas among students being granted regular admission.

The program described herein is not presented as <u>the</u> answer to the selection of quality candidates for teacher education, but as a workable model in the direction of accountability for the final product.

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A FUTURISTIC VIEW FOR ASSESSING COMPETENCE IN TEACHING

by Judith E. Lanier

Scientific futurism is a method of blending data and dreams, facts and fears, science and soothsaying. In this chapter, the futurist's technique of projecting into tomorrow to look back at today is used to provide a constructive sense of direction for teacher education regarding competency assessment. Readers should imagine that the following "manuscript" was written in 1989 for publication in the January 1990 issue of a prestigious teacher education journal. The "article" reviews the history of competency assessment in teacher education during the 1980s. Given that the following is a "futuristic history" of the present, educators in 1981 can use the model to adapt their methods of assessing competence in teaching, and thereby work toward the common goals of validity, reliability, and fairness in assessing both teacher candidates and teachers.

* * *

Competency Assessment: Lessons from the 1980s

Significant progress has occurred in response to public and professional concerns for improved educational quality, which again became a major issue in the early 1980s. The impetus for reform is evident in conference papers from that time. Simply, the public's confidence that educators could set and maintain high performance standards for their profession had plummeted during the late 1970s and early 1980s. Criticism of professional educators, both those teaching in public schools and those teaching preservice teachers, was as harsh in 1981 as it had been in the post-Sputnik period 20 years earlier.

The American public again was confronted with national and international problems that led them to doubt their nation's position of leadership and strength in the world community. Frustrated by spiraling inflation, exorbitant taxes, and increasing budget deficits, citizens began to demand more detailed justification for domestic spending. Attention turned to the classic scapegoat for America's failures--the public schools. At the time, the costs for schooling were higher than ever, a fact that led state

legislators and education agency personnel to press for accountability.

Public pressure for quality education was not the only stimulus for improved assessment of teaching competency. Teachers and teacher educators, who were more secure in their professional stature by 1980, found that they had sufficient confidence to look inward and be self-critical. These professionals acknowledged that they had not been as rigorous as they might have been in establishing requirements for assessing and regulating competency among teaching professionals. Along with legislators and agency staffs, they began to act.

For the first time, educators differentiated the special problems of competency at entrance into and exit from teacher education programs, at entry into classroom teaching, and during inservice training and continued professional development. More serious consideration of these matters was aided by an increasingly substantial, sophisticated knowledge base on teaching. The growth of conceptual and empirical knowledge in the field had been accelerating, so that by 1980 both public groups and the professional community were searching for improved approaches to use for assessing competence. As the decade of the 1970s was characterized by a search for better, more reliable competency assessment procedures for elementary and secondary students, so the decade of the '80s has been characterized by a similar search for competency assessment procedures for prospective and practicing teachers.

The results can be described in terms of procedure and substance, both of which are complementary aspects of a general assessment model. This article describes the procedural aspects of a reliable assessment model.

Procedures for Assessing Competence in Teaching

A basic procedural advance in assessing teacher competence was the shift from a single measure, one-time-only assessment to multiple assessments carried out by groups of professionals at various stages during pre- and inservice education. This more comprehensive model increased both the reliability and the validity of competency assessment. Motivated by a shared desire to monitor quality in the profession, teachers, teacher educators, and government officials determined times and methods of assessment, and divided the assessment responsibilities.

The procedures were divided into four sets that sought information for the following: decisions regarding admission to teacher education programs; decisions about students' successful continuation through and successful completion of a program; decisions about initial certification and permission to enter teaching practice in public schools; and decisions about continuing assessment and continuing professional education for practicing teachers.

These four sets of information were made compatible and complimentary through a device known as "the portfolio" (or "dossier," as it is called in some states). (Now so familiar to every teacher, it is hard to believe that the portfolio idea is less than 10 years old.) Rather than basing assessment only on a one-time measure of attainment of externally determined competencies, as was the practice in 1980, teachers in 1990 now compile and preserve a complete record of their professional accomplishments. The portfolio plays an important part in each set of assessment procedures and merges the sets into a complete picture.

Selective admissions to teacher preparation. In 1981, leading professional schools broke with the unspoken tradition of open admission to teacher preparation programs, and began to assess prospective teachers at the time of entry into the professional school. In addition to college grade point average as an admissions requirement, these schools sought more comprehensive appraisals of applicants, including information on secondary school experiences and appropriate tests of basic skills competence.

Educators were aware that elementary and secondary teachers, in one sense, were the first judges of the academic competence of individuals who later desired to become teachers. In most colleges and universities, admissions and placement decisions were made (and continue to be made) primarily on the basis of the performance records that young adults bring with them. When these records indicate deficiencies in critical basic skills or knowledge, educators in postsecondary institutions can make early judgments regarding remedial instruction. Additional information about a student's potential, gathered from college and university testing programs, provides another partial picture of the academic competence and intellectual needs of a prospective teacher. Taken together, these sources of information provide a relatively accurate profile of the competencies mastered before entrance into a preprofessional program in teaching.

