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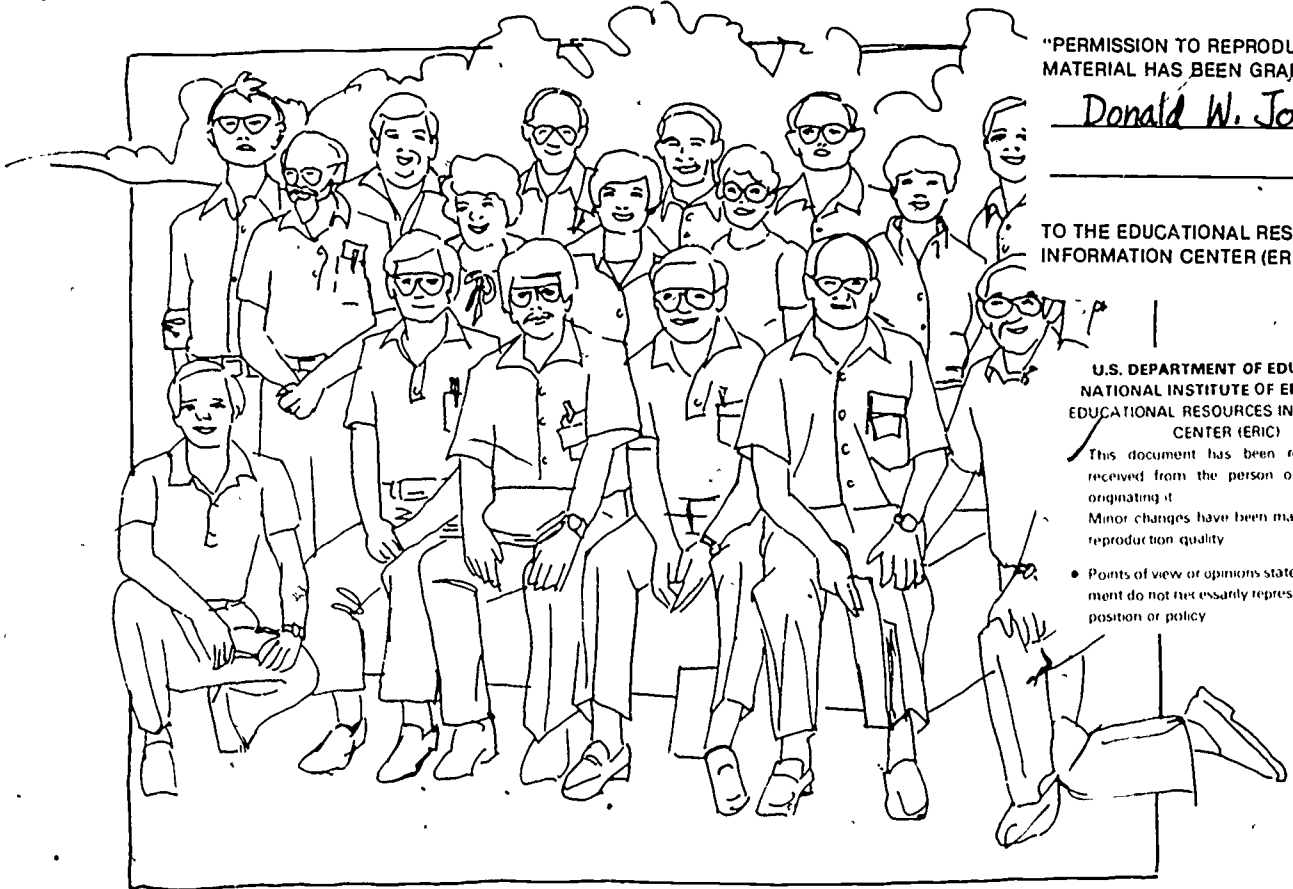
ABSTRACT

The Teacher Education Workshop, sponsored by the North Central Association of Colleges and Schools, provides a means for institutions of higher education to work cooperatively for the improvement of teacher education. The general theme for 1982-83, "Governance and Leadership in Teacher Education," was the focus of the workshop reported on in this monograph. Part One presents a description of the North Central Accrediting Association's Teacher Education Project, which provides assistance to participating institutions in strengthening their programs. Details of activities as well as specifics regarding the organization and functioning of the project are discussed. Part Two contains the position papers which were developed through the American Association of Colleges for Teacher Education Task Force. Each paper is presented in its entirety, and clarification remarks are included. Speakers addressed specific aspects of governance and leadership in the areas of: (1) beginning teachers; (2) extended teacher education programs; (3) teacher competency assessment; and (4) changes in national accreditation. The work of the 25 workshop participants in reacting to and studying the papers comprises Part Three. (JD)

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# Governance & Leadership



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## in Teacher Education

Ball State  
University, 1983

Editor:  
Donald W. Jones



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**NORTH CENTRAL ASSOCIATION WORKSHOPS  
BALL STATE UNIVERSITY  
1982**

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## FOREWORD

For thirty-five years the TEACHER EDUCATION WORKSHOP, which has been sponsored by the North Central Association of Colleges and Schools, has provided a means whereby interested institutions of higher education could work cooperatively. The focus of the joint efforts has always been upon teacher education and higher education. The theme for each workshop is identified by the Teacher Education Project Committee of the North Central Association. As has been true of each of the previous thirty-five workshops, opportunity was provided for each individual participant to represent his home institution as a contributor to the collective efforts of the total workshop. In keeping with past workshops, efforts were made to focus the interests and concerns of each individual toward the general theme of the workshop, GOVERNANCE AND LEADERSHIP IN TEACHER EDUCATION.

The general outline of the 1982-1983 project year began with the residential summer workshop described in this report. The theme was studied, and written summaries of all of the activities are contained in this document. The written report which follows, can, at best, provide only a partial summarization of the overall cognitive outcomes resulting from the workshop. Of equal importance and significance, moreover, was a broad array of affective encounters which every participant experienced. Ball State University was asked to host the 1982 workshop. The special opportunities available and the past experience of hosting the NCA Workshop at Ball State contributed much.

Interpersonal relationships among the workshopers and staff members in and of themselves made valuable contributions toward a greater understanding of the dynamics of teacher education. The housing arrangements and social activities for workshop participants presented additional opportunities for learning.

Total success of the workshop must be attributed to the efforts of each individual workshoper. However, it was through the skillful efforts of Dr. John Strouse, Co-Director of the Workshop, that unity and continuity were achieved. The services of Mrs. Jean Redburn as Workshop Secretary are noteworthy. For the final production of this report, I am personally indebted to Mrs. Redburn, Mrs. Mary Jo Terrell, and other support personnel from the Department of Secondary, Higher and Foundations of Education at Ball State University, who have contributed their special skills and energies in bringing this publication to fruition.

To the faculty, staff, and administration at Ball State University indebtedness for the complete support and willing assistance, which were provided throughout the entire workshop, are acknowledged.

*Donald W. Jones*

Donald W. Jones, Chairman  
North Central Association  
Teacher Education Project



Robert P. Bell, President, Ball State University

THIRTY-FIFTH ANNUAL REPORT OF THE  
NORTH CENTRAL ASSOCIATION TEACHER EDUCATION SUMMER WORKSHOP

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# **PART ONE**

**The NCA project and teacher education workshop**

## ***Chapter I***

**The teacher education project**

**\* \* \***

## ***Chapter II***

**The 35th teacher education workshop**





CHAPTER I  
THE TOTAL PROGRAM OF  
THE TEACHER EDUCATION PROJECT

Background

For thirty-five years (1947-1982) the North Central Accrediting Association sponsored the activities of its committee on Institutions for Teacher Education and the Teacher Education Project. Throughout the thirty-five history of the sponsorship, many different activities were implemented. For the past five years the structure and direction have been provided through the Teacher Education Project. This program also enjoys the sponsorship of the North Central Association. During the most recent years, 1979-1980, 1980-1981, and 1981-1982, the major activity of the project, the summer workshop, was also sponsored by the American Association of Colleges for Teacher Education.

The most outstanding and well-known contribution of the former Committee was the support and sponsorship of a Teacher Education Workshop. As a result of internal changes in the make-up of the North Central Association itself, it became necessary to alter the structure of the "project". The objectives and operation, however, have remained essentially unchanged. In order to gain the full impact and benefits of the workshop over a thirty-five year period to institutions of higher education accredited by the North Central Association, it would be necessary for one to study at considerable length each of the products of the total project, (1) the workshop, (2) the Presidents' and Deans' Annual Meeting, and (3) other similar activities sponsored throughout the long history of the Association. Some institutions have chosen to participate in the teacher education activities for the full thirty-five year period.

The initial chapter of this publication contains the following basic elements:

1. a review statement describing the past activities and
2. a description of the Teacher Education Project as it presently operates.

### Rationale

The activities of the Teacher Education Project have served a significant purpose for the Commission on Research and Service and the Council on Research and Service of the North Central Accrediting Association. In the past, Committee activities included research elements, but the major direction of the Teacher Education Project has been to provide desired services to institutions throughout the North Central Region who have chosen to avail themselves of opportunities for self improvement. Repeatedly, reinforcement and encouragement have been provided by faculty and administration representatives from the institutions served by the project. Each year an activity is identified which focuses upon an area of common concern. A nucleus of institutions (all accredited by the North Central Association) have felt a direct need for participation in this activity throughout its entire thirty-five year history.

### Purposes and Objectives

The overall goal of the Teacher Education Project is to strengthen the educational programs of North Central Association accredited institutions of higher education through the continuation of the activities of the project. The Teacher Education Project Committee achieves this goal by supporting the following objectives.

#### Objectives of the NCA Teacher Education Project:

1. to provide initiative and leadership through the Teacher Education Project which will permit interested institutions to work jointly and cooperatively in studying programs in teacher education as well as general problems of higher education;
2. to invite broad institutional participation from throughout the NCA Region;
3. to provide direction to the Teacher Education Project and to maintain a constant evaluation of the project;
4. to establish and maintain appropriate working relationships with regard to project activities such as:
  - a. summer "Teacher Education Workshop";
  - b. annual "Coordinator Visits" to participating institutions;
  - c. publication and distribution of the results of project activities;

- d. development of program activities for the annual NCA Meeting.

#### Procedures Identified

1. The project committee is maintained by filling vacancies from participating institutions. The Teacher Education Project Committee is comprised of from five to nine members.
2. The Teacher Education Project Committee selects a chairperson and determines the total activities which will be included in the Teacher Education Project. The chairperson of the Teacher Education Project Committee serves as the Director of the Project.
3. The Teacher Education Project Committee serves as the Board of Directors.
4. Each year the Teacher Education Project Committee evaluates the project activities and makes appropriate recommendations.

#### Personnel

There have been no full-time personnel associated with the project at any time in the entire thirty-five year history. All activities of the Teacher Education Project Committee and the project have been voluntary. Many of the expenses of the summer workshop, including the personnel associated with this activity, were largely assumed by the Participating Host Institution. Project Coordinators are chosen from the list of past workshopers; they are not paid for their services except for expenses and a modest honorarium.

#### Target Group

The primary targets of the goals of the Teacher Education Project have been institutions of higher education. The direct services to the institutions which elect to participate are obvious. In addition to the direct target services, publications supported by the Committee are available to all NCA institutions.

The workshop goals serve both faculty and administrators from participating institutions. Of course, the entire teaching profession is also served by the annual focus upon a critical problem relating to teacher education. Through the continued use of coordinator visits (as well as the alternatives presented in the Project Description), all participating institutions gain additional benefits. (See "A Guide to the Coordinator's Visit")

## Product or Activities

A full explanation of the "Cooperative Teacher Education Project" follows in this chapter. While minor changes are constantly initiated by the Committee, the essential thrust will continue throughout the 1982-1983 project year. Notice of the specific "themes" will be communicated to NCA institutions.

## General Purpose of the Project

The general purpose of the Teacher Education Project is the improvement of teacher education. Such improvement is heavily dependent upon the study of educational problems in each individual institution. The in-service growth of faculty members which is designed to qualify them for leadership assignments is another goal. It is through success in solving current problems and through the sharing of these successes that the improvement of educational programs in the participating colleges will be brought about.

Probably the greatest benefit of the project is the fact of cooperation. Similar joint efforts have demonstrated that when colleges set out to help each other, they greatly help themselves. Cooperation leads to creative effort.

## Sponsorship and Direction

Members of the Teacher Education Project Committee are selected from participating institutions. Present members of the Committee are:

James Chapman, President West Liberty State College West Liberty, West Virginia	1977-78 through 1982-83
Donald Deselms, Vice President Chadron State College Chadron, Nebraska	1982-83 through 1987-88
F. Clark Elkins Vice President for University Relations and Development Northern Arizona University Flagstaff, Arizona	1981-82 through 1986-87
Wayne Huddleston, Vice Pres- ident for Academic Affairs The School of the Ozarks Point Lookout, Missouri	1981-82 through 1986-87

Mossie Richmond  
 Vice President University  
 Relations  
 Arkansas State University  
 Jonesboro, Arkansas

1981-82 through 1986-87

Donald W. Jones, Chairman  
 Department of Secondary, Higher  
 and Foundations of Education  
 and Director, Secondary  
 Teacher Education  
 Ball State University  
 Muncie, Indiana

1969-70 through 1983-84

The North Central Association Teacher Education Project Committee is responsible for finances of the project, for determining major policy, and for general supervision and direction of the project. It is assisted by a number of staff members known as Project Coordinators, who normally serve for a three-year term. Individuals presently serving in this capacity are:

Donald Jones  
 Chairman Department and  
 Director Secondary Education  
 Ball State University  
 Muncie, Indiana

Darlene Miller  
 Chairman, Department of Education  
 Anderson College  
 Anderson, Indiana

Robert Moon  
 Administrative Assistant to President  
 Andrews University  
 Berrien Springs, Michigan

Edwin Moore  
 Director, Student Teaching  
 University of Wisconsin--Platteville  
 Platteville, Wisconsin

John Strouse  
 Professor Secondary Education  
 Ball State University  
 Muncie, Indiana

Project Coordinators serve the workshop, make annual visits to colleges, and stimulate and facilitate inter-institutional collaboration. Both committee members and coordinators devote part time only to the work. There are no regularly paid personnel connected with the entire project.

## Project Activities

### Summer Workshop

The summer workshop is regarded as a valuable means of helping prepare staff members for leadership in directing institutional development and improvement, in initiating such programs, and, in general, in facilitating cooperative thinking and sharing with reference to the improvement of teacher education. *Consequently, participating colleges are expected to send a representative to the workshop each summer.*

Each workshop is devoted to intensive consideration of the problems which concern the individual colleges. Workshops also provide a period for training the leadership personnel needed for continued study of problems by individual colleges during the year. Each year a report containing proceedings of the summer workshop is distributed to the participating colleges and is available for purchase at cost.

The workshop report provides considerable insight into the processes and outcomes of the workshop, but at the same time, what is perhaps the most significant outcome of the activity is not recorded at all within the pages of this record. This outcome consists of the change that is effected within the workshopers themselves as a result of the three weeks of intensive struggle with the particular problems of their own institutions. They consult with experts and examine the professional literature on these problems and they exchange information and experiences with the representatives from other institutions at the workshop concerning common problems. Realizing the fundamental importance of systematic study of institutional problems and broadening or putting to the test their appreciation of colleagues in disciplines other than their own are also emphasized. Many facets of institutional operation and the tasks and challenges of higher education as a whole rather than simply one's own institution become apparent. Indeed, one fundamental purpose in operating the workshop is to produce exactly these personal gains.

Over a period of several years some colleges have accumulated a group of faculty and administrators, who, having had the workshop experience, constitute a powerful nucleus for providing leadership and direction not only in institutional research, but also in other phases of operation. Such a nucleus in the faculty can mean the difference between a dynamic academic atmosphere and a dead one, between active efforts to face real needs for change and a satisfaction with the status quo, between a closely knit staff that operates harmoniously and one that has noticeably divided itself between faculty devotion beyond the call of duty and the performance only of necessary tasks. For these reasons some colleges have sent two representatives to the workshop.

## Coordinator Services

The project maintains a staff of Project Coordinators, who often assist the workshop staff. Thus, they may help to provide leadership for the workshop and become acquainted with the representatives and the problems which they are studying. One of the coordinators may serve as Co-Director of the Workshop for the three-week period.

A Project Coordinator also visits each college for at least one day each year. The chief function of these visits is first to stimulate institutional development, and second, to facilitate the testing of the soundness of plans by the experiences of other colleges. Also, in order to provide for the sharing of experiences among the participating colleges, each coordinator attempts, during this visit to the campus, not only to impart pertinent information which he/she already has about problems and practices in other colleges, but also to acquire additional knowledge which he/she may share with other institutions in subsequent visits. The visit by the coordinator or the use of one of the following alternatives is also a condition of participation in the project.

## Alternatives to Coordinator Visits

Instead of having a visit every year by one of the regular coordinators, each college participating in the Teacher Education Project may elect one of the following four alternatives. These alternatives are open for use during any academic year upon application before October 30th by any institution which actively participated in the Committee's Project during the year immediately preceding. The deadline date is necessary in order that the use of the alternatives may be taken into account in planning for coordinator visits. Visits are normally planned to include two or three colleges in one trip so as to conserve the coordinator's time and the project funds.

1. The first alternative is that of the *Regional Work Conference*. Such an event may be planned by the participating colleges in one or two states, with or without attendance at the conference by institutions not in the project. (At least two participating colleges must cooperatively select this plan.) In general, the purpose of the conference would be to have a relatively small number of colleges work intensively over a period of perhaps two days on some rather clearly defined educational problem. Each institution eligible to use this alternative will be reimbursed for actual expenses in connection with the conference up to the amount of \$100.00 (representing the coordinator's honorarium and a portion of the coordinator's travel expenses for any one college). A portion of this sum could also be used for printing, etc. Under this alternative the Committee will send one of its regular coordinators to the work conference, and will defray the honorarium and travel



expenses involved. The primary reason for sending the coordinator to the conference is to have him/her meet with these campus leaders from participating institutions as a group and individually. The coordinator may also assume a nominal assignment in connection with the conference, but, if he/she is given a major role, proper compensation should be given by the colleges conducting the conference. In no event, however, should this responsibility interfere with the coordinator's primary purpose of giving adequate time to the chairmen of the work conference. Finally, the colleges undertaking the work conference will be expected to prepare a report summarizing the results of the conference for distribution to all institutions participating in the Teacher Education Project. The Project Committee will bear the cost of copying and distributing the report.