What emerged during the 1980s for teacher educators was not a new awareness of the availability of such information, but an insight into the need to gather such data systematically and to take it seriously in making decisions about admissions.

Academic performance in the first years of college education still is used in assessing the competence of applicants to professional schools of teacher education, but assessment in 1990 is no longer based solely on that single indicator. It is only one part of a broader, comprehensive competence profile, the availability of which is especially crucial given the short time between a student's entry into college and entry into a professional teacher education program. (By contrast, pre-med students have four years of college academic work before a decision is required about their entrance into medical school.)

Recognition of this problem led public school teachers to describe more carefully the academic strengths and weaknesses of college-bound secondary school students. It led teacher educators to collect better information and to build data management systems on the basic competencies of prospective teachers. Increasingly aware of the importance of verbal competence to teaching, professional educators began to give particular attention to evidence of knowledge and skill in reading and writing abilities. The needs of a technological society also demanded their increased attention to quantitative knowledge and skill.

In addition to passing examinations of basic knowledge and skill, now every pre-education student is required to build a portfolio of documentation describing his or her educational achievements and accomplishments from school, community, and occupational endeavors. Grades, test scores, and samples of written work are a part of the portfolio. With information from the high school record, grade point averages and accomplishments from the first two years of college, standardized test results, and the student's personal portfolio as evidence of competence, teacher educators can make a judgment about admission. If a student needs additional academic work before admission, the burden of offering needed remedial instruction is left with college and university units outside the professional school.

By setting and enforcing more stringent entrance requirements than those

prevailing in the 1970s and '80s, teacher educators now place responsibility for the acquisition and demonstration of basic knowledge and skills where it belongs--on the adult students who wish to enter a professional school of teacher education, and on the academic units charged with helping them develop and demonstrate the requisite competence. By refusing admission to unqualified applicants, educators in professional schools for teachers have more time to devote to teaching professional pedagogical knowledge and competence. Though the time for professional preparation is still too short to develop competency in all areas of professional practice, it is clear in retrospect that teacher educators of the 1970s and early 1980s were doomed to fail in their attempts to provide both professional training and general basic knowledge for the less than competent students.

Qualifications to enter the profession. The 1980s also saw a shift in the assessment of prospective teachers during initial preparation. Before 1980, each professor made independent evaluations of performance during a single course, or perhaps a small set of courses. The overall assessment for each student remained at the level of checking, course by course, to see that he or she had attained the minimum grades required for continuation in the program and, ultimately, for successful completion. Some drawbacks of this old system were well-known: individual professors were hesitant to give grades that would prevent completion of the program on the presumption that their limited contact with a student might not represent a student's overall progress. However, when chance conversations would reveal that other faculty members were having similar experiences with the same student, it fed suspicions that many such students were being given the benefit of the doubt in every class.

In the 1980s the widespread adoption of periodic assessment of overall progress in the professional preparation program largely removed this problem. Although individual professors had previously set forth their own standards and evaluation procedures for assessing competence, they began to make their expectations a professional community concern and the gathering of data a matter to be shared with students. Instructors who taught foundations courses (psychology, sociology, history, philosophy, etc.) joined with the teachers of instructional methods and practice teaching to discuss and ascertain the professional competence each was trying to impart and assess. All instructors now share the responsibility to systematically gather and record for each student assessment information pertaining to their particular instructional goals and objectives, and also to the common goals and objectives of the program.

An example of the new procedures may help to illustrate the general process. Writing samples with critiques are required regularly, but though professors share the evaluations privately with each student, they do not share them with other professors teaching the same student. This action permits communication between teacher and learner, but it guards against interfaculty biasing of expectations for the student. Individual professors then send their evaluations to a central file that is maintained for each student. An independent group of public school and college teacher educators examines the assessment data collected on each student at least three times during the student's time in the professional preparation program. This professional review team is responsible for recommending one of the following judgments: The student should "move forward," "stay and do additional work so that evidence of improved competence can be demonstrated," or "leave the program."