2. A second alternative to the coordinator's visit is the *Inter-Visitation Plan*. A small number of colleges in the same region may join in an arrangement whereby each takes a turn serving as host to a delegation of visitors from each of the others. Careful plans must be made by the host college so that the visit will have maximum value for the staff members from other institutions, who may spend part of their time in making observations, but who also will engage in intimate discussions with one another and with their hosts.

Each of the participating colleges taking part in such an inter-visitation plan will be reimbursed for expenses actually incurred, up to the amount of \$100.00. The Committee will also bear the cost of copying and distributing to the colleges participating in its project any report prepared on the results of the inter-visitations.

3. A third alternative to the coordinator's visit is the *Cooperative Research Study*. Two or more participating institutions may join in research on a common problem with, again, reimbursement made for expenses actually incurred up to the amount of \$100.00 to each college involved. These colleges will be expected to prepare a report of their undertaking. When they have concluded the report the Project Committee will defray the cost of reproducing it and distributing it to all colleges participating in the Teacher Education Project.

4. The fourth and last alternative to the visit by a regular coordinator consists of a *Visit by a Specialist-Coordinator*, and involves only a single institution. A college participating in the Committee's Project may be working intensively on some problem on which it desires consultation with an expert. It may then request the Project Committee for permission to have a visit by a qualified person. Upon arrival of the proposal, arrangements may be made for a visit during the year by such a specialist-coordinator with reimbursement for the honorarium and travel being made by the Project Committee for expenses actually incurred up to the amount of \$100.00.

In this last alternative, the specialist-coordinator will be expected to submit a brief report to the Project Committee in order that they may be kept informed on what is being done in connection with the project in the college or colleges with which he/she has been working.

### Institutional Obligations

Each institution is obligated to send one representative to the summer workshop, but if it desires to do so, it may send two. Participation in the entire project will begin with representation in the workshop. A workshopper may be either a teacher or an administrative officer, and he/she may be connected with any of the instructional departments. Also important are potential qualities of leadership, communication, and vital interest in teacher education and its relation to the total college program. It is important that the institutional representative to the workshop be chosen early so that he/she can make proper preparation for attending the workshop and so that the college can plan for the absence from the campus while in attendance.

Some participating colleges have established a Local North Central Association Project Committee which plans and carries out studies of institutional problems, arranges for the coordinator's visit, provides for the distribution of materials, acts as a general discussion-forum group to keep the faculty intelligent and sympathetic about its undertaking, and keeps the project as a whole informed of the college's activities and progress through the coordinator.

Participation in the program requires a contribution of \$800.00 per year from each member college.\* This participation fee is used to finance expenses of the workshop, and does include registration expenses for one institutional representative to the *Teacher Education Workshop*. This amount does not cover the living expenses or transportation for those attending the summer workshop. It is expected that each college will establish local policies regarding such expenses. Staff costs for the workshops are assumed by the Cooperating Host University. The fee of \$800.00 is payable on or before July 15, preceding the academic year to which it applies.

### Publications

The publication of a report on significant developments of the workshop program is one basic goal of the project. Special emphasis is given to each of the various workshop activities together with specific illustrations of workshopper projects. These reports of the summer workshops are regular publications of the Teacher Education Project and are distributed to member institutions. Titles of the most recent publications are:

\* Effective for 1982-1983 Project Year.

- 1970-71 Human Relations in Teacher Education
- 1971-72 Innovations in Human Relations in Teacher Education
- 1972-73 Performance-Based Teacher Education
- 1973-74 PBTE: Selective Retention
- 1974-75 Leadership in Teacher Education: The Dependent Variable for Change
- 1975-76 Continued Professional Development of Practicing Teachers: What Roles for Institutions of Higher Education?
- 1976-77 Evaluation in Teacher Education
- 1977-78 Accountability in Teacher Education
- 1978-79 Undergraduate Education: The Preparation of Teachers
- 1979-80 The Full Range of Professional Laboratory Experiences for Educational Personnel: Imperatives for the Future  
Teacher Education Centers to Provide New Roles for Higher Education
- 1980-81 Multi-Cultural/Multi-Ethnic Education (Ball State)
- 1981-82 Multi-Cultural/Multi-Ethnic Education (Northern Arizona University)
- 1982-83 Leadership and Governance in Teacher Education

### A Guide to the Coordinator's Visit

#### Introduction

Each institution participating in the NCA Teacher Education Project may be visited once each project year by a member of the coordinator staff. The visit continues for a day or two and is planned jointly by the coordinator and the host institution. Whether the visit turns out to be a red-letter day or just another event in the affairs of the college depends primarily upon the care and skill with which plans are made and carried out.

#### Functions of the Coordinator

1. *The Coordinator is NOT a "Jack-Of-All-Trades"*: Throughout the process of making plans it is important to keep in mind the primary functions of the coordinator and of his/her visit. The coordinator comes from a busy life as a full-time college

worker; activities as a coordinator are taken on in addition to regular duties. Therefore, the coordinator does not come to the local campus as an omniscient expert who is ready to provide the answers to any and all educational problems that may arise, and could not possibly be a specialist in all fields. The Committee Project would soon come to grief if the participating colleges were to use the coordinator to solve their own problems for them. The project not only does not pretend to offer such expert services; it recognizes the inevitable failure that would result from proceeding on such a basis.

2. *Sharing and Cooperation as the Basis for the Coordinator's Work.* The function of the coordinator is rather that of stimulating and assisting the host institution to plan and to execute teacher education studies and program development, especially by sharing with them the experiences of other institutions and by providing for interchange through direct contacts between two or more participating colleges. The fundamental basis of the entire project is that of sharing and cooperation; experience has shown that college faculties can be stimulated to increased interest and to more fruitful progress in the study of a great variety of problems by this means. The coordinator's visit is one of the important links in the chain used to foster the inspiration and assistance that can come from such interchange and cooperative endeavor.

3. *Summary of the Coordinator's Function.* The coordinator then comes as a collaborator and as an aid. Special strengths of each coordinator generally lie in a knowledge of the activities in other colleges participating in the project, and in the ability to use techniques of group leadership in encouraging and assisting the host institution. Since the coordinators are outsiders with a background of visits to numerous colleges, they may be able to see the local situation, its needs and activities, in a fairly broad perspective and thus be able to point up some of its significant elements and interrelationships. The coordinator's visit, therefore, should be planned with a view to reaping the maximum values through the functions which he/she is expected to perform.

*The coordinator is NOT an evaluator for accreditation!*

### Dates for the Coordinator's Visit

1. *Time of Year for the Visit.* The particular dates for the visit by the coordinator to the college campus should be worked out jointly between the coordinator and the individual designated by the president of the host institution. Many colleges have found that the coordinator can be most helpful early in the academic year by assisting in planning a program and getting it underway. This is very likely to be a sound choice, although some colleges prefer to have the visit come relatively late in the year so that they will have achieved certain progress or results which can be demonstrated to the

coordinator and presented for his/her examination.

2. *Two or Three Colleges Usually Included in One Trip.* Whenever possible the coordinator attempts to arrange to visit two or three colleges on the same trip. This is done not only to conserve time and energy and to reduce the extent of absence from his/her full-time position, but also to assure the most economical use of the Committee's funds. The annual fee paid by the participating colleges would be all together inadequate if such combination visits were not employed as often as possible.

3. *Cooperation in Arranging and Abiding by the Dates for a Combination Trip.* It becomes important then that the several colleges which the coordinator desires to visit on a single trip cooperate by agreeing to a combination of dates which will make this possible. One way for the coordinator to facilitate this, after learning of the general time of year that visits are desired, is to present to the colleges several alternative dates on which such a combined trip can be made. It is especially important after the college has agreed on a date for the visit that it abide by this agreement and not request a change. It would be unfair to ask the other colleges to change also, and the inevitable result is the expenditure of the time, energy, and funds necessary for the coordinator to make two trips where one would have sufficed.

### Preparing for the Visitation

1. *Organizing for the Visit.* Initial contacts are made with the president of the institution regarding coordinator visitation schedules. The coordinator ordinarily will, at the same time, contact the person who represented the college at the previous Teacher Education Workshop regarding the visit. The coordinator may visit with the workshopper about the forthcoming visit; therefore, some plans will already have been proposed by the two in consultation with each other.

If there is a local Teacher Education Workshop Committee (in some instances consisting of former workshopppers) it may take the responsibility for planning the visit. If such a group does not exist, the person making arrangements will need to seek counsel where he/she can find it and will always make sure that appropriate administrative officials are consulted and that final plans are supported by them.

2. *Providing Advanced Information to the Coordinator.* The coordinator would appreciate receiving copies of published materials that describe the purpose, structure, and program of each college to be visited. This should include the brochures, a faculty handbook, if one is available, etc. Recent special reports of study group and research projects would also be of interest.

If the college is engaged in any special activities growing out of the cooperative project, reports of these would be of particular interest to the coordinator. The coordinator should have a copy of the planned schedule of activities well before his/her arrival.

### Preparing the Faculty for the Visits

The person responsible for making arrangements for the visit should make certain that appropriate faculty know about and understand the role of the coordinator. The detailed program prepared for this event should be publicized in advance. In this connection, special emphasis should be given to the function of the coordinator and what is or is not expected of him/her. This will not only avoid disillusionment on the part of faculty members who otherwise might erroneously expect the coordinator to "dish out all the answers" and pass judgement on local matters, but it will also pave the way for the host institution to profit in maximum measure from the visit.

### Planning the Program for the Coordinator's Visit

1. *Planning in Terms of Local Needs.* If the college is to receive maximum benefit from the coordinator's visit, careful plans should be made for it. In general, these plans should rest not on what the coordinator wants, but on what the college would like to have the coordinator do in view of the function which he/she may be expected to serve. Suggestions from the coordinator, however, should be sought. Detailed information of the program and the schedule of meetings which are finally developed should be completed well in advance of the visit.

2. *Length of the Visit.* The common practice is for the coordinator's visit to continue for a day or a day-and-a-half, although in special cases it may occupy two full days. The hours of arrival and departure of the coordinator should be ascertained in advance and plans should be made for utilizing all of the time while on the host campus to greatest advantage. This could include the evening of arrival if sufficient time is available.

3. *The Coordinator's Relationship to the Faculty, the Student Body, and the Study Committees.* The main purposes of the coordinator during the visit are to stimulate and to aid faculty and administrative committees which are engaged in institutional studies and program development. Except, however, for informing students or staff more fully of the purposes and values of the cooperative project, or discussing a problem which is of general and active concern for them, formal speeches are at best extra-curricular activities. The core of the plans made for the coordinator's visit should consist of meetings with committees that are studying institutional problems in general and teacher education problems specifically.

4. *Preparing for Committee Meetings with the Coordinator.* Careful plans should be made for each committee meeting. The coordinator should be quickly oriented and brought up to date on the most recent developments. A progress report prepared in advance, summarizing the work of the committee to date, defining problems and issues, outlining basic evidence, and listing questions still to be considered will be very helpful, along with an agenda for the meeting. Each committee member and the coordinator should be provided with a copy of such materials. The group should proceed as expeditiously as possible to a consideration of the topics and problems which have been prepared in advance for that purpose and listed in the agenda. The coordinator will be a member of the group, participating in the discussion and answering questions presented, but in general, should not be expected to make a formal speech.

5. *Additional Appropriate Activities:*

- a. Coordinator meetings with student groups;
- b. Coordinator meetings with administrative officers; These should provide an opportunity for mutual exchange of information and suggestions, and especially to give the administrators an opportunity to tell the coordinator exactly what they think of the project and how it can be improved. These meetings should, therefore, be held in private.
- c. Coordinator meetings with individual faculty members;
- d. Helping the coordinator to help other colleges; That feature of the college which may have special significance or interest to other institutions should be explained and, when possible, demonstrated. The coordinator should be given opportunities to observe them so that full information can be shared on visits to other colleges. Similarly, if there are any materials of special value that the college has recently produced, the coordinator should be provided with copies of them so that the information may be shared with other institutions.

6. *Planning the Visit to Assure the Greatest Values.* The foregoing discussion was designed to suggest some of the ingredients which might go into a good program for the coordinator's visit. No college is expected to include all of these suggestions for any one such event; in fact, the attempt to do so would probably require several days rather than only one or two. The particular activities included in the program for the visit should be chosen in the light of the needs of the local situation and the strengths of the coordinator. These suggestions are intended as an aid in making the coordinator's services most

fruitful to the college, not to dictate the program or to make the job easier. The coordinator would rather be worked hard during his stay and be of maximum help, than to have too little to do and not be of the greatest service.

### Care, Feeding, and Housing of Coordinators

1. *Entertainment is Not Expected.* The chief reason for this final section is to make clear the fact that the college is not expected to entertain the coordinator during the visit. Each coordinator is reimbursed from the Committee's funds for all expenses.

2. *Use of Luncheon and Dinner Hours.* It may be remembered when making plans for meal times that the coordinator is on the campus primarily for educational purposes. Thus, the luncheon and dinner hours could appropriately be used for meetings in a convenient place with formal and/or informal groups or committees (if desired by the host institution).

3. *Lodging for the Coordinator.* Since the campus visits are strenuous experiences for coordinators and since they desire to do their best while on the campus, most coordinators prefer to stay at a local motel if one is available, or in a college guest room, rather than being invited to a private home.

### PARTICIPATING INSTITUTIONS 1982-1983

	<u>Workshopper</u>	<u>President/Chancellor</u>
ANDERSON COLLEGE Anderson, Indiana	Darlene Miller	Robert Reardon
ARKANSAS STATE UNIVERSITY Jonesboro, Arkansas	William Chance	Ray Thornton
BALL STATE UNIVERSITY Muncie, Indiana	Bill Paschal Donna McNierney Jim Rosenberger	Robert Bell
CENTRAL STATE UNIVERSITY Edmond, Oklahoma	Edgar Petty	William Lillard
COLLEGE OF THE OZARKS Clarksville, Arkansas	Robert Basham	Fritz Ehren
CONCORDIA TEACHERS COLLEGE Seward, Nebraska	Glenn Einspahr	Michael Stelmachowicz
FORT HAYS STATE UNIVERSITY Hays, Kansas	Don Fuertges	G. W. Tomanek



MORNINGSIDE COLLEGE Sioux City, Iowa	Sharon Ocker	Miles Tommeraasen
NORTHERN ARIZONA UNV. Flagstaff, Arizona	No Workshopper	Eugene Hughes
OAKLAND UNIVERSITY Rochester, Michigan	Jean Easterly	Joseph Champagne
SCHOOL OF THE OZARKS Point Lookout, Missouri	Ruth Anderson	Howard Keeter, Acting
TAYLOR UNIVERSITY Upland, Indiana	Daniel Jeran	Gregg Lehman
WEST LIBERTY STATE COLLEGE West Liberty, W. Virginia	Billie Jo Rieck Beth Snee	James Chapman
WISCONSIN UNV.-PLATTEVILLE Platteville, Wisconsin	No Workshopper	Warren Carrier

#### AACTE INDIVIDUAL REPRESENTATIVES

Raymond Anderson  
University of Maryland  
College Park, Maryland

Sam Guerriero  
Alderson-Broadus College  
Philippi, West Virginia

Ted Bitner  
Chadron State College  
Chadron, Nebraska

Paul Lloyd  
Rio Grande College  
Rio Grande, Ohio

Fred Bunt  
Pace University  
New York City, New York

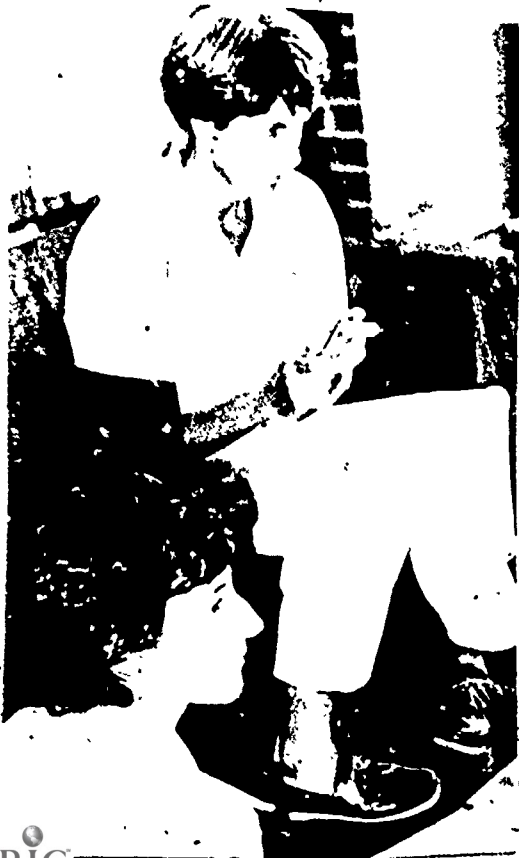
Richard Moore  
Miami University  
Oxford, Ohio

Barbara Burch  
Memphis State University  
Memphis, Tennessee

#### A Guide to the Coordinator's Visit

Printed: August 1, 1951  
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Revised: September 17, 1973  
Revised: October 20, 1974

Revised: November 10, 1978  
Revised: November 20, 1979  
Revised: October 30, 1980  
Revised: October 15, 1981





## CHAPTER II

### THE 35TH ANNUAL WORKSHOP

Summer, 1982

#### Purposes of the Workshop

The summer workshop is one of the basic activities of the cooperative project and is designed to serve the institutions and their individual representatives. Purposes are as follows:

1. to provide member institutions specialized information on timely topics developed and disseminated by workshop participants;
2. to enhance the professional knowledge and acquaintances of participants.

#### Sponsorship

The 1982 workshop was made possible with the help of Ball State University and the North Central Association Teacher Education Project member institutions. Each member institution contributed to this project through a general fee of which a part was given to the summer workshop. In addition, the institution or the workshop participant covered living and other incidental expenses. Although the workshop could not exist without member and participant support, the host institution bore a sizeable portion of the costs. Ball State University provided a portion of the costs and through the Department of Secondary, Higher and Foundations of Education provided facilities, equipment and personnel. Various departments contributed speakers; the library contributed personnel services and complete use of facilities; and many other individuals and organizations helped.

#### Workshop Personnel, 1982

##### Participants

Raymond Anderson, Assistant Dean, College of Education, University of Maryland, College Park, Maryland 20740

Ruth Anderson, Chair, Department of Education, The School of the Ozarks, Point Lookout, Missouri 65726

- Robert Basham, Professor of Social Studies, The College of the Ozarks, Clarksville, Arkansas 72830
- Ted Bitner, Assistant Professor of Educational Administration, Chadron State College, Chadron, Nebraska 69337
- Fred Bunt, Dean, School of Education, Pace University, Pace Plaza, New York City, New York 10038
- Barbara Burch, Associate Dean, College of Education, Memphis State University, Memphis, Tennessee 38152
- William Chance, Professor and Acting Chairman, Department of Elementary Education, Arkansas State Univ., State University, Arkansas 72467
- Don Davis, Professor of Education and President Emeritus, The College of the Ozarks, Clarksville, Arkansas 72830
- Jean Easterly, Associate Professor Education, Oakland University, Rochester, Michigan 48063
- Glenn Einspahr, Associate Dean of Education, Concordia Teachers College, Seward, Nebraska 68434
- Don Fuertges, Chair, Department of Health, Physical Education and Recreation, Fort Hays State University, Hays, Kansas 67601
- Sam Guerriero, Chair, Division of Education, Alderson-Broadus College, Philippi, West Virginia 26416
- Daniel Jeran, Assistant to Vice-President Academic Affairs, Taylor University, Upland, Indiana 46989
- Paul Lloyd, Chair, Professional Education, Rio Grande College, Rio Grande, Ohio 45674
- Donna McNierney, Doctoral Fellow, Secondary Education, Ball State University, Muncie, Indiana 47306
- Darlene Miller, Chair, Department of Education, Anderson College, Anderson, Indiana 46011
- Richard Moore, Assistant Dean, School of Education, Miami Univ., Oxford, Ohio 45056
- Sharon Ocker, Head, Department of Education, Morningside College, Sioux City, Iowa 51106
- Bill Paschal, Professor Educational Psychology, Ball State Univ., Muncie, Indiana 47306
- Edgar Petty, Professor of Education, Central State University, Edmond, Oklahoma 73034

Billie Jo Rieck, Chair, Department of Education, West Liberty State College, West Liberty, West Virginia 26074

Jim Rosenberger, Doctoral Fellow, Secondary Education, Ball State University, Muncie, Indiana 47306

Beth Snee, Associate Professor of Education, West Liberty State College, West Liberty, West Virginia 26074

#### Workshop Staff

Donald W. Jones, Chairman, Teacher Education Project, Ball State University, Muncie, Indiana 47306

John P. Strouse, Co-Director of Workshop, Ball State University

Jack Reak, Co-Director of Workshop, Ball State University

Jean Redburn, Workshop Secretary,

Mike Carbone, Doctoral Fellow,

Mary Ellen Dallman, Doctoral Fellow

#### Visiting Lecturers and Consultants

Gloria Chernay, Staff Associate, National Council for Accreditation of Teacher Education, "The Governance Standard: A Detailed Examination".

J. Roberts Dailey, Speaker of the Indiana House of Representatives, reacted to the presentation by J. T. Sandefur.

Roberta Felker, Project Director National Association of State Boards of Education, Special Dissemination Project, "Who Controls Quality of Teachers Entering the Profession"?

William Gardner, Dean, College of Education, University of Minnesota, "Alternatives for Accreditation of Teacher Education: AACTE's Developing Paper".

Donna Gollnick, Staff Associate, American Association of Colleges for Teacher Education, "AACTE Representatives on NCATE Teams: Roles and Responsibilities, Standards and Expectations".

David Imig, Executive Secretary, American Association of Colleges for Teacher Education, "Projections of Leadership Challenges for the Eighties".

Theodore Kowalski, Associate Dean, Teachers College, Ball State University, reacted to the presentation by Roberta Felker.

Joseph Lamberti, Dean, College of Education, Butler University,  
"Positive Leadership in an Age of Decline".

J. T. Sandefur, Dean, College of Education, Western Kentucky  
University, "Competency Assessment in Teacher Education:  
AACTE Position Paper".

Dale Scannell, Dean, School of Education, University of Kansas,  
"Initial Preparation of Teachers: An AACTE Position  
Paper".

Several of the visiting lecturers gave presentations, which  
are included within this report.

### Workshop Organization

#### General Sessions

Organization of the workshop this year permitted individuals to attend one, two, or all three weeks. Topics addressed during the first week included leadership for the 80's, the initial preparation program for teachers, extended teacher education programs, and administration of teacher education. During the second week, competency assessment and accreditation issues were explored. These issues included the governance standards, the accreditation process, alternatives for accreditation, mandated accreditation, and the need for cooperative action between NCATE and state departments of education. The third week was devoted to analysis and synthesis. In addition to the development of group position papers and individual reports, leadership implementation strategies were explored as capstone activities.

As shown in the Workshop Calendar which follows, there were several general sessions each week. Usually each workshop day opened with a brief assembly for the purpose of making announcements and reports of concern to the entire group. Informal group gatherings occurred at coffee breaks in the midmorning and at meals. One of the general sessions during the final week was devoted to reports from the various working groups. These reports provided each working seminar a means of integrating and evaluating its work, gave each participant an account of the achievements and problems of other work groups, and provided a body of research and opinion in various aspects of teacher education to be added to the similar contributions of past workshops.

#### Workshop Schedule for the First Week

Sunday	July 18	1:00 - 5:00	Workshoppers arrive, check in and register
		6:30	Wine and cheese reception, Kitselman Conference Center

Monday	July 19	9:00	Welcome and workshop organization
		9:30	Keynote presentation by Dr. David Imig, Executive Secretary, AACTE, "Leadership Challenges for the Eighties"
		10:30	Break
		11:00	Questions of speaker
		1:00	Introductions/get acquainted
		2:15	Theme discussion
		3:00	Planning for first week
		4:00	Meeting of North Central Institutional Representatives
Tuesday	July 20	9:00	Dr. Dale Scannell, Dean of the School of Education, University of Kansas, "Initial Preparation of Teachers: An AACTE Position"
		10:00	Group discussion and analysis
		11:00	Questions and responses
		1:00	Work/study time
		2:30	Task group organization to respond to the position paper presented by Dr. Scannell
		4:00	Group feedback to total workshop
Wednesday	July 21	9:00	Dr. Dale Scannell, "Extended Programs in Teacher Education: An AACTE Working Paper"
		10:00	Reaction - panel response
		11:00	Questions by workshoppers
		1:30	Panel response by workshoppers
		2:30	General discussion by entire workshop
3:00	Small group meetings to develop proposed response to position paper by Dr. Scannell		
Thursday	July 22	9:00	Sharing of individual projects planned
		10:00	Group work addressing the following questions: 1. What benchmark events in education are most responsible for the present perplexing problems? 2. What directions should those responsible for teacher education pursue in the next five years? 3. What organizational patterns are likely to be most responsive to adjusting demands placed upon the education profession in the



		11:00	next decade? Progress reports from each of the working groups
		p.m.	Open for individual and group activities as needed
Friday	July 23	9:00 - 12:00	Preparation of written positions for reactions a. individual reports developed b. group responses as designed by each group
		1:15	Dr. Joseph Lamberti, Dean, College of Education, Butler University, "Positive Leader- ship in an Age of Decline"
		2:15	Response by members of the NCA Teacher Education Project Committee
		3:30	Open
		8:00	Workshop social - Don Jones home
Saturday	July 24	9:30 - 11:30	Group reports summarizing first week activities
		p.m.	Trip to Cincinnati to Reds baseball game

### Workshop Theme Groups

There were four theme sub-groups identified by the workshop participants as dimensions of the overall workshop theme. Each workshopper worked within one of these groups studying and reporting on the topic of the theme subgroup. Listed below are the subgroups and the names of those who worked on them.

#### GROUP I

#### Assumptions, Postulates and Constructs

Robert Basham  
Ted Bitner  
Fred Bunt  
William Chance  
Sam Guerriero  
Sharon Ocker

## GROUP II

## Leadership

Raymond Anderson  
 Ruth Anderson  
 Barbara Burch  
 Don Fuertges  
 Daniel Jeran  
 Donna McNierney  
 Darlene Miller  
 Bill Paschal

## GROUP III

## Governance

Don Davis  
 Glenn Einspahr  
 Richard Moore  
 Jim Rosenberger

## GROUP IV

## Program Implications

Jean Easterly  
 Paul Lloyd  
 Edgar Petty  
 Billie Jo Rieck  
 Beth Snee

Procedural Committees

Three committees were organized to handle routine work necessary to an effective workshop.

1. The Resource Committee was in charge of setting up procedures for the utilization of and the accounting for the books and materials used in the workshop. This committee also explored and reported to the total group procedures for using the university libraries. The scheduling of special reports by fellow workshopers was handled by the Resource Committee.

Barbara Burch  
 William Chance  
 Sam Guerriero  
 Darlene Miller

Bill Paschal  
 Edgar Petty

2. The Editorial Committee was asked to accept major responsibility for providing guidance to the total workshop in the planning and preparation of written reports. Editorial services were arranged, and a common access to secretarial

assistance was maintained.

Ruth Anderson  
Fred Bunt  
Glenn Einspahr  
Dan Jeran

Sharon Ocker  
Billie Jo Rieck  
Jim Rosenberger

3. The Social Committee was active throughout the entire three-week period. A wide variety of activities was arranged, some of which were designed for all, while others met the needs of small groups. Since the membership of the group changed each week, the Social Committee became a committee of the whole under the leadership of Robert Basham and Don Fuertges.

Robert Basham  
Don Fuertges



Billie Jo Rieck, Edgar Petty and Paul Lloyd

## OVERVIEW FOR THE REPORT OF WORKSHOP PROCEEDINGS

Some description of the organization of this report is called for. The workshop which provided the forum for an exchange of thoughts regarding a variety of concerns in teacher education was jointly sponsored by the North Central Accrediting Association's Teacher Education Project and the American Association of Colleges for Teacher Education. With planning assistance from Dr. Lyn Gubser, Executive Secretary of the National Council for the Accreditation of Teacher Education, David Imig and Donna Gollnick of the AACTE, and the Chairman of the NCA Teacher Education Project, Donald W. Jones, a broad and varied series of presentations, and discussions with formal response mechanisms was planned.

PART I of the proceedings has presented a description of the North Central Accrediting Association's Teacher Education Project. The efforts of this accrediting body to provide assistance to institutions of higher education wishing to strengthen educational programs is well established and well known. For the past thirty years uninterrupted assistance and service has been made available through the Teacher Education Project. Details of the full range of activities as well as specifics regarding the organization and functioning of the project were included in Chapter One. The actual 1982 workshop was described in Chapter Two. Additional information can be obtained by writing to Dr. Donald Jones, Teachers College 905, Ball State University, Muncie, Indiana 47306.

PART II and PART III of the proceedings contain the essence of a three-week residential workshop. The workshop itself was divided into two one-week sessions during which the position papers were presented and initially discussed. The third week was reserved for analytical work aimed at observing and commenting about the variety of ideas posited.

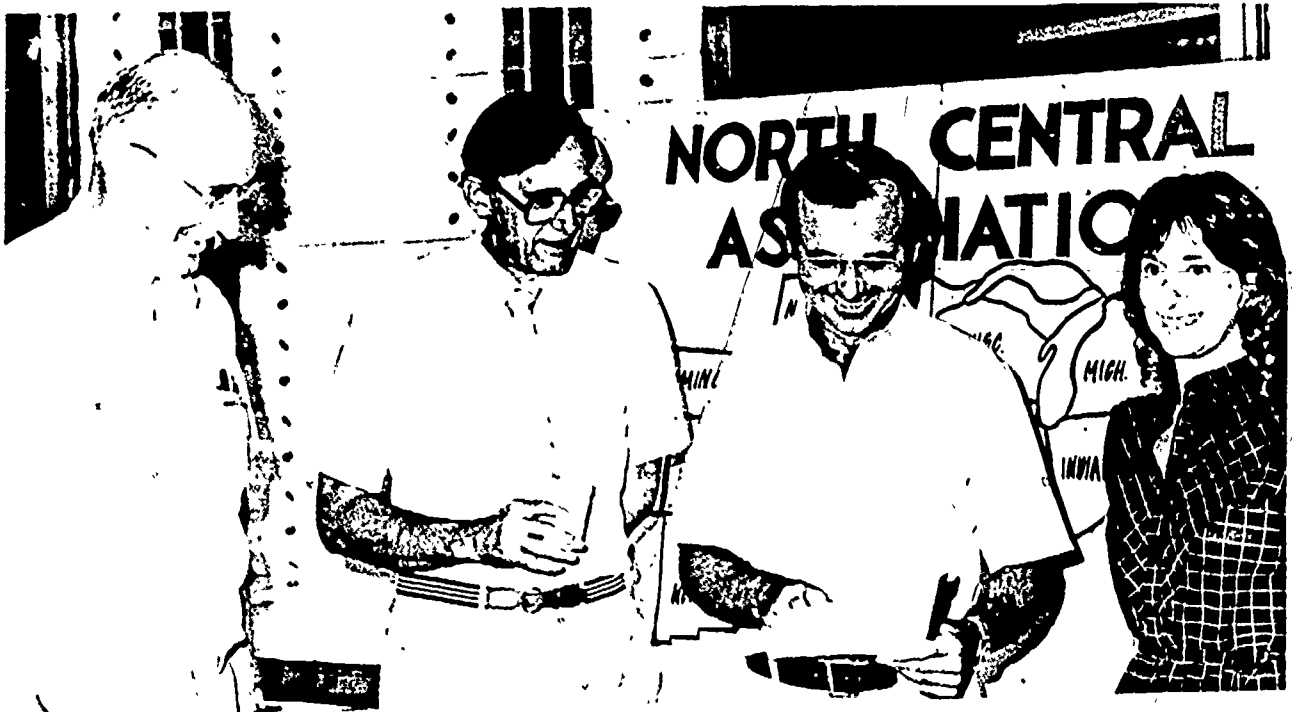
PART II, which follows, contains the actual position papers which were developed through the AACTE Task Force structure, and each position paper is presented in its entirety. In addition, the clarification remarks which were shared by AACTE Task Force representatives are included. Several keynote speakers were invited to address specific aspects of Governance and Leadership. As is true of the task force position papers, the full texts of the keynote presentations are included.



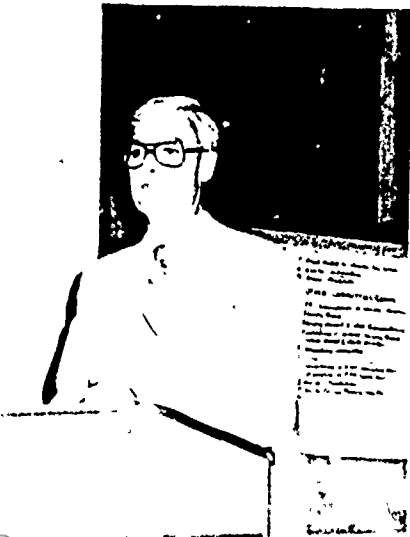
The work of the twenty-five workshopers in reacting and studying the papers and presentations comprise PART III. In order to gain the greatest understanding of the efforts of the workshop groups, the reader is advised to become somewhat familiar with the contents of PART II. The structure chosen by the participants was to study, analyze, and react to the formal presentations by focusing upon four phases of Governance and Leadership in Teacher Education. It will be found that each of the working groups chose to attack the task somewhat differently. The focus of the study/analysis was as follows:

1. assumptions, postulates and constructs
2. program and curriculum development, dimensions of leadership and governance and evaluation and assessment
3. governance as the key to successful improvement
4. leadership considerations

Each person who participated in the 1982 Teacher Education Workshop was invited to prepare an individual study for possible inclusion in the annual publication of proceedings. While not directly related to the Task Force Reports and Keynote Presentations, the individual reports do focus upon teacher education.



Sharon Ocker, William Gardner, Don Fuertges, Gloria Chernay



# **PART TWO**

**AACTE task force position papers and  
keynote presentations**

## ***Chapter III***

**AACTE task force position papers**

**\* \* \***

## ***Chapter IV***

**Keynote presentations for workshop consideration**





## CHAPTER III

### AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION TASK FORCE POSITION PAPERS

#### Educating a Profession: Profile of a Beginning Teacher

##### Task Force Members:

Dale Scannell, University of Kansas

George Denmark, University of Kentucky

Louise Dieterle, Northern Illinois University

#### Preface

Desirable elements can be found in every AACTE member institution's programs. However, it is rare in any program to find all the elements covered comprehensively in a way that produces students expert enough for the needs of our current milieu.

The Association is attempting to foster consensus on minimal standards guaranteed by graduation from an approved teacher education program. These efforts are made timely by fervent public criticisms of teacher education, by recent widespread efforts to improve education at all levels, and by the expanded knowledge base now available to teacher educators.

This document describes the framework for an initial teacher education program which the task force believes will provide prospective teachers with the requisite knowledge, skills, and attitudes for safe-to-practice expertise. In many ways this document reaffirms positions already adopted by the Association. Few of the elements recommended here, if any, are new. None is currently absent on a field-wide basis. Rather, the "newness" can be found in the comprehensiveness and depth of the recommended new minimal outcomes for each and every teacher education program, and in the emphasis given to certain elements within the program.

We specifically call your attention to the following features of the recommended framework:

1. The depth and breadth of the general education component, as linked to teacher education responsibilities;
2. The definition of adequate depth in fields of academic specialization;
3. The emphasis on the social sciences on which pedagogy is based;
4. The clinical experiences strand which permeates professional coursework; and
5. The emphasis on generic teaching skills which represent a broadened professional base for most K-12 and secondary education programs.

AACTE has long supported the concept of institutional autonomy in designing and implementing programs to accomplish accepted goals. At the same time, the Association endorses and supports efforts to stimulate program improvement and to assure minimal standards among teacher education programs. Therefore, this document is intended to stimulate consideration of upgrading minimal standards within a context of institutional prerogative.

### Introduction

With this profile the American Association of Colleges for Teacher Education reaffirms its commitment to the pursuit of excellence in teacher education. The Task Force believes that teacher educators are responsible for taking the lead in developing consensus about the knowledge, skills, and attitudes that should characterize graduates from initial teacher preparation programs. This profile is intended to stimulate deliberation on the guarantees that a diploma should provide to society at large and to assist Association members in reaching consensus about the characteristics necessary for beginning teachers to practice safely on their first day of employment.

This effort is timely because students, parents, legislators, and the public in general are dissatisfied with the level of effectiveness of current schools and teachers. Their concern and discontent are evident in the trend to legislate standardized competency testing for prospective teachers, in the numerous articles published in popular magazines and professional journals, and in the charges to groups such as the National Commission on Excellence in Education and the Carnegie Foundation for the Advancement of Teaching.