Since this been new competency assessment procedure has been in effect throughout initial preparation programs, a number of advantages have been seen. First, a collective set of assessments combined with a collective set of judgments allows for greater reliability than could otherwise have been obtained from any single appraisal. Second, the independent reviewers profit from both objective and subjective judgments of each professor, but the team maintains objectivity in making its recommendations. Third, stricter and more reliably judged standards are possible for program continuation and completion. Previously, when professors independently assessed competencies demonstrated in single courses, they sensed the unreliability of their judgments (though they might not have used that term) and were lenient in order to avoid mistakenly halting the careers of competent teachers. Now, with the greater reliability of the new system, the chances of mistaking incompetence for competence are much lower, and the minimum competency level for students has been raised without increasing the number of qualified candidates who are discouraged from continuation. Fourth, students have no major surprises, because they have seen and helped to provide all records available to the review team. Further, they receive systematic direction at regular intervals throughout their professional work, not only from each professor, but also from members of the review team. Fifth, students are responsible for maintaining their portfolios of evidence of the knowledge and skills mastered. These records of competency are organized into the categories of general, subject matter, and professional education achievements. Of particular importance in the professional competence summary is an indication of what has not been acquired.

It was clearly acknowledged by 1980 that a four-year preparation program for teachers was insufficient for acquisition and demonstration of the requisite knowledge and skills needed by professional teachers. Even with the increased time available for professional studies since instituting selective admissions, it remains true in 1990 that few students are competent in all professional areas when they complete their initial professional program (though they must master minimal, necessary competencies to successfully complete the program). Hence, the indications in a teacher's portfolio of knowledge and skills not yet acquired provide a valuable guide to profitable directions for continuing professional education. What qualifies as "sufficient evidence of sufficient mastery at completion" is left entirely to the team of professional teacher educators and teachers responsible for decisions on graduation and certification.

Initial certification. While professional schools of education were strengthening competency assessment activities in the early 1980s, so also were the states. By 1982, most state superintendents and boards of education had recognized their responsibilities in competency assessment and the attendant problems.

In the late '70s and early '80s increasing numbers of states considered or adopted certification-by-examination processes. Though such tests could assess a prospective teacher's knowledge, the measures were insufficient because they were limited in their ability to predict competency in teaching performance. A number of testing firms tried to develop predictive measures of performance, but these remained too costly and too low in validity to be worthwhile. Because knowledge by itself was seen as an obviously necessary precondition for quality teaching and because assessment of knowledge was feasible, states began to monitor knowledge acquisition alone, accepting such evidence both as a proxy measure of competency in the teacher candidate and as

an indicator of the quality of the teacher education institution.

Many states now rely on two factors for predicting competence in initial teacher performance: first, the quality of instruction offered by teacher education institutions, and second, the competency assessment measures established by such institutions. These states argue that the process which national and regional accrediting bodies use in examining professional schools provides the state with trustworthy information about the capability and strength of an institution's programs and competency assessment practices.

By allowing only graduates from regularly accredited colleges to sit for certification exams, the states are assured that candidates can perform adequately, and the state certification exam results provide the assurance of knowledge competency. The state exams are a further check on the quality of teacher education programs--a high rate of student failure from any single institution would alert officials to possible flaws in instruction, curriculum, or assessment.

One change in accreditation of professional schools of education is worth mentioning because it illustrates the extent to which this mechanism for quality assurance has been integrated into the current comprehensive model of competency assessment. A decade ago accreditation standards required systematic evaluation of program graduates, but left the means for evaluation up to the institution. While still allowing each professional program for teacher preparation considerable latitude, the accreditation standards now stipulate that the evaluation must include examination of the portfolios of program graduates who have been teaching for several years. Up-to-date portfolios indicate not only which competencies the graduates attained in their initial professional preparation, but also which they attained through continuing education.

Assessment of continued teaching competency. Assessments of the competence of practicing teachers have been carried out significantly only since 1984. Pilot tests of an approach initiated in 1983 were so successful that it has become common, in whole or in part, in most school districts across the nation. The basic approach was developed by teachers and teacher educators during 1981 and '82. Though refinements and improvements have been made each year since the field tests, the basic system has remained intact. Few people would have predicted the rapid, voluntary spread of this competency assessment procedure among teachers with many years of teaching experience, but it has happened.

Older assessment methods relied on classroom observations by school administrators. Under the new procedures teachers themselves document their professional accomplishments in their portfolios, which allow for performance evaluation on the basis of evidence gathered by the practicing professional teacher. As in the preservice portfolio, the inclusion of certain types of evidence is required, but teachers are encouraged to submit a range of performance evidence that they judge important to an assessment of professional competence. The portfolios are reviewed by a panel of professional peers who assess each teacher's current competence.

The advantages of the "portfolio review" system became apparent when contrasted with the problems of the previous system of administrator observation. First, administrators often attended only to a few aspects of the teaching performance, and assessed these for an extremely short period of time. Thus, teachers frequently were judged by one person on the basis of objects or events that bore little relationship to their major instructional objectives. Second, administrators were not necessarily objective judges.