Teacher education is but one key factor affecting the quality of elementary and secondary education. In turn, gaining consensus on the characteristics that a diploma should guarantee is only one part of the process of providing exemplary programs for prospective teachers. Sufficient quality controls for program approval and the award of an initial teaching certificate are other parts. The process, as the task force sees it, follows a sequence of steps involving consensus on:

1. the knowledge, skills, and attitudes to be guaranteed by graduation from teacher education;
2. the program content required to educate prospective teachers to a safe-to-practice level of expertise;
3. the conditions necessary in institutions of higher education, and between these and elementary and secondary schools, to meet minimal standards of program content and ensure minimally competent teacher education graduates;
4. a certification process for individuals and standards of quality for programs that assure safe-to-practice entry into the teaching profession; and, simultaneously,
5. an approval process which assures that teacher education programs meet the standards required to accomplish the goals of the consensus teacher education program.

This profile is intended primarily for the faculties of AACTE member institutions, but also for members of other professional and lay organizations who should be aware of AACTE's position. These groups are potential members of the coalition required for success in the process to ensure qualified teacher education graduates.

This document discusses only item one, the goal of teacher education to convey the knowledge, skills, and attitudes that should typify the graduates from approved programs. To achieve this goal, AACTE proposes the following four integral, interactive, adaptable program components: general education, pre-professional study in the disciplines undergirding pedagogy, academic specialization, and professional study. These are described in the remainder of this document. AACTE believes emphatically that consensus on this first item is essential to the pursuit of the remaining four items.

#### Profile for General Education

General education provides knowledge that enables students to understand themselves, their society, and the world in which they live. The information imparted in the general education component serves as a tool throughout life to solve problems, to think critically, and to comprehend past, present, and future events. Because teachers are generalists as well as specialists, they need to be knowledgeable in a wide range of areas and capable of understanding them in broad conceptual contexts. General education should result in an understanding of the fundamental, interrelated natures of the six areas outlined below (Adapted from Boyer, 1981). Such an understanding comes from study of a variety of cultures in both historical and current settings.

Communications. The most fundamental outcome of the general education component is a teacher skilled in the art of communication. This includes--

1. proficiency in reading, writing, and mathematics;
2. understanding the nature, evolution, and uses of language, and how language reflects cultural values and traditions;

3. study of a second language;
4. understanding nonverbal communication including music, dance, and the visual arts;
5. understanding the function, use, and impact of mass communication;
6. understanding the function, use, and impact of computer technology.

A teacher's ability to communicate is essential to all components of a teacher preparation program. In addition to understanding an area of knowledge, a teacher must be able to convey that knowledge in a meaningful way to learners.

Understanding the importance of groups and institutions. A teacher should be able to convey the importance of groups and institutions through an understanding of their--

1. origins and development;
2. organization;
3. functions;
4. strengths and weaknesses;
5. historical impact;
6. relationship to cultural characteristics.

Understanding the relationship of society and work. A teacher should be able to convey the relationship of society and work through an understanding of--

1. historical, philosophical, religious, and social attitudes toward work;
2. the relationship of individuals and groups to the production process.

Understanding the relationship of nature and the universe. A teacher should be able to convey--

1. the processes and applications of science and its influence on society;
2. the interrelatedness of the various elements of nature;
3. values and ethics as related to scientific knowledge;
4. the idea of knowledge as an interrelated whole.

Understanding the relationship of time and civilization. A teacher should be able to convey the concepts of--

1. the interrelatedness of past, present, and future events;
2. the convergence of social, religious, political, economic, and intellectual forces;
3. the emergence, contributions, and decline of major civilizations.

Understanding shared values and beliefs. A teacher should be able to convey the meaning of--

1. laws, customs, and traditions in relation to a variety of cultures;

2. the derivation of social ethics and morality;
3. the derivation of individual values and beliefs.

In essence, the general education component encourages teacher candidates to explore the interrelationship of knowledge, to use evidence and logic to make rational decisions, and to convey their knowledge and understanding to others.

### Profile for Preprofessional Study in the Disciplines

#### Undergirding Education

The complex nature of teaching demands that teacher education programs provide an adequate, theoretical foundation in the undergirding disciplines, primarily the social and behavioral sciences. Studies in anthropology, philosophy, psychology, and sociology, in particular, afford contextual knowledge that undergirds professional practice in teaching as well as in other social professions.

Preprofessional studies extend and amplify the introductory experiences that teacher candidates share with all other students in the general education component. As results of preprofessional studies, teacher candidates should--

1. understand the principles and modes of inquiry that illuminate human behavior, cultural influences, social institutions, and significant political, economic, and philosophical systems;
2. understand the major human and technological factors that foster and inhibit effective communication among individuals and social groups;
3. gain a sense of the disciplinary roots of professional practice shared by teachers and other human service professionals.

#### Profile for Academic Specialization

Academic specialization refers to the study of subjects for which a teacher candidate may be responsible in an elementary or secondary school. The guiding principle for judging competence in an academic specialty is ascertaining whether the teacher candidate has sufficient knowledge of the subject(s) to instruct learners at their individual levels of readiness, while remaining true to the structure of knowledge in the academic discipline(s).

Elementary teachers. Elementary teachers should have--

1. sufficient understanding to convey knowledge in and guide the development of young learners in the following subjects: English; art and music; literature; mathematics; physical and biological sciences; history; political science; and economics;
2. the ability to comprehend and modify;
3. the ability to pursue advanced study in at least one of the fields above.

Secondary teachers. Secondary teachers should have acquired in at least two fields of study the abilities to--

1. discuss the logical structure, uses, and modes of inquiry;
2. describe methods of processing information and determining reliability;
3. pursue the independent study of new works in the two fields;
4. establish standards of excellent achievement in the fields.

All-level teachers (K-12). Teachers in specialized fields commonly taught throughout the K-12 sequence (e.g., art, music, and physical education) should--

1. understand the disciplines sufficiently to adapt instruction for all learners, depending on individual levels of readiness;
2. be able to comprehend and modify instructional materials in the field(s);
3. be able to pursue independent study of new knowledge in the field(s);
4. be able to establish standards of excellence along with the K-12 continuum of learning and development.

#### Profile for Professional Studies

The pedagogical component of initial teacher preparation is comprised of the following:

- foundational studies in education;
- generic teaching knowledge and skills;
- specialized pedagogical knowledge and skills;
- a series of related field and clinical laboratory experiences culminating in a beginning teacher program that provides support from peers, higher education faculty, and school supervisors.

As with the entire collegiate program, these components should be viewed not as discrete parts of a fixed sequence, but as interactive elements designed to ensure a safe level of initial professional practice.

Foundational studies. Foundational studies in education build on the undergirding disciplines and focus on learning and human development; social, philosophic, historical, and economic policy studies in education; and "professional literacy."

From foundational studies teacher candidates should--

1. understand the political and legal bases of American education and their impact on the schools, their clients, and the teaching profession;
2. comprehend the major premises and developments associated with significant historical and contemporary schools of pedagogical thought as a means of examining and shaping their professional values;

3. use historical and comparative knowledge to assess current trends and anticipate educational consequences;
4. gain a working knowledge of statistics and other research methods sufficient to understand and apply research findings to their subsequent instructional decisions.

Generic Teaching Knowledge and Skills. Generic teaching knowledge and skills refer to pedagogical elements common to all teaching experiences and useful in every subject field, grade level, and student population (e.g., urban, rural, handicapped, etc.). For example, skill in observation--the ability to observe students and the educational milieu without bias or prejudice because of race, class, gender, ideology, or disability--is important for every teacher and implicit in most of the generic elements that follow.\*

By studying and practicing these generic skills, teacher candidates should attain sufficient facility in--

1. diagnosing and interpreting students' needs (A teacher collects information about each student to ascertain learning needs and problems.);
2. conceiving and planning instruction (Knowing what students need to learn, a teacher sets objectives, devises lessons to achieve the goals, and selects curricular materials.);
3. conducting instruction (A teacher uses many different strategies for instructing students including individual and small or large group instruction, peer teaching, techniques for questioning and discussion, and appropriate technology.);
4. evaluating instruction (A teacher employs a variety of evaluation processes and instruments to ascertain if students learned what was taught. Results are used to redesign instruction.);
5. applying curriculum design theory (A teacher understands and structures the content to be taught.);
6. using instructional technology (A teacher knows where to find and how to select appropriate print and non-print materials.);
7. managing the classroom (A teacher organizes the classroom, structures activities for productive learning, and unobtrusively manages on- and off-task behavior.);
8. promoting interaction (A teacher interacts with students, colleagues, administrators, parents, and others in effective, productive ways.);
9. arranging conferral and referral (Using school and community resources, a teacher knows when and with whom to confer and to whom to make referrals.);

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\*The nine generic teaching skills are synthesized from Denemark and Nutter (1980), Reynolds (1980), Smith (1980), and Howsam and others (1976).



Specialized Pedagogical Knowledge and Skills. Generic knowledge of teaching provides a basis for more specialized pedagogical knowledge and skills; some of which relate specifically to the subject or content to be taught, and others to the age or grade level of the learner. Still other competencies are linked with the cultural backgrounds and physical and mental abilities of the learners.

Professional studies in this component should enable teacher candidates to--

1. employ instructional strategies, select and use materials, and engage in management procedures that are unique to the subject(s), grade level, or student group;
2. be aware of competencies from other areas related to their specializations that will enable them to--
  - a. work with pupils having physical or mental disabilities
  - b. develop effective learning environments for pupils from different cultural backgrounds and limited English proficiency;
  - c. facilitate the coordination of their specialization with other parts of the school program.

Field and Clinical Laboratory Experience. Field and clinical laboratory experiences allow teacher candidates to observe and practice in real but controlled environments. Through a series of structured, supervised experiences, candidates move professionally toward full responsibility for classroom instruction. This component of professional preparation seeks to relate theory and practice through a series of increasingly demanding clinical and field experiences. It seeks to merge a broad mix of campus and field learning into a coherent professional repertoire appropriate for beginning the practice of teaching.

Field and clinical laboratory experiences should afford teacher candidates opportunities to--

1. experience the real world of students, schools, communities, and the teaching profession;
2. apply both the scientific and the artistic dimensions of teaching to real and simulated classroom situations;
3. develop levels of competence and confidence in using their professional repertoire of skills;
4. assume, under supervision, partial and then full responsibility for classroom teaching;
5. identify with the teaching profession and gain a sense of the range of responsibilities associated with a competent professional.

#### The Context of AACTE Activities

The American Association of Colleges for Teacher Education believes that the profession is obligated to define the goal of teacher education and to take the lead in outlining the means to achieve that goal. This profile of the knowledge, skills, and

attitudes that beginning teachers should possess continues AACTE's effort to foster professional consensus. That effort began with Educating a Profession, the AACTE Bicentennial Commission Report, (Howsam et al., 1976) from which this profile takes its title and some of its content.

Several other AACTE task forces are working on related topics: The Task Force on Extended Programs is focusing on the amount of time required to accomplish the goal stated in this profile. The Task Force on Competency Assessment of Teachers is outlining a process of quality control from admission to college through graduation and initial certification. Finally, the Task Force on Accreditation will need to concentrate on the assessment of institutional characteristics required to accomplish the goal of preparing qualified teachers.

The next challenges are to receive consensus and to revise preparation programs. Ideal programs cannot be achieved by schools, colleges, and departments of education alone; they must achieve the full support of higher education institutions, the organized profession, school administrators, local and state policy makers, and--ultimately--the communities where their clients will serve. AACTE is committed to work toward building this support.

\* \* \* \* \*

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## NORTH CENTRAL ASSOCIATION



Ted Kowalski and Roberta Felker



Joseph Lamberti

Task Force Report  
on Extended Programs  
February, 1982

Reported by Dr. Dale Scannell

The Task Force on Extended Programs was established by the Board of Directors in February 1981 with the charge to stimulate study and discussion of extended models for initial teacher education programs among members and state units. The charge included the development of a concept paper covering the rationale for considering a major alteration of the current model, presentation of various models of extended programs, and consideration of the issues, pro and con, related to adoption of an extended program.

This paper is a revision of an initial draft prepared for discussion at the fall conference held in Olive Branch, Mississippi. Many helpful suggestions from conference participants were considered by members of the Task Force in preparing this second draft. We hope that discussion at the 1982 annual meeting and subsequent consideration will prove useful to the members of the 1982 Task Force as they continue to develop a statement for eventual consideration by the AACTE membership.



Dr. Dale Scannell



The work of several of the 1981 task forces relate to each other and to the Association theme, Creating Conditions for Professional Practice. The joint AACTE/NEA task force on Profiles of a Beginning Teacher has been working on a statement of the guarantees that should be provided by graduation from the approved teacher education program. The goal of the task force is to obtain consensus on the knowledge and skills needed by a beginning teacher. The Task Force on Competency Assessment of Teachers is outlining a quality control process, starting with admission to college and continuing through graduation and initial certification. The focus of the process is on how to provide assurance that individual candidates possess the qualities needed at the time of initial certification, based on the description provided by the Profiles statement. Eventually the Task Force on Accreditation will need to develop a position concerning the way assessments can be made of the characteristics of institutions related to accomplishing the program goals implied in the Profiles document.

The concept paper on extended programs was planned originally to guide discussion around the questions of how much time would be required to accomplish the program goals of the Profile document, the issues associated with increasing the length of preservice programs, and the models that might be appropriate for extended programs. However, the delay in the Profiles project has required a modification in the paper. Members of the Task Force accept unequivocally the belief that questions of program length should be answered on an Association level only after the goals of the Profile project are achieved, only after a consensus is reached about the necessary qualities of a beginning teacher.

Even though the Extended Program concept paper cannot be as specific as would have been possible given a complete Profile, the potential need for extended programs has been in the forefront of Association activity for several years (e.g. Educating a Profession, 1976; the Hunt Lecture, 1978; the 1980 resolution). Thus, consideration of issues related to and models of extended programs remains an appropriate Association activity. This paper has been developed to further discussion within the Association of extended programs in a way that will allow, enhance, and facilitate action that is consistent with Association decisions regarding the work of related task forces.

William Benedetti  
Amelia Roberts  
Robert Saunders  
David Smith  
Dale Scannell, Chair

## Section 1

### Rationale for Consideration of Extended Programs

The education and professional development of teachers includes a combination of formal study prior to initial certification and continued learning during the period of professional practice. Preservice teacher education provides the

skills and knowledge needed by a teacher for safe practice the first day in a classroom and the foundation for continued development toward professional expertise. Professional development during practice is the result of on-the-job learning, formal course work at the graduate level, inservice workshops, and a variety of other activities.

A major question for the profession is whether the current point of demarcation along the continuum of professional development, marked by the initial certificate, is appropriate in the context of current societal expectations for teachers and schools and the complexity of society. The current four-year, baccalaureate degree model of teacher education has remained relatively constant for half a century. During this period the schools have been assigned new roles with attendant responsibilities for teachers; society has become more complex; school populations have become markedly different; and research of learning and teaching has produced a greatly expanded knowledge base.

In the 1976 AACTE publication, Educating a Profession, teacher education is described as an emerging profession, currently a semi-profession. The authors indicate that a profession possesses a body of knowledge and a repertoire of behaviors and skills needed in the practice of the profession. Further they note that these abilities, and understanding the underlying theory, are not generally possessed by the non-professional. When the current four-year model was adopted, teachers were among the best educated people in a community. Now, however, a much larger proportion of the population completes college degree programs. In fact, the baccalaureate degree is an expectation for people in a variety of occupations that did not require a college education fifty years ago. The result is that beginning teachers today are not among the educationally elite in the communities of their employment.

During recent years, particularly the decade of the 70s, federal and foundation support for educational research resulted in a rapid expansion of the knowledge base. While much of the literature yet remains to be codified and synthesized, the time available within a traditional four-year teacher education program is not sufficient for careful review of the research base. When consensus is reached on the capabilities needed by beginning teachers, it seems inevitable that decisions will be needed about the extent to which the research literature should be assimilated within the preservice teacher education program. With the problems currently faced in trying to include the material needed to guarantee a minimally effective beginning teacher, the addition of material to reflect recent research will increase the strain on a four-year program.

During recent years state and federal mandates and persuasive recommendations from lay, professional, and governmental groups have required schools, colleges, and departments of education to modify programs. In almost all cases the modification has been an addition to the requirements of the program. Public Law 94-142 requires teachers to work with a broader range of talent and to work in consort with other educators in providing appropriate educational experiences for children and youth who have unique and specific needs. Desegregation and programs in

multicultural and multilingual education require teachers to have a more thorough understanding of diverse cultural and economic factors and increased skills in interpersonal relationships. The marked increase in the incidence of single parent and two breadwinner families has led to additional responsibilities for schools and teachers. Across the nation there have been calls for added attention to economic education, health and substance abuse education, environmental education, and parent education. Along with requests for new curricular thrusts, the widely publicized decline in basic skill competence has stimulated public attention to the effectiveness level of instruction in spelling, mathematics, reading and other basic skill areas.

In many schools, colleges, and departments of education the responses to mandates and persuasion have been a piecemeal modification of teacher education programs. Incremental changes over a period of several years add up to major change within a model designed to accommodate much less. The changes in society and the new expectations for schools and teachers have not been accompanied by a major reconceptualization of teacher education programs. As pointed out in Section 3 of this paper, the period during which the four-year baccalaureate model has been the norm is longer than preceding periods in the evolution of teacher education and longer than the periods in the evolution of other professions. It seems reasonable to conclude on the bases of these trends that a reconsideration of the model for teacher education is an appropriate Association activity at this time.

Education has been a popular target for criticism in the popular media, among lay and quasi-professional groups, and in legislatures. Teacher education has been prominent among the factors cited as contributing to the perceived ineffectiveness of the schools. However, in the midst of the criticism is a call for strengthening and improving teacher education. It would seem a mistake for the profession to ignore the potential support available for a sincere and thorough consideration of ways to reform teacher education, with a commitment to high standards of professional practice.

Although the Profiles document is not currently in final form, earlier drafts have been reviewed, and consistent support has been given to some aspects of the proposed program. The Profile document emphasizes the need for a strong liberal arts foundation, undergirding social and behavioral sciences and strong teaching fields. The paper calls for teachers to be models of the well-educated adult who can provide appropriate models for children and youth. Thus, the reduction or re-arranging of these elements of the teacher education program does not seem to be a viable way of providing time to cover the expanded, substantive knowledge base in professional education. Again, careful consideration of the potential values of an extended program appears to be a fruitful activity for teacher educators who are seeking conditions for professional practice.

Can current programs in teacher education be characterized as deficit programs? The answer to this question depends largely on the consensus program identified by the profession as necessary to meet the "safe-to-practice" principle. However, it can



be noted that education differs from other professional fields in terms of the relationship between initial preparation programs and continuing professional development. In most fields continuing education represents an updating or refresher course on topics covered in the preservice program. In a sense the activities are designed to maintain state-of-the-field knowledge and expertise. By contrast, post-baccalaureate and continuing professional development courses in teacher education are comprised largely of topics that are new or extensions of topics covered in the initial certificate program. The recent attention to the development of inservice programs at the local, state, and federal levels should provide strong motivation for teacher educators to review the potential deficit nature of current teacher education programs.

The concept of extended programs is not new in the literature of teacher education. During the early 1960s a substantial number of articles appeared in professional journals in which extended programs were recommended as a possible solution to then-existing deficiencies. What could be described as a modest movement did not generate a broad or consistent following. The early 60s were characterized in education by rapidly expanding K-12 enrollments and the persistent need for additional teachers. An extension of programs in the face of teacher shortages might have been irresponsible or at least socially insensitive. A second possible explanation for the aborted movement was the state of the knowledge base at that time. Although teacher shortages exist now in a few fields and a general shortage is predicted for the mid-1980s, conditions are acceptable for consideration of extended programs at this time. If the profession fails to act while the current set of favorable conditions exist it seems unlikely that another opportunity will be available during this century.

A major factor in the development of conditions for professional practice in schools, colleges, and departments of education is the establishment of a truly professional program within a time frame adequate to allow essential goals to be reached. Consideration of new models for extended programs appears to be necessary in a field striving to achieve professional status in serving the needs of clients -- the children and youth in our schools.

## Section 2

### Extended Programs of Teacher Preparation

The fundamental framework of teacher preparation programs in the United States is longstanding. It has endured substantially unscathed for approximately half a century. Presently, programs for the preparation of teachers and other professional educational personnel are housed in schools, colleges, and departments of education (SCDEs). They are found in large and small and public and private institutions of higher education. Many of these institutions have evolved from normal schools to teachers colleges to state universities. They have a long, and on occasion, distinguished history of commitment to the preparation of educational personnel. Some programs are housed in relatively small private institutions where programs for the preparation of educational personnel are essential to the continued existence of the

institution. Other programs are housed in large comprehensive state universities and are an acknowledged, if not accepted, dimension of the fabric of the institution.

Beliefs, and often behaviors, are based upon perceptions, whether or not those perceptions are an accurate representation or reality. Two beliefs have perhaps had a profound and not fully recognized impact on teacher preparation programs. The first is the view that teacher preparation programs are the domain of the entire university community and not the exclusive, or even predominant, domain of the professional school. The second is the persisting notion among the uninformed that teacher preparation does not somehow involve subject matter preparation in the liberal arts or subject matter disciplines.

The current and commonly accepted model for teacher preparation programs in the United States is of four years duration and culminates in the baccalaureate degree. The basic components of such a program will be presented briefly. Since the purpose of this paper is to describe alternative models of teacher preparation programs, the components will be described in general, rather than high specific, terms. For purposes of this review, four major components of teacher preparation programs have been identified; they are:

- A. general education,
- B. teaching field(s) content,
- C. professional studies, and
- D. clinical application and practice.

Subject-specific studies include the subject matter required of teachers which would equip them with background in their teaching fields at a level of depth and sophistication clearly beyond that which teachers require of their pupils. It appears obvious that if teachers are teaching on the fringe of their knowledge of the subject matter, they are not only likely to be less confident in the classroom but are more likely to make errors of fact in their teaching. (See Figure 1)

Study in general education is required of teachers in liberal measure, based upon the premise that teachers, as exemplars, need to be broadly rather than narrowly educated individuals. It also follows that elementary school teachers, because of the wide range of subjects with which they are expected to deal in the classroom, have typically even heavier requirements than are specified in preparation programs for secondary school teachers. It is not unusual for the requirements for secondary school teachers in these two components to involve approximately 75 percent of the total hours of course work taken outside the college of education. In the case of elementary school teachers, it is not unusual to find 67 percent of the total hours of instruction taken outside the school, college, or department of education.

General professional studies and foundational professional studies are normally offered through the professional school. General professional studies include those professional fields which are generically required in the study of pedagogy. Examples might include educational psychology, tests and measurement, and educational technology. Foundational professional studies

include those undergirding disciplines which provide the base for an understanding of professional study in the field of education. Examples of study in this component include the history, philosophy, and psychology of education.

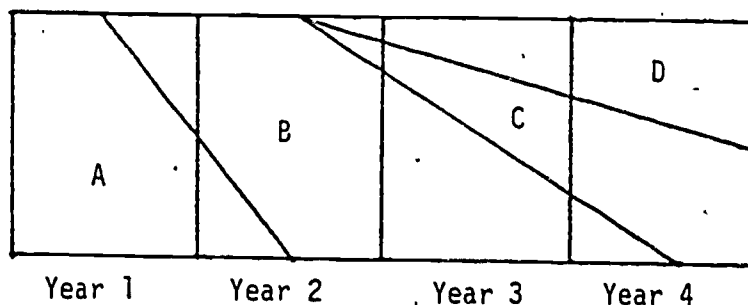
Subject-specific professional studies include the study of pedagogy and the more technical areas of diagnosis and methodology related to specific disciplines. Examples of subject matter associated with this component of teacher preparation programs include the teaching of reading, mathematics, social studies, and the diagnosis of individuals with various handicapping conditions.

The clinical component of teacher preparation programs involves the application of theory and knowledge to the instructional setting. This component is often introduced early in the teacher preparation program and involves the more extensive and sophisticated application of teaching skills and techniques to the classroom setting as the teacher in training acquires knowledge and understanding.

Figure 1

### Typical Four-Year Teacher Preparation Program\*

8.A.



A = General Education                      C = Professional Studies  
 B = Teaching Field(s) Content        D = Clinical Component

\*The proportions of time reflected in the components are to be interpreted as approximate proportions.

### Alternative Models for Extended Programs

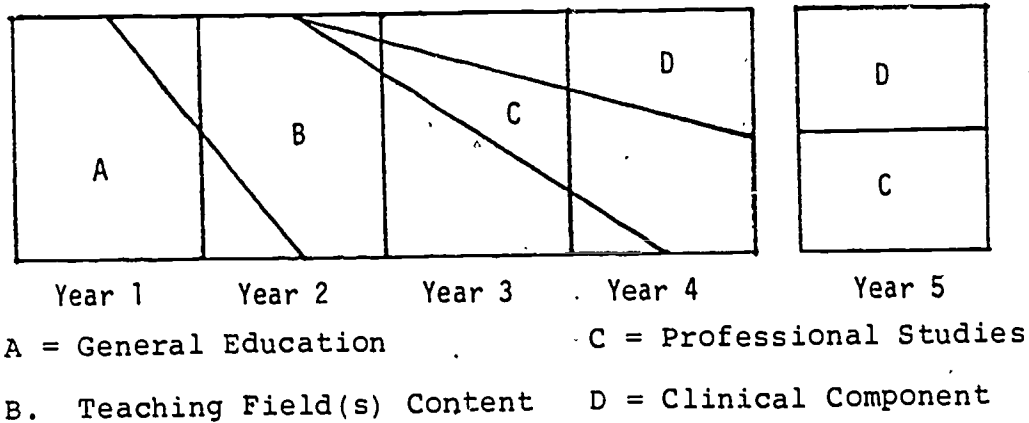
Six alternative models for the preparation of teachers will be briefly presented. They range from five-year to seven-year preparation programs and each contains a somewhat different profile.

#### Four-Plus-One (B.A.)

The first model of an extended preservice preparation program presented represents a four-year program extended by an additional year of professional studies and practicum or internship. It

culminates in the acquisition of a baccalaureate degree and includes typically, but not necessarily, general studies of the teaching field (customarily and appropriately taken in a college of liberal arts and sciences). Professional educational studies might well include pre-professional studies, generic pedagogical and foundation studies, subject-specific professional studies, and clinical application of professional studies. It might be observed that the fundamental distinction between traditional teacher preparation programs and the program described in this model is one of degree, rather than kind. It is, after all, most frequently alleged that today's teachers are inadequately, rather than inappropriately, prepared for conditions which they are expected to face in contemporary schools. Applicable representation of this model of an extended teacher preparation program may be found in Figure II. (See Figure II)

Figure II



#### Four-Plus-One (Internship)

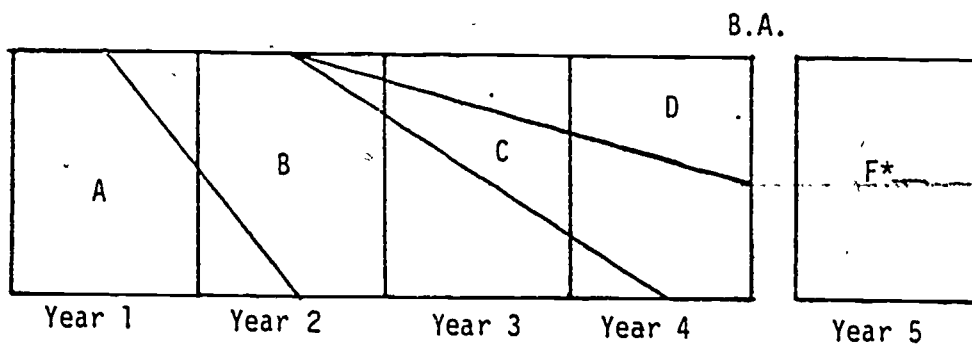
The next model of an extended teacher preparation program also culminates in the baccalaureate degree and the first four years closely resemble traditional teacher preparation programs. The extended year involves a year-long internship and much more extensive professional practice prior to full certification than is traditionally the case.

In contrasting the first two models presented, it may be observed that there is more professional knowledge contained in the first model, but there is a greater emphasis on clinical practice in modeling existing professional behaviors in the second. The second model might be viewed more positively by practitioners and elements of the general public. In terms of the evolution of education toward full professional status, we might conclude that this model would, in the short term, be positive and in the long term, negative. If a program for the preparation of educators is built on an experiential base rather than on a professional knowledge base, in the long term the field will be viewed as a skilled craft requiring an apprenticeship rather than as a full profession built upon a legitimate knowledge base.

It should also be noted that this model is unlikely to accommodate adequate professional knowledge beyond that contained in existing four-year teacher preparation programs. It is further necessary to recognize that this model assumes on-going SCDE (School, College or Department of Education) support and participation in an internship program. Mature internship programs should permit closer interaction between SCDEs and school districts. Furthermore, the configuration of the internship would determine whether it was relatively low cost or high cost to the individual and to the higher education institution. A graphical representation of the four-plus-one (internship) model may be found in Figure III. (See Figure III)

Figure III

## Four + One (Internship)



- A = General Education                      C = Professional Studies  
 B = Teaching Field(s) Content        D = Clinical Component  
 F = Internship

\*Internship assumes on-going SCDE support and participation.

Five Year (B.A. Plus Masters)

This model takes on a somewhat different configuration. It is based upon a five-year program where the fifth year is closely integrated with the previous four years. This model would appear to offer the possibility of modest increases in the subject matter and general education components. It may also provide the opportunity for an SCDE to require a pre-education component prior to embarking in professional studies. Such a pre-education component could include areas of study which bear upon education but are not professional education per se. Examples of areas of study which might be included in such a pre-professional component include rural sociology, urban sociology, cultural anthropology, and abnormal psychology.

A five-year model would provide the opportunity for including substantial, increased professional knowledge in the program. It is highly desirable that the content included in such a program be based upon a reassessment of the appropriateness and substance of the content rather than simply be built upon the currently existing teacher education curriculum. This determination of what constitutes an appropriate knowledge base for beginning teachers should be made as the basis of a rigorous examination of available research and a thoughtful reassessment of conventional wisdom as applied to a school setting.

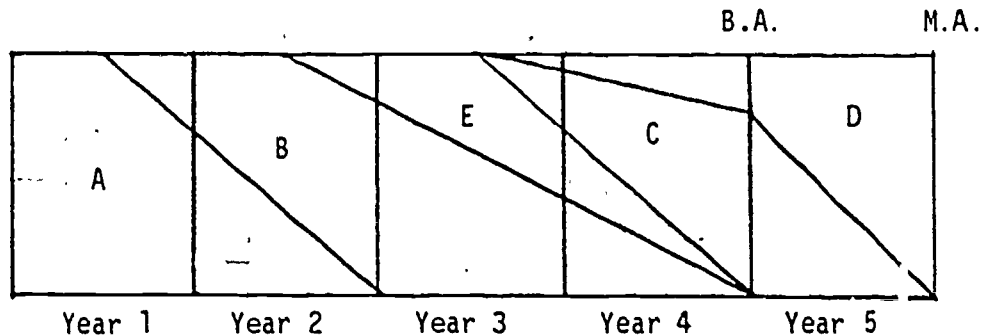
The option of a five-year program should result in a more effective integration of knowledge in the clinical component of a preparation program. It would also be expected to result in a closer, more effective working relationship between higher education and the K-12 school sector.

Further, a more demanding program could be expected to attract increasingly able individuals to a career in education. Higher beginning salaries should also result for teachers since their salaries are based upon training and experience. Since teachers would be entering the field with a graduate degree, they could expect to receive higher salaries even during the present period of fiscal restraint.

A graphical representation of a five-year program follows in Figure IV.

Figure IV

Five Year (B.A. + M.A.)



A = General Education

C = Professional Studies

B = Teaching Field(s) Content

D = Clinical Component

E = Pre-professional Component

Five-Plus-One-Year (Master's Degree Plus Internship)

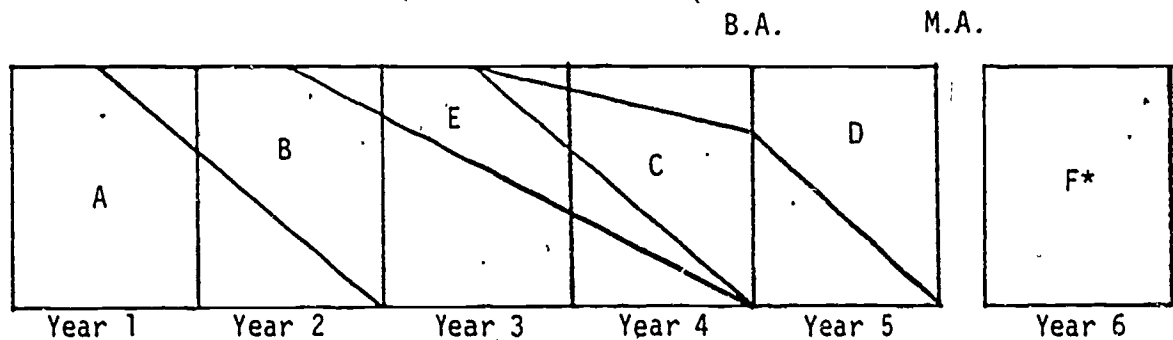
The five-plus-one-year model is similar to the five-year model. This model also permits a slightly larger professional component. It specifies a substantially larger clinical

component and the application of this model should permit the more sophisticated clinical practice based upon a larger knowledge base and increased time for clinical application. The method of financing a lengthy internship would be expected to be the primary determinant in projecting the cost of such a program.

A configuration of the five-plus-one-year (master's degree plus internship model) may be found in Figure V.

Figure V

## Five + One (Master's + Internship)



A = General Education

D = Clinical Component

B = Teaching Field(s) Content

E = Pre-Professional Component

C = Professional Studies

F = Internship

\*Internship assumes on-going SCDE support and participation.

Four-Plus-Two-Years

The four-plus-two-year model differs from those presented earlier in that it implies major changes in the form and kind of teacher preparation. Entry and participation in this program assumes a strong background in general education and subject matter preparation. A common pre-professional component is also required. Individuals capable of acquiring such a background would, of necessity, possess above-average intellectual skills.

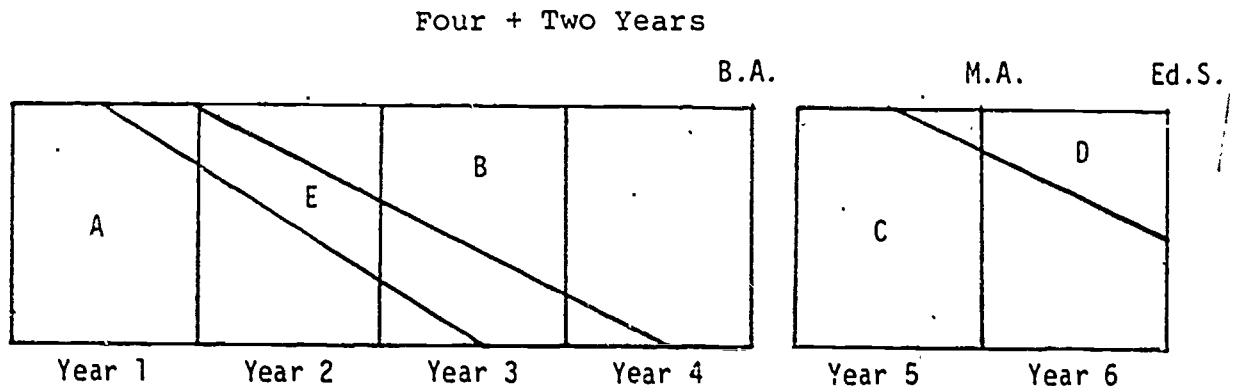
This model of an extended teacher preparation program differs from those presented earlier in that the entire professional program is post-baccalaureate. It therefore makes it possible for SCDEs to function more fully as professional schools. While requiring a more rigorous background, it would still permit SCDEs to function more independently of colleges of liberal arts and sciences. The implementation of the four-plus-two-year model would permit a slightly expanded professional knowledge segment beyond the models presented earlier. This might result in an increase in the potential for greater

rigor within the professional component with the greater application of research findings to the teaching-learning setting. In addition, the implementation of this model holds potential for a highly integrated professional knowledge component and clinical component. The advantages associated with a functional integration of these components seem self-evident. It is also obvious that SCDEs functioning largely independently of other colleges and departments on the campus would result in flexibility, beyond that known in the past, for translating research findings into classroom practice.

The four-plus-two-year model would also be more expensive to implement than models presented previously. With additional training, it may also be expected that teachers would earn higher salaries. Even though teacher preparation programs which are completely graduate in nature might result in higher beginning salaries for teachers, it should also be acknowledged that it might also result in a smaller supply of beginning teachers. It must also be acknowledged that this program, because of its clinical orientation and greater depth and rigor, would be more expensive to put into place.

A graphical representation of the four-plus-two-year model may be found in Figure VI.

Figure VI.



A = General Education

C = Professional Studies

B = Teaching Field(s) Content

D = Clinical Component

E = Pre-professional Component

#### Four-Plus-Three-Years (Doctorate)

The four-plus-three-year teacher preparation model culminates in the acquisition of a teaching doctorate and suggests the full professionalization of teaching. This model illustrates the case made by others for a doctorate in pedagogy.

The four-plus-three-year model is consistent with the model presented previously in that the entire professional study is post-baccalaureate. It may also be noted that this

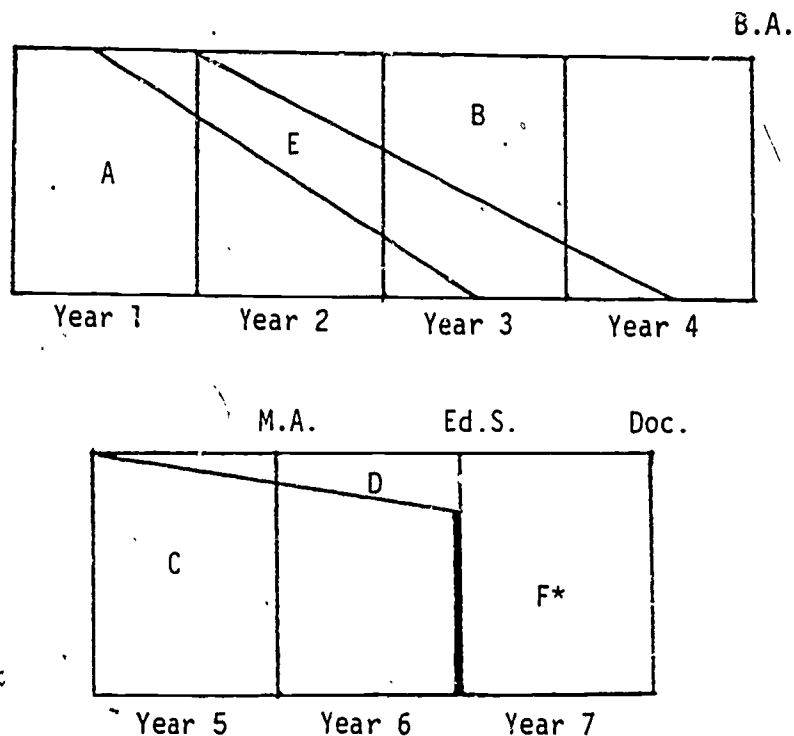


model and the model presented previously have powerful implications for major changes in administrator preparation. It should also be acknowledged that this model would be the most expensive model of those presented to implement. It does not address the question of whether the costs exceed or are less than the anticipated benefits to society.

The four-plus-three-year model (doctorate) is presented in Figure VII.

Figure VII

Four + Three Years



- |                               |                                |
|-------------------------------|--------------------------------|
| A = General Education         | D = Clinical Component         |
| B = Teaching Field(s) Content | E = Pre-professional Component |
| C = Professional Studies      | F = Internship                 |

\*Assumes on-going SCDE support and participation.

Contrasting the Models

Differences among the models are sharpened by an examination of Figure VIII. As the time available for professional preparation increases it may be observed that increases in the full range of the time available for each program increases as well. The most substantial increases in most program components appear at the master's level and beyond. (See Figure VIII)

The most substantial differences among the seven models appear between the four-plus-one year (internship) model and the five-year (B.A. plus M.A.) models and the five-year (B.A. plus M.A.) model and the four-year and two-year models. The increases in the program areas appear rather evenly distributed.

If the contrast among the models were to be made on a cost-effectiveness basis, it would seem that substantial gains could be made by implementing five-year preparation programs. Another substantial gain would appear to be accomplished through the implementation of six- or seven-year programs. Finally, two major observations might be in order. First, there does not appear to be a major increment in gains between six- and seven-year programs. Second, the level of cost of the implementation of a six- or seven-year program would appear to make the implementation of either of those programs unfeasible at this time.

### The Future

It would appear self-evident that social policy makers and society at large recognize and acknowledge a need for better-prepared, more capable teachers. It further appears that individuals prepared to confront the demands of teaching in modern school require better and more extensive professional training. It is essential that our contemporary society invest in the future of our school-age youth. Our entire educational program is founded on the assumption that all society benefits from a literate and educated electorate.

It is essential that the basis for extended preparation programs be grounded in the recognition of a better and more fully developed knowledge base for teaching and learning. There is currently a lack of confidence in existing teacher preparation programs. The lack of substantial change to incorporate new knowledge in teacher preparation programs has existed over the last half-century. It is essential that extended teacher preparation programs be substantially and demonstrably better than those which they replace. A sophisticated research component must accompany newly developed teacher preparation programs.

If teaching is to acquire full professional status, it is essential that the preparation of teachers and other professional educators be extended, consistent with the expanded knowledge base available. To do otherwise will retard the development of the profession and cause us to continue to have our practice lag far behind our knowledge.

Figure VIII

Contrast of Current Models with Alternative Models						
MODEL	PROGRAM COMPONENTS					
	A	B	C	D	E	F
Typical 4 yr. Program	1	1	1	1	5	5
Four + 1 yr. (B.A.)	1	1	3	3	5	5
Four + 1 yr. (Internship)	1	1	1	1	5	4
Five year (B.A. + M.A.)	2	2	3	3	3	5
Five + 1 yr. (Master's & Internship)	2	2	3	3	3	4
Four + 2 yrs. (Ed. S.)	4	4	4	3	4	5
Four + 3 yrs. (Doc.)	4	4	4	3	4	4

Degree of Change:      1 = No change  
                                  2 = Slight  
                                  3 = Moderate  
                                  4 = Substantial  
                                  5 = Not applicable

Program Components:    A = General Education  
                                  B = Teaching Field(s) Content  
                                  C = Professional Studies  
                                  D = Clinical Component  
                                  E = Pre-Professional Component  
                                  F = Internship

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## Section 3

Issues Involved in Extending Programs for the Initial Preparation of TeachersIntroduction

Efforts to substantially change preparation programs in any profession eventually involve issues, i.e., "points of dispute

or controversy" (Webster's Seventh New Collegiate Dictionary, 1979). The purpose of this section is to identify and elaborate briefly upon those points of disputes and controversy which likely will surround the proposition that programs for the initial preparation of teachers should be extended beyond the present four-year level. Brief elaboration is made about five issues and/or areas of issues, anticipating the form the issues might take along with supporting and opposing arguments likely to be heard. First, however, a brief review is presented of the evolution of teacher education to provide an historical context for the present situation.

#### Historical Context

Teacher preparation, like preparation programs for other professionals in this country, have evolved through the years, taking giant steps forward at critical points in the evolution. One of the giant steps forward was taken amidst and in reaction to severe criticism of the profession - from within and without. Such was the case in medical education, for example, when, as a result of the Flexner Report of 1910, Johns Hopkins initiated a program which rather quickly transformed medical education.

Teacher education has evolved more slowly than most other professions; yet, at several points preparation programs were significantly extended. Although a few normal schools were established as early as 1839, and a university chair of pedagogy was established as early as 1879 (University of Michigan), teacher training attained postsecondary status in a universal sense only at the turn of this century when normal schools (two-year institutions) became commonplace. The normal schools replaced "teacher institutes," an earlier model which ranged in length across the country from several days to several months. With about a fourth of the curriculum devoted to pedagogy, normal schools gave way rather soon (by the mid 1920's) to teacher colleges, which had four-year curricula. The proportion of the curriculum devoted to pedagogy remained about the same; however, a doubling effect occurred overall due to the change from a two-year to a four-year curriculum. This significant upgrading took only two decades for the conversion to occur and it is important to remember that during this period teachers certificated through normal schools worked side-by-side with teachers certificated through the four-year teachers colleges, not unlike the way that institute graduates remained in the profession long after the entry of normal-school graduates.

Departments of education in colleges and universities experienced similar beginnings and transformations into schools and colleges of education.

This historical perspective helps to make the point that during its relatively short existence teacher preparation has experienced two major extensions. Both occurred as a result of and as part of larger societal concerns and movements, a major one being the clearly recognized need for an expanded and improved public school system. The societal concerns which led to the two extensions were essentially a quest for expanded educational opportunities and not so much a criticism of the performance of existing schools per se.

### The Knowledge Base

Is the knowledge base of teacher education, including generic and specialized pedagogical subject matter as well as teaching field content, adequate in terms of substance and quantity to support a longer and upgraded preparation program?

Little debate should occur about the contention that teaching field content has grown so rapidly in recent decades (especially the last two) that more preparation in the program component is necessary. Indeed, the cry for "stronger preparation in teaching fields" is heard loudly and frequently in regard to both course level and the number of courses required of persons preparing to teach. It is unlikely, however, that substantial improvement in the teaching field component will occur without extending the "life space" of teacher education, given the recognized need for the general education component and the fact that the pedagogical component cannot be compressed beyond its existing minimal status, in secondary education especially.

Any proposed increase in the professional, pedagogical component of teacher education probably will meet with quick and heated opposition. Among the first to resist the proposition will be those who have never believed in the need for pedagogical training in the first place. Statements of yesterday (Bestor, Rickover, et al.) will quickly be resurrected and will be augmented by newcomers whose contentions will be essentially the same as before. Just recently, for example, the chief state school officer in Virginia went on record opposing pedagogical education as a component in preservice education. He would replace pedagogical courses with on-the-job training for two years after graduation. In the interim the teacher would hold a provisional certificate which would be converted to a fully professional one when and if the probationary teacher passed a competency-based examination composed and administered in the schools by practitioners. A recent report (1981) by the Southern Regional Education Board contained a recommendation which embraced this concept as it pertains to science and math teachers. Such a plan would, among other shortcomings, lack consistency and would fail to utilize the knowledge base which has been developed.

Opposition in more moderate tones can be expected from those who see a need for a pedagogical component but who do not believe that the existing knowledge base is adequate to justify a longer preparation period. In other words, some "believers" will object on the grounds that the model predominating today is not sufficiently strong to warrant its

extension. The wisdom of adding "another layer" to and redesigning what many feel is an inadequate model/design will be questioned. NOTE: Alternative models for consideration in implementing extended programs are described in another section of this report.

The situation today is one in which societal concerns seem to be focused on schools' shortcomings. Indeed, many of the concerns are clearly focused on the need for better teachers. Recent and highly discussed articles in Time and Newsweek and the CBS Special on "Failing Schools" are just a few of many severe criticisms of teachers and teacher preparation programs. Recent reports by the Council for Basic Education and the Southern Regional Education Board are further illustrations that teacher preparation programs are viewed by many as being in dire need of major improvement.

Societal demands for improvement in schools and in the preparation of teachers could be the catalyst for - and the basis for - again improving and upgrading for the initial preparation of teachers. Truman M. Pierce, Dean Emeritus of Education, Auburn University, and a long-time leader in AACTE (a) notes that:

The public has a long history of increasing its expectations of what schools should do. As a consequence, public education in the United States has been expanding since its inception. The latest major responsibility placed on the schools is the requirement that education be provided appropriate to the needs, interests, and abilities of all children and youth, including those with handicapping conditions.

Perhaps ironically, as demands on schools have increased in recent years, so have criticisms of their effectiveness in achieving the objectives they serve. It is not difficult for thoughtful and knowledgeable persons to see that schools at this point have not lived up to their promise.

The most persuasive explanation for the shortcomings ascribed to schools is that preparation for teaching has not achieved the level of professional quality necessary if schools are to achieve their mission. While considerable productive research on teaching and learning has been conducted during the past twenty-five years and many improvements have been made in teacher education, both research and program change have been fragmented, institutionally oriented, and without adequate coordination and overall direction. The teaching profession as such has mounted no comprehensive unified effort to substantially elevate the quality of its service by improving preparation for professional careers.

Others have noted likewise. In fact, needed reform in teacher education is so widely discussed today that various journals dealing with education are giving priority to the subject. The October 1980 edition of Phi Delta Kappan was a special issue on this subject. Clearly there is mounting evidence that if schools are to meet society's increasing

expectations, the preparation of teachers must be improved. But, again, can substantial improvement be made without extending programs beyond the four-year level?

Howsam et al. (2) undoubtedly express the view of many teacher educators when they say that teachers cannot be adequately prepared for effective teaching in today's (and tomorrow's) schools in the short "life space" presently available in the four-year curriculum. This introspective analysis of teacher education (which has yet to receive the attention it deserves - and needs) contains the following recommendation and rationale:

Teacher preparation for initial service should be conducted in a five-year sequence, combining both bachelor's and Master's degrees. This plan will provide the "life space" urgently needed for adequate preparation in general education, academic specialization, preprofessional study, and an appropriate blend of campus and field experiences emphasizing effective instructional strategies. The Commission is not recommending simply an expansion of existing liberal arts and professional components into an additional year of study. Instead, it is urging a bold, new commitment of time, energy, and resources for an entirely original structure to prepare teachers.

Further argument on the side of program extension (and in regard to the question of knowledge base adequacy) is advanced by B. O. Smith (3) who contends that "if the history of medical education has any lesson for us, it is that the problem with pedagogical education is not the lack of knowledge so much as the lack of will to institutionalize what we know into an effective program of pedagogical education." Smith believes that approximately 150,000 research studies about pedagogy have been published in the 75-year history of educational research; in fact, even as early as 1937 there had been probably as many as 50,000 studies.

In summary, there is strong and documentable evidence to suggest that teacher education does in fact have a vast knowledge base and that it is adequate to justify the extension of the present four-year curricula.

#### Additional Costs for Students

It is unrealistic to expect extended programs to result in no additional costs to students and colleges and universities. Addressing student costs first, (costs to institutions are addressed in the following section) there is little doubt that in the main students affected most adversely by increased costs will be low-income disadvantaged and minority students. It would be tragic if gains made in recent years in attracting qualified minority students into teaching were negated by the increased costs associated with and caused by extending preparation programs. Not only would this be a disservice to the students affected, but it would also restrict



schools in their efforts to be multicultural and representative of the broad spectrum of racial and ethnic mixtures characteristic of America. But students in American schools would be the real loser by being denied the benefit of having competent teachers who also add meaning to multicultural curricula and programs. This issue and several related problems have been articulated by Gallegos (4), who calls the question a moral one.

But there is another side to this coin. What is best for schools and for students is not necessarily and not always what all individuals feel is best for them. Said another way, the needs of an organized profession (and the advantages which accrue to the recipients of services provided by the profession when its needs have been met) are legitimate goals. Access to a preparation program and preparation for entry into the teaching profession are not ends in and of themselves. The teaching profession is not solely a member welfare organization, meaning that it doesn't exist for the purpose of promoting the welfare of the members and those who want to become members. It exists not primarily for the purpose of providing opportunities for advancement and career development per se, but, rather, to render professional services to people and to society.

It is reasonable to assume that access to and the completion of extended programs by qualified minority and disadvantaged persons can be facilitated through special programs and arrangements. This is being done to an increasing degree in most other professions for which preparation programs are expensive and often beyond the reach of otherwise qualified groups of citizens. Certainly teacher education would need to be supportive of efforts made by various advocacy groups which could have goals of the nature described earlier.

It is important to note that the additional cost to students would in many instances be delayed rather than foregone. By their entry into the profession with Master's level credentials instead of a bachelor's degree, for example (as would be the case in the models described later) much if not all of the additional cost would be recoverable, thus being of the delayed nature. In other words, while their entry into teaching would be delayed one year - or more if the sixth-year or seventh-year model is used - resultant salary gains would soon offset the additional costs due to extended preservice preparation. Additional costs would be negated, also, by pay received during the internship year - if that model is used.

#### Impact on Colleges and Universities

An issue which surfaced early is imbedded in a series of questions about the impact of extended programs on colleges and universities. The questions concern financing, staffing and admission, among other factors. Some of the questions relate more directly to small, marginally-financed, four-year colleges; other apply to graduate-level, large, comprehensive universities which also will be affected.

In the following pages several areas of possible impact are identified and discussed briefly.

Extending programs by one year, for example, would add approximately one-fourth additional expense to the preparation of teachers. Additional fees and tuition collected would not compensate for the total additional costs, as is now the case regarding fees and tuitions in relationship to total operating costs. Some institutions may not be able to fund an extension. Taxpayers as well as contributors to private institutions might refuse to support the additional costs. Legislatures around the country can be counted on to think long and hard about constituency attitude toward increased costs of teacher preparation before supporting the movement.

Unless extended programs terminate in a graduate degree(s), institutions proposing to extend programs will have to decide if they can justify and fund five-year, undergraduate degree programs. Five-year preparation programs at the baccalaureate level have never been popular. But this problem would be eliminated if the master's degree were awarded upon completion of the five-year program.

It was noted earlier that many four-year institutions now relying heavily on their teacher education enrollments to sustain other program components might be unable to extend programs. Indeed, some might be forced out of the teacher education business. Precedence for this possible eventuality can be found in the evolution of medical education. Smith (5) reports that within twenty-five years after the Flexner Report the number of medical schools declined from 148 to 66. The decline was not just a natural consequence of the Report because Flexner actually named schools deemed to be "worthless" and areas of the country where such schools abounded. Moreover, the Report motivated the Rockefeller family to make grants totaling 50 million dollars to "elevate a few schools to such heights of visibility that others would be lost to view and be disapproved."

It is no secret that many teacher educators believe that the preponderance of institutions offering teacher education programs is a major constraint to quality teacher education. At present approximately 1,400 institutions have teacher preparation programs. Are that many needed? Are that many truly committed to and able to fund adequate programs? Peseau and Orr (6) point out that while practically all teacher education programs are "outrageously underfunded, teacher education programs with high enrollments are less costly than smaller programs." Will the teacher education component of the overall profession take the position that institutions which cannot or choose not to finance the corresponding additional costs should abandon their teacher education programs?

Colleges and universities with no graduate level programs but wishing to extend their teacher education programs will encounter special problems, of course, especially if the desired extension is such that it terminates in a graduate degree. But it is reasonable to assume that partnerships can be developed between four-year institutions and nearby institutions with graduate programs. Such partnerships could be mutually advantageous. Increased cost effectiveness, for example, could result for both types of institutions if adequate role differentiations were made an integral part of the partnership.

How will schools, colleges and departments of education go about extending their programs should the decisions be made to do so? How can the temptation be resisted to affect the extension by merely adding courses? Or by merely adding a year-long internship? Can institutions wishing to extend programs within the context of a true reform be able to do so, especially in the face of declining resources in higher education? How can the inertia of the organized profession (with its myriad of fragmented, uncoordinated, and often competitive sub-entities) be overcome? Can coalitions be formed which will promote program reform, shaped by and supported by the total profession? These are thorny questions which are already surfacing. Answers will not be easily formulated.

It is reasonable to expect that success in extending programs will be realized only if persuasive assurances are made that they will in fact produce more competent teachers for America's schools. It follows that the assurances given must have a plausible base. They must contain convincing promises that major shortcomings in teacher education can and will be corrected as a result of revised and extended preparation programs.

At the surface level such assurances can be given freely. But developing truly meaningful and helpful ways to improve the initial preparation of teachers will not be easy. Both institutions and those working in them will find it necessary to develop new insights, new ways of working with students in new kinds of settings, and to work more collaboratively with practitioners. In other words, the mere extension of four-year programs into longer ones will not do the job. New skills, attitudes, understandings, and techniques will be necessary if the additional life space so badly needed in the opinion of many is to be truly beneficial. Professional development programs will be an essential corollary to the notion that extended programs are necessary.

### Legal Issues

Since education has constitutionally been regarded as a function of the state, the actions of state legislatures are exceedingly important in charting the course for programs of teacher preparation. For example, in Oklahoma, the passage of Bill 1706 signalled the intent to improve the knowledge and competence of teachers. The bill is intended to improve the overall quality of individuals admitted to teacher preparation programs. Bill 1706 specifies that pre-service field and clinical work must be increased. Also, beginning in 1982, an entry-level examination is also required for certification in Oklahoma. The message that "business as usual" in teacher preparation is simply not satisfactory is clear.

Similar legislation passed in Florida in 1977. Committee substitute for Senate Bill 549 mandated the upgrading of individuals admitted to teacher preparation programs through requiring a satisfactory score on a nationally-normed standardized test of college entrants. This bill also mandated

that teachers achieve satisfactory scores on a certification examination. Such a test was subsequently developed by the State Department of Education and took effect July 1, 1981. Florida also established an interesting additional condition; if less than 80 percent of the graduates of an individual program taking the examination do not pass, then state approval for those programs will be withdrawn. In addition, through amendment of the statute in 1981, state legislation mandated a program for providing assistance to beginning teachers.

Additional states are reinstating test requirements for certification. There also appears to be interest in the development of various models of internship programs. Other states such as Pennsylvania, Nevada, and New York are carefully reexamining teacher preparation programs.

While not of the same power as legislative action, the statements of policy of influential groups are clearly matters of interest to SCDEs. A recent report of the Southern Regional Education Board serves as an example in point. This report contains a number of recommendations relative to teacher education programs. The credentials required for certification and the certification process are likely to be of deep concern to teacher educators. The report of the National Association for State Directors of Teacher Education and Certification (NASDTEC) which deals with attracting talented students to teacher education programs, requiring an examination for teacher certification, and other related issues, indicates the interests of this policy-influencing group in improving the quality of schooling through the improvement of the teaching corps. From a variety of perspectives, it is clear that "business as usual" is simply not satisfactory.

#### Relationships with External Groups

While support by society at large will be important, visible and active support by various regulatory agencies and professional policy-making bodies will be imperative if preparation programs are to be extended and if they are to produce the desired results. Commitments from within the broad profession will be needed early on to explain, justify, and defend extended programs, as was done when teacher education moved to postsecondary status via the normal school route and later when programs became baccalaureate-level through state teacher colleges and schools, colleges, and departments of education in colleges and universities.

The National Council for the Accreditation of Teacher Education, along with other accrediting and approval bodies at the national level, will need to embrace and promote the decision to extend programs. Support by AACTE occurred two years ago when a resolution was adopted which encouraged institutions to experiment with different formats for teacher education. Further support by AACTE will be needed. State boards of education and their executive branches, i.e., state departments of education, must do likewise if extended programs are to be nurtured and sustained. Should certification practices,

requirements, and regulations ignore such a significant upgrading effort by SCDEs, the movement will soon become sterile. Its life will be short.

Assistance in the implementation of extended programs by local boards, personnel officers, and superintendents will be of critical importance. School districts which show preference to graduates of extended programs will reinforce high school students who are considering teaching as a career and weighing the advantages and disadvantages of longer and more expensive preparation - and extending the date when they can be gainfully employed. Not only will employment preferences be necessary, but other rewards, such as salary and assignment, should be made in view of the additional and presumably superior credentials these graduates will carry with them into the profession.

Improved salaries, which result from teachers' entry into the profession at the Master's level, will add to school district costs. But in many instances the additional salary will be paid by the state. In any event, it can be argued logically that the presumed increase in the quality of performance will more than offset the additional costs. In reality it is a "chicken-and-egg" issue: can major increases in teachers' salaries be achieved without the public seeing - and believing - that teacher capability and performance have been improved?

It would be naive to expect the supportive attitudes described above to be either automatic or even easily established. There will be detractors and opponents to the movement. State legislatures will raise endless questions to which educators will need to give more responsive and more persuasive answers than has typically been the case in past discussions about needed improvements. The answers must deal directly and specifically with the need for better programs, how extension of programs will produce better teachers, and what better teachers will mean for students and for society in general.

Persuasive answers will not be forthcoming of course, from those members within the profession who are unconvinced of the need for and the feasibility of program extension. Even a moderate degree of opposition within the profession could delay if not abort the movement. Stated bluntly, the question really becomes one of whether the various segments of the profession become responsive and supportive or whether by inaction and prolonged internal disagreements they become a part of the problem.

Consensus within the organized profession will be difficult to attain, not just because of the genuine opposition some members will have, but also because of the high degree of fragmentation which exists within the profession. Coalitions recently emerging could be helpful in this regard. Smith (7) calls for such coalitions. In response, Salmon (8) suggests the use of one already in existence, namely, The Forum for Education Organization Leaders. The magnitude of the task of extending preparation programs will likely require the utilization of all existing coalitions whose agenda relate directly and indirectly to teacher preparation and teacher performance.

All of this is simply to say that the goal of program extension will not be easy and that for it to be achieved broad support and active involvement must be forthcoming by related groups, organizations, and agencies. But we should keep in mind that progress in this kind of endeavor, especially in our type of society, is often slow and extremely difficult. But it is an attainable goal, and there is strong evidence to support the need for such an undertaking.

### Summary

It has been suggested that at least five sets of issues will be involved as discussion ensues about the proposition that the current, four-year curricula in teacher education should be extended. The issues will likely pivot about the major topics of (a) the adequacy of the knowledge base in teacher education, (b) additional costs associated with the extension, (c) difficulties encountered by colleges and universities, (d) legal matters, and (e) relationships with external groups. Some of the most apparent arguments, pro and con, were cited.

Undoubtedly, additional issues will surface as the proposition of program extension is discussed and considered by more and more institutions. As serious efforts get underway, it is worth remembering that making changes in any professional preparation program is complex, controversial, and slow. The question of program extension in teacher education is certain to be no different.

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- <sup>4</sup>Gallegos Arnold M., "The Dilemma of Extended Programs," Journal of Teacher Education, Vol. XXXII, January/February, 1981, p. 6.
- <sup>5</sup>Smith, "A Design for a School," p. 2.

- <sup>6</sup>Peseau, Bruce and Orr, Paul, "The Outrageous Underfunding of Teacher Education," Phi Delta Kappan, October 1980, pp. 100-102.
- <sup>7</sup>Smith, Othanel, "Pedagogical Education: How About Reform?" Phi Delta Kappan, October 1980, p. 90.
- <sup>8</sup>Salmon, Paul, "Let's Study Pedagogy with a Coalition Already in Place," Phi Delta Kappan, October 1980, p. 92.

#### Section 4

#### Scenarios of the Future

Whether the profession adopts strategies to ensure a change to extended programs of teacher education or decides to seek improvements within the four-year baccalaureate model, the consequences of our decision will impact schools, colleges, and departments of education, K-12 education, and the profession for years to come. The members of the Task Force decided to include as a final section in this paper a brief analysis of some consequences under both options.

#### Scenario One: The Profession Retains the Four-Year Model

1. Because of supply-demand factors, the profession cannot seriously consider more comprehensive programs for the education of new teachers during the remainder of the century. Social responsibility suggests the need for sufficient numbers of minimally qualified new teachers to take precedence over the establishment of a more thorough initial teacher education program. The opportunity to include information from the synthesized and codified research base is limited. Institutions must make even more difficult decisions about the distribution of required work among general education, academic specialization, and professional education.
2. The number of low ability applicants for teacher education will decrease primarily because of minimum qualifications decreed at the state or institution level. The number of high ability applicants remains low.
3. Standards for teacher education are increasingly mandated by those outside the teacher education unit including legislators, state boards, and institutions. Included are admission and graduation requirements and program content.
4. The teaching field remains relatively unattractive to highly competent higher education students. The relatively low salary and compensation structure for

teachers shows little improvement, and the social prestige of the teaching field remains relatively low.

5. Turnover rates among teachers remain relatively high as many teachers burnout and seek other vocations and as others despair of low income and seek better paying jobs. Long-term commitments to teaching as a career are infrequent.
6. Some states and regional agencies consider alternative teacher preparation models. The apprenticeship model receives much attention; a college degree qualifies one for employment, and on-the-job supervision is used to provide the professional knowledge and skills. A second popular option is similar to the apprenticeship model; all professional work is completed during a one-year post-baccalaureate program, half of which is supervised student teaching.

Scenario Two: The Profession Commits Itself to Professional Extended Program Models

1. Enrollments in teacher education decline temporarily as students question the virtues of an extended program while salary and other conditions remain unattractive in teaching.
2. Schools and states adopt salary structures to recognize the extended preparation of new teachers, demonstrating that the public is willing to pay more for better qualified teachers.
3. The quality of applicants for teacher education improves and the number of applicants increases. Good students are attracted by the intellectual challenge of the program and the prospects for a professionally rewarding career.
4. The social prestige of teachers improves. Articulate, knowledgeable, and committed teachers persuade the public that teachers are competent professionals with capabilities not shared by all college graduates.
5. The effectiveness of K-12 education improves, as measured by the knowledge and skill levels of high school graduates and the decreased incidence of pupil disenchantment and personal problems.
6. Teacher education units enjoy more acceptance on their institutional campuses. The level of institutional support increases. Conditions for teacher education faculty become more similar to those found in other professional schools.
7. Teaching becomes more of a lifetime career. Burnout is less frequent for those adequately prepared for the challenges and opportunities in the schools. Fewer teachers seek other, more financially rewarding positions.



8. Teacher education faculty have more and better opportunities for research on the teaching and learning process. Educational research becomes more scholarly and better accepted by the public and campus colleagues.

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## TEACHER COMPETENCY ASSESSMENT

A Position Paper Prepared by an AACTE Task Force

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### Background

Among the characteristics which uniquely differentiate professions from other occupations is the obligation on those in the profession to establish entry criteria related to requisite knowledges, skills, and attitudes, to determine which persons have met those criteria satisfactorily, and to authorize those persons to enter into practice.

Throughout much of the history of the teaching profession, the larger public was largely willing to vest entry decisions solely with the preparatory institutions with those decisions most often taking the form of recommendations to a state agency which perfunctorily issued a required certificate. This is no longer the prevailing case.



The public has been made acutely aware of the long term decline in student achievement across a broad range of measures, and where institutions have failed to provide quality assurances concerning entry competencies (or where they are perceived to have failed), laws and/or new agency mandates have been promulgated to give the public those assurances.

Regardless of the source of pressures to change, it is the position of the American Association of Colleges for Teacher Education that responsibility falls heavily upon Schools, Colleges, and Departments of Education (SCDEs) to increase the rigor of their preparation programs and to institute additional safeguards against the licensure of persons not adequately prepared to educate the nation's youth.

The magnitude of the problem is being exacerbated by several attendant factors many of which will respond slowly, if at all, to any remedial action which might be undertaken by SCDEs:

1. many persons of high potential who might opt for teaching as a career are dismayed at potential earnings in the education profession in comparison to those in other career areas, and the quality of students entering many SCDEs has declined dramatically as a result;
2. tax rebellions have reduced the likelihood that teachers' salaries will be made more competitive in the near future;
3. public esteem for persons in the profession is declining;
4. research results are making SCDEs ever more aware that only a limited amount of the variance in the professional quality of their graduates is dependent upon the elements of program quality under their immediate power to influence;
5. significant changes in teacher quality could come from improving the quality of the students admitted to preparation programs, and yet SCDEs have almost no control over the political, social, and economic forces that are determining who will apply to become teachers; and
6. an impending teacher shortage seems likely to increase demands for more teaching personnel just at a time when quality would have to be further eroded to meet those demands.

The above frustrations notwithstanding, it is the position of the AACTE that member institutions are obliged to proceed expeditiously with the tasks associated with improving both the quality of those whom they admit into teacher education and the quality of the programs which will prepare them to become teachers. Furthermore, it is the position of the association that competency assessment is a vital and essential part of any effort to strengthen teacher education programs.

### What Shall be Assessed?

If the quality of those persons who ultimately are to become teachers is to be improved, then improvement must be centered on those aspects of professional practice which have the power to influence both the nature and quality of education. The Association subscribes to no single model program nor could it presume to set entry or exit standards for each member institution. However, it does hold that each institution is itself responsible for establishing not only entry and exit standards but also those standards for retention that will prevail throughout the preparation period.

In establishing the range of knowledges, skills, and attitudes that will be assessed, SCDEs must relate assessments to program goals and objectives and to professional requirements. "Profile of a Beginning Teacher," now in preparation by another AACTE Task Force, may prove useful in addressing the question, "What shall be assessed?"

### What Should be the Range of Assessments?

To be effective, competency assessment should include measures from the cognitive, affective, and performance domains including attitudes held, skills developed, and knowledge acquired. With the range of competencies so extensive, the Association cannot support any assessment plan which relies solely upon a single instrument. Rather, it is the Association's position that the assessment process must incorporate multiple and diverse procedures and devices.

The range of assessments should include both objective and subjective procedures, and should give consideration to including such things as:

1. campus supervisors' reports,
2. clinical and preclinical observation records,
3. field supervisors' reports,
4. grade point averages,
5. interview records,
6. pencil and paper tests,
7. plan books and prepared instructional materials,
8. professional diaries and portfolios, and
9. video and audio records.

The utilization of these and other devices and procedures should provide SCDEs with sufficient information on the quality of their candidates to permit appropriate professional judgments to be made.

### By Whom Shall Instruments, Criteria and Norms be Prepared?

Organizations and agencies other than SCDEs have interests in the various aspects of teacher competency assessment. The Association supports collaborative efforts to develop

instrumentation and to prepare both evaluative criteria and norms. Collaboration is appropriate among:

1. SCDEs,
2. subject area departments and colleges,
3. commercial test firms,
4. psychometricians,
5. field personnel from local educational agencies, and
6. personnel from state and national educational agencies and organizations.

The Association believes that SCDEs alone cannot secure the best information available concerning the competencies of their candidates and that the best assessments procedures will devolve preparing and controlling the quality of teachers.

By Whom Shall the Assessments be Made and by Whom Shall the Judgments of Competence Quality be Made?

The licensure decision may be the most crucial point in teacher competency assessment programs, but qualitative judgments must be made at many points throughout the preparation and practice period with many persons and agencies participating in the assessment activities. The following chart is designed to identify some points at which judgments need to be made and the persons or agencies who should participate in the process.

<u>Points of Assessments</u>	<u>Assessing Agents</u>
University admission	Admissions officers
Teacher Education admission	SCDE and subject area personnel
Teacher education retention	SCDE and subject area personnel
Admission to clinical practice	SCDE and subject area personnel
Completion of clinical practice	SCDE, subject area, and LEA field supervisors
Graduation	SCDE and subject area personnel
Initial licensure	SCDE, subject area, and LEA personnel, and state certification bodies
Employment	LEA personnel
Tenure	LEA personnel
Permanent licensure	LEA and state agency personnel
Promotion and salary	LEA personnel



### How Soon Should Competency Assessment Programs be in Place?

The Association's position is that the time for action on teacher competency assessment is now. In twelve states, legislation has already been passed requiring competency assessment for professional entry or for certification. In thirteen other states, state boards of education and/or state departments of education have mandated some form of assessment. Four other states are in serious discussion about the merits of competency assessment, and in four additional states, legislation was introduced which later died in committee. (See document by J. T. Sandefur entitled "Competency Assessment in Teacher Education: A Compilation of State Activity.")

The public's demand that teachers be in command of professional level knowledges, skills, and attitudes and its demand for accountability has goaded state agencies into precipitous action at phenomenal rates.

In those twenty-five states where competency assessment programs already have been mandated, it is too late to participate in the initial design of the programs. However, it is not too late for SCDEs in those states to initiate leadership activities toward the redesign of competency assessment programs where the mandates have been ill-conceived.

For those SCDEs not yet under mandates, some time remains for the design and implementation of entry, retention, and exist assessment programs. Immediate action could forestall unrealistic programs from being legislated or mandated without benefit of professional expertise which is available for creative program development.

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The assessment of teacher competence is a complex and demanding task. Determining what is important enough to be assessed, determining the manner of the assessments, and coordinating the efforts of all those who participate in the assessment processes require the active participation of all persons and agencies who bear any responsibility for the quality of teachers.

AACTE is an association of SCDEs, and the Association calls upon all member institutions to take the leadership role in the design of teacher assessment programs, in the implementation of those programs, and in the coordination of all persons and agencies whose contributions are essential to the further improvement in the quality of the nation's teachers.

### Next Steps for AACTE

It is evident that the staff and Board of Directors of AACTE will continue to support the Resolutions endorsing competency assessment passed by the membership in Dallas, Texas. However, more definition of AACTE's position is needed than was contained in the Task Force's Position Paper. For example, the question of "what should be assessed" remains largely unanswered. Research and practice have not yet definitely

identified those knowledges, skills, and attitudes essential to teachers for effective practice. Moreover, having identified those necessary knowledges, skills, and attitudes, what are the criteria and instruments by which they may be measured?

Certainly AACTE will not attempt to develop a rigid and inflexible model for assessing teacher competency and impose such a model on teacher education institutions. Apparently, what is needed is a more generic guide to the knowledges, skills, and attitudes necessary for an effective teacher education program and a flexible model that suggests both process and instruments for assessing competency of the teacher education product.

An AACTE task force continues to work on a document entitled Profiles of Excellence. It is expected that the document will address the complex subject of knowledges, skills, attitudes, and other components necessary to delineate excellence in teaching. It is further expected that the document will be invaluable in addressing the issue of "what shall be assessed." Having determined what should be assessed, the logical next step will be to present a "cafeteria" or "smorgasboard" of instruments and processes whereby institutions can build a viable assessment system.

A first step toward this goal will be in place by the AACTE November Board of Directors meeting. Members of the now combined Task Forces of Profiles of Excellence and Competency Assessment will revise and expand the competency assessment position paper. The expansion will include recommended instrumentation and procedures.

I believe that the competency assessment of teachers movement presently in vogue will continue for a few more years. It will continue until teacher education institutions convince the public that our product is pedagogically sound and safe to practice with their children. I also believe that AACTE's position in support of competency assessment is both logical and necessary. I will await with anticipation AACTE's efforts to provide directions for SCDE's and the public on effective assessment of the competency of teachers.

A summary of Teacher Competency Assessment in thirty-three states follows on the next page.

# Teacher-Competency Evaluation in 33 States

Teacher competency assessment, which may set education school admission and/or graduation standards, is mandated or under consideration in 33 states. And some states are considering measures which would remove accreditation from schools whose graduates do not meet competency standards.

State	LEGISLATION				STATE DEPT OR STATE BOARD				LEVL.				REQUIRE TESTING				Other Provisions of Competency
	1970	1971	1972	1973	1970	1971	1972	1973	1970	1971	1972	1973	1970	1971	1972	1973	
Alabama																	National Evaluation Systems are used in Alabama. State Dept. has administered 501 ACE for one of 10 years to be administered.
Arizona	HB 2084																Arizona Teacher Proficiency Examination introduced (Effective 7/81) applicants must score 75% correct. By 1981 applicants must score 80% correct.
Arkansas	Act 616																The National Factors Examination will be used. Standardized rubric scores effective 7/82.
California																	Law will require competency tests of all teachers and teacher candidates in history and grammar.
Colorado	HB 1112																Legislature requires testing in competencies and content and oral language skills effective 7/83.
Connecticut																	State Education Department continues studying issue but no action at this time.
Delaware																	State Department has conducted a study on competency testing and is reviewing activity of other states.
Florida	CS 58 549																The House vote on the Florida Teacher Certification Bill passed during past year. 70% majority. 1/2 of all state teachers will need this year's exam. Applicants must complete a year long beginning teachers program.
Georgia																	Teachers limited to previous professional test of knowledge in teaching. Performance assessment on 11 general competencies during 1981.
Illinois		SB 628															SB 628 filed in committee during past year. State Board of Education is studying this year's study of teacher education. A full-scale competency assessment.
Indiana																	State Superintendent has discussed higher certification standards with teacher education group regarding competency assessment.
Iowa		SF 476															SF 476 would require competency in basic and advanced content and oral language skills.
Ireland																	For the 1983 competency assessment in mathematics and professional skills will be required for all teachers. Minimum 70% of 25 Q's will be required for granting 25 Q's will also be required for teachers seeking re-entry plan.
Kentucky																	The State Board of Education is studying the issue of testing in basic and professional skills. A proposal for testing in basic and professional skills plus a workshop in teaching is pending.
Kentucky	HT 216																The HT 216 would place an emphasis on Q's.
Massachusetts																	Chapter 92B requires the state to provide an assessment system for teachers. The assessment system will be based on standards developed by the state superintendent and approved by the legislature.
Massachusetts		SB 7															On 5/81 the Board of Education gave the Board staff to prepare the study and the department of education is preparing a proposal for testing in basic and professional skills plus a workshop in teaching is pending.
Michigan		HB 570															HB 570 requires that a study be conducted to determine the need for a competency assessment in content and professional skills. A study is pending for 1981.
Minnesota	HB 848																Legislature is studying the issue of testing in basic and professional skills. A study is pending for 1981.
New Jersey																	Legislature is studying the issue of testing in basic and professional skills. A study is pending for 1981.
New Mexico																	The legislature approved SB 799 for the study of professional skills. A report has been published in the state journal.
New York																	Planning is under way. The State Department of Education has recommended a testing program and a workshop in teaching is pending.
North Carolina																	Committee on the State Board of Education is studying the issue of testing in basic and professional skills. A study is pending for 1981.
Ohio	HB 1768																HB 1768 would require testing in basic and professional skills. A study is pending for 1981.
Rhode Island	HB 787																HB 787 would require testing in basic and professional skills. A study is pending for 1981.
South Carolina	HB 1117																HB 1117 would require testing in basic and professional skills. A study is pending for 1981.
South Dakota																	State Superintendent is studying the issue of testing in basic and professional skills. A study is pending for 1981.
Tennessee																	Legislature is studying the issue of testing in basic and professional skills. A study is pending for 1981.
Texas	SB 10																SB 10 would require testing in basic and professional skills. A study is pending for 1981.
Virginia	HB 304																Legislature is studying the issue of testing in basic and professional skills. A study is pending for 1981.
Virginia	HB 1773																HB 1773 would require testing in basic and professional skills. A study is pending for 1981.
Washington		SB 311															SB 311 would require testing in basic and professional skills. A study is pending for 1981.
TOTALS	10	10	0	0	12	1	0	0	12	11	10	12	10	0			

STATE DEPARTMENT OF EDUCATION, 1981

A Description of Activity in Competency Assessment of  
Teachers in Thirty-Three States

Arizona

In January, 1979, HB 2034 was introduced requiring all candidates for certification to pass a national standardized test in English and math selected by the State Board of Education and to score at the 50th percentile or above. The bill died in regular session. It was reintroduced in the second special session as HOB 2024 where it passed. A task force was appointed to review, find, or develop an appropriate test. On June 22, 1981, the Arizona State Board of Education adopted Rule R7-2-604 on Teacher Proficiency Testing. The rule prescribes that all applicants for basic or standard teaching certificates be tested in reading, grammar, mathematics, and additional competency areas as may be required by the Board.

The Arizona Teacher Proficiency Examination (ATPE) was adopted with the provision that effective July 1, 1981, an applicant must score at least 75 percent correct responses. By January 1, 1982, all applicants must score at least 80 percent correct responses to qualify for certification. A further provision states that the Professional Knowledge Subtest shall be incorporated into the ATPE on a field basis from July, 1981, through June 30, 1982. During this time at least 50 percent correct scores will be required for a passing score. A ten dollar fee is charged each applicant for administration and evaluation of the ATPE.

Alabama

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

In December, 1979, the Alabama State Board of Education developed a resolution designed to validate the competencies of teachers in communication skills, professional studies, and in the separate teaching fields. The resolution passed the Board by a seven to one vote. The National Evaluation Systems has been employed to develop an English language proficiency test to be passed prior to admission to the undergraduate teacher preparation program. They are also preparing the teaching tests and academic tests for administration in 1981. The state requires a score of sixteen on the ACT for entry into teacher education programs.

Alaska

Alaska has no legislated or state department of education mandated provisions for competency assessment of teachers. However, an effort was recently completed (Governor's

Administrative Order #64) where by a Governor's Task Force on Effective Schooling was charged with preparing a report designed to establish criteria for effective schools and to provide a measure of accountability. Apparently, the creation of the task force was designed in part to offset hastily-conceived attempts by legislators and others to impose accountability standards which might be ineffective or detrimental to educational programs in the state. That motive was not, of course, reflected directly in the order. The results of the task force's report are not presently available.

### Arkansas

Act 814, passed by both the Senate and the House, directed the State Board of Education to promulgate rules and regulations for teacher certification that include the concept of competency testing as a condition for certification. The bill specified the National Teachers Examination or a similar exam designated by the State Board of Education. Mandated cutoff scores on the NTE will become effective in February, 1983.

### California

California issues a Bilingual Certificate of Competence based on an assessment. Also, a Resource Specialist Certificate of Competence may be issued on the basis of completion of either an approved program or an assessment.

There is presently a bill in the legislature (Hart) that would require competency tests of all teachers in literacy and arithmetic. Whether it shall apply to teachers currently employed or to those who enter public schools is still to be determined by political process. Still to be determined are the extent of the requirement and the responsibility for developing and administering the test.

### Colorado

Senate Bill 153 was introduced in January, 1979, and intended to mandate competency testing for both students and teachers. Teachers were to be tested in basic skills and professional understandings prior to certification. The bill did not get out of committee. However, House Bill 1412 was introduced and passed in the Spring of 1981. It requires basic skills competency testing for prospective teachers. The bill provides that all teachers seeking certification in Colorado shall be screened for competence in oral and written English communication and in mathematics. The State Board of Education is to adopt uniform state standards as rules and regulations for acceptable competence in the basic skills. The effective date is January 1, 1983.

### Connecticut

The Staff Development Unit of the Bureau of Curriculum and Staff Development of the State Education Department has recently held four regional workshops in the state dealing with issues of teacher preparation and certification. One of the issues intensively discussed was that of assessing teacher competency both prior to initial certification and prior to the issuance of a standard/continuing certificate. A plan for competency assessment is expected to be recommended in the Fall of 1981.

### Delaware

The Delaware Department of Public Instruction has collected a file on competency testing and is presently reviewing the activities of other states. The present certification policy allows fully certified teachers to take the National Teachers Examination and, based on a score of 50 percent or better, they can be awarded an additional certificate.

### Florida

CS/SB 549 was passed in June, 1978. The bill specified that by 1980 all teachers seeking certification must demonstrate on a comprehensive written examination, mastery of those minimal essential generic and specialization competencies and other criteria as shall be adopted by the State Board of Education. The SBE was charged with responsibility for developing tests of ability to (1) write, (2) comprehend and interpret, (3) read, (4) understand fundamental math concepts, and (5) comprehend patterns of physical, social, and academic development in students. An additional provision was a fifth-year internship and a passing score on a nationally normed college entrance test for entry into teacher education programs.

The Florida Legislature, since enacting CS/SB 549 in June, 1978, has made several changes. Specifically, they are:

1. The legislature deleted the second ability to be tested on the Florida Teacher Certification Examination, namely the ability to comprehend and interpret. They have added, beginning July 1, 1982, the ability to recognize and be aware of the instructional needs of exceptional students.
2. The written examination may be taken by a teacher education major prior to graduation.
3. Beginning July 1, 1982, teachers who have not had three successful years of teaching experience out of the State of Florida must complete a year-long beginning teacher program. The beginning teacher program is a name replacement for the fifth-year internship and also applies to all beginning teachers.
4. Effective July 1, 1982, all programs in teacher education must have at least 80 percent of their graduates pass the Florida Teacher Certification Examination in order for their program to continue to have state approval.

### Georgia

The State Department of Education developed a plan for performance-based certification. Applicants for certification after July 1, 1978, must pass a criterion-referenced test of basic knowledge in their teaching field. In addition, applicants after May 1, 1980, will receive a non-renewable certificate valid for three years, during which time they must demonstrate acceptable performance on fourteen generic competencies as assessed by the Teacher Performance Assessment Instruments. The process is going well. Fifteen percent of applicants

are screened out through the Teacher Certification Test. Approximately 65 percent of the first-year teachers met performance criteria on all fourteen generic competencies. Indications are that most of the beginning teachers to be carried over for a second year evaluation will meet performance requirements.

### Illinois

Senate Bill 1481 provided for development by the State Board of Education of a proficiency examination for teachers and administrators. The legislature took no action on this bill in the Spring, 1980, session. Recently, however, two significant actions have occurred in Illinois. First, in the General Assembly during the past year a bill (SB 603) requiring the testing of all applicants for all certificates including teaching, administrative, and school service personnel certificates was introduced. The bill died in committee. Secondly, the State Board of Education has committed itself to a two-year study of teacher education--preservice and inservice--which will include attention to the desirability of using a variety of means for assessing applicants for certificates. One of these means will be the use of competency tests.

### Indiana

The State of Indiana does not currently have a competency assessment of teachers. Although a legislative committee as well as the Teacher Education Advisory Council has studied such an assessment, there has been no formal action.

Recently, however, the State Superintendent talked with the Indiana Chapter of AACTE regarding the possibilities for upgrading admission policies to teacher education programs--suggesting that perhaps this is where competency testing should occur.

### Iowa

In 1980, Senate File 2251 would have required all initial applicants for certification to demonstrate through a written comprehensive examination a mastery of minimal essential generic and specialized competencies including writing, reading, math concepts, and physical, social, and academic development of students. The bill was unique in that it also would have required exams of employed teachers. The bill did not pass. A second bill, Senate File 470, was introduced in the Spring of 1981. The bill was similar to SF 2251. It, too, did not pass. Many believe it will be reintroduced again soon.

### Kansas

Senate Bill 191, introduced in 1979, specified that all applicants for issuance, renewal, or reinstatement of certificates to teach shall satisfactorily pass an English and mathematics proficiency examination. The bill did not pass. However, four bills (three House, one Senate) requiring applicants for teacher certificates to have passed competency tests were introduced in the 1981 session of the Kansas Legislature. All of these bills were referred to Education Committees and are still there. It is understood that the committees were waiting to determine what action, if any, the State Board of Education

took regarding competency testing of teachers. At their April meeting, the State Board did take action which requires a proficiency test on the basis skills in mathematics and communication skills for admission into a teacher education program at all Kansas accredited universities and colleges. The test will be uniform throughout the state. Also, the Board approved a 2.5 GPA for admission to teacher education programs.

At the July, 1981, meeting of the Kansas State Board of Education, objectives and goals for competency testing were adopted and May 1, 1982, was set as the initial date for administering the test to teachers.

### Kentucky

The Kentucky Council on Teacher Education and Certification made a recommendation to the Kentucky State Department of Education on competency assessment of teachers. The recommendation was in two parts: (1) entry into teacher education programs and (2) certification. The recommendation for admission into teacher education requires that all applicants score at the 12th grade level or above on a standardized test in English and mathematics. It also requires an overall GPA of 2.5 before admission to student teaching. The State Board of Education approved the recommendation and the requirements become effective with the entering freshmen of 1981.

The recommendation for competency testing for certification will require a State Department of Education administered test of basic skills, professional knowledge, and academic knowledge. It also recommends a one-year internship or probationary year where the beginning teacher is assessed on professional skills by a team of three. Following successful completion of the internship, the teacher may receive a provisional teaching certificate valid for ten years. The recommendation is pending State Board of Education action but is expected to pass with only minor modifications.

### Louisiana

The Acts of 1977, #16, prescribed 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 was charged with administration of the policy and he chose the NTE. The cutoff scores have proven to be a source of controversy in the state. Act #816 of 1980 provides that persons who score within 10 percent of the appropriate cutoff score on the NTE may be employed by a school system for a period not to exceed two years. When the appropriate score is presented, the standard certificate will be issued.

Pending approval is a Board of Regents proposal on admission standards that will require the ACT composite score and a sliding GPA: e.g., an ACT of 16 and a GPA of 2.2 whereas an ACT of 14 will require a GPA of 3.2. The Regents propose that no student be admitted with an ACT score below 14.



Massachusetts

In 1979 after more than four years of study by the Advisory Commission on Educational Personnel and following six public hearings held throughout the Commonwealth, the State Board of Education adopted new regulations for the certification of educational personnel, which take effect September 1, 1982. These regulations shift emphasis of certification for teachers from course work to demonstrated competence in teaching as determined by the college supervisor and the cooperating practitioner during the student teaching practicum. There are five common standards for the classroom teacher which set the tone for the regulations. According to these standards, the effective teacher:

- ... is knowledgeable in the field proposed for certification;
- ... communicates clearly, understandably, and appropriately;
- ... designs instruction to facilitate learning consistent with the needs and interest of the learners and so as to maintain a sense of order and purpose in the classroom;
- ... uses the results of various evaluative procedures to assess the effectiveness of instruction; and
- ... is equitable, sensitive, and responsive to all learners.

Mississippi

SB 1812 was introduced into the 1980 legislative session. The bill passed the Senate but failed in the House. It would have required the State Department of Education to establish or determine a standardized testing instrument for all candidates seeking entry into teacher education. In 1981, Senate Resolution No. 7 was introduced requesting the Board of Trustees of state institutions of higher education to adopt minimum standards for admission into teacher education. The resolution passed the Senate but did not get out of the House Education Committee. As a result of Resolution No. 7, the Board of Trustees, on May 21, 1981 authorized the Board staff to proceed with the development of more stringent standards for admission to teacher education. No action is presently available for publication.

Effective September 1, 1981, every teacher who is to be certified must have a signed statement by the dean of education stating that they are competent in twenty-three specific skills. Unless recently changed, Mississippi still requires an NTE score of 850 for certification.

Missouri

On May 14, 1981, the Missouri State Board of Education established a regulation requiring prospective teachers to make a passing score on either the ACT or SAT before being admitted to a teacher education program. The regulation has the following implementation steps:

1. Basic competency requirements will become effective July 1, 1983, for all students prior to formal admission into the professional teacher education programs of the institutions of higher education in Missouri.
2. The American College Test (ACT) or the Scholastic Aptitude Test (SAT) will be used to test for the competency required.
3. If a student has previously taken the ACT or SAT, the institution of higher education may accept those scores.
4. An entry-level score will be established by July 1, 1983, based on accumulated data. As of July 1, 1981, institutions will begin collecting student data on one or both of the tests to assist in determining the entry-level score.
5. A student testing below the established entry-level score may qualify for formal admission into the teacher education program by:
  - a. Retaking the ACT or SAT and scoring at or above the established entry-level score.
  - b. Demonstrating entry-level competency in appropriate college courses and on tests administered by the institution. This option may be used in those exceptional instances where, in the judgment of the faculty, the ACT or SAT does not reveal the student's basic competency.
6. Students with physical handicapping conditions preventing valid test administration of the ACT or SAT may be evaluated for basic competency in reading, English usage and mathematics through appropriate testing instruments and/or procedures by psychometrists designated or approved by the appropriate academic officer of the institution.
7. Each institution in Missouri with a teacher education program shall develop a written policy to implement the above requirements as part of its planned teacher education program.

#### Nevada

Assembly Bill 848, enacted during the 1979 session, provided for the creation of a committee to study the continued professional development of teachers. The committee has been active and made a recommendation for a post baccalaureate fifth-year internship for teachers. This pilot