They may have favored a certain teaching style or brought opinions about a teacher's personal characteristics into the judgment of professional competence. Third, administators' observations focused on process, and usually ignored what the teacher was able to achieve with the students. Scriven summarized the futility of the old approach:

> Even if there were any known reliable connections between what could be observed, i.e., teaching style, and learning outcomes (which there is not); and even if the observation was done on an adequate sample (for which we cannot afford the time); in an unobtrusive way (which is illegal); by an unbiased observer (none of whom are available); we couldn't use it. That is because the connection would only be a statistical one, and one cannot base adverse personnel decisions on statistical generalizations in this case any more than one can use the known statistical connection between skin color and crime rate in making personnel decisions. One can only use facts about the individual that demonstrably bear on validated job requirements. (1980, p. 4)

The traditional, but inappropriate, administrator-directed system has been replaced by the professional teaching portfolios. These contain evidence on the amount and quality of student learning, descriptions of legitimate, relevant responses to problems encountered in the process of teaching, reports from experts and consumers who were close to the teacher's work, and a performance record of the teacher's competency achieved through formal and informal professional development activities.

The portfolios are the teachers' own; they constitute their own record of achievements and expertise, augmented by reactions from supervisors and observers. Though standards for various types of evidence are stipulated, ample space exists for creative additions and innovation.

By allowing the teachers to add material to the portfolio, the previous problem of almost nonexistent relationship to teacher objectives has been solved. Teachers are able to submit the permanent records of their work, rather than having their evaluation rest on one day's instruction. Further, teachers have the opportunity to display the special strengths of their instruction in addition to the core materials that are part of the portfolio.

Portfolios come under review and assessment every two or three years, depending on school district policy and resources. They are reviewed annually only for beginning or probationary teachers. The professionals selected for carrying out the competency assessment differ among local districts, but they are usually elementary or secondary teaching colleagues who know their subjects' work and are acknowledged for their professional expertise and judgment. In some cases, reviews are conducted by an institution of higher education department chair or a curriculum or instruction specialist with relevant qualifications.

By having a team of judges review the portfolio, the chances of bias because of personal preference for a teaching style are greatly reduced, and the use of judges from other buildings or from higher education removes the chance of bias introduced by friction in professional interactions. Though some of the judges may know the teacher undergoing review, the separation of the review process from day-to-day interactions reduces the bias due to personal preferences.

The portfolio system allows teaching achievements as well as teaching processes to enter competency assessment. The thorniest issue for many years

centered around the development of standards for evaluation that included evidence of student learning. This argument was settled when the kinds of evidence to be considered were left to the discretion of the teacher. The switch to achievements was accepted in fact only after practicing teachers were assured autonomy in deciding what kinds of evidence would be included in their portfolios. Students' work samples and achievement test data came to be included.

Some school districts elected to pilot a procedure suggested by Scriven in 1980. The approach naturally allowed teachers to participate voluntarily. Because the districts were using what were considered to be high quality tests of learning, the teachers agreed to put forth their students' learning gains as evidence of their own competence in teaching. They were guaranteed that the test results would become part of their portfolios only if they themselves decided to include the information. The point of the approach was to upgrade self-evaluation to the level of external evaluation on the basis of an objective criterion on which all had concurred. The teachers agreed that their standards of comparison would be based on the performance of comparable students within the same school or in other schools in the same or possibly a similar district. To avoid unique deviations, the comparisons would be observed over a three-year period. If patterns of positive differences in gains were noted, these could become a part of the teacher's record for evaluation. When negative differences were observed (i.e., when teachers found that their students were consistently below the norms), professional assistance for the teacher was available. Negative findings of this sort generally did not become part of the portfolio, as the individual teacher was free to exclude such data.

Such systems of evaluating effectiveness required a counterpart system of continuing teacher education. A sound program of supervision and counseling was developed to extend the teacher's learning opportunities into thoughtful, well-directed local or regional inservice activity or college study.

New Procedures Bring Autonomy, Respect

The procedural aspects of the assessment model that developed during the 1980s brought increased autonomy, respect, and responsibility to the adult professional who selects teaching as a career. In sum, many of today's teachers are at last in control of their own competency assessment. Perhaps more importantly, they are at last in control of their own professional development. From the time of their entrance into preservice programs, they assume a major responsibility for assessing their own competence and selecting educational opportunities to continue improving their professional capabilities.

* * *

Epilogue

As in any futuristic exercise, the preceding scenario is heuristic. My purpose in writing it is to call the attention of my colleagues to two questions that confront the teaching profession: What sort of a future do we want? What steps do we take to bring it about? The decisions are ours to make.

REFERENCE

Scriven, Michael. "Teacher Personnel Policies: Equity, Validity, and Productivity." Paper presented at a Midwest Policy Seminar of CEMREL, Inc., 15-17 October 1980, St. Louis, Mo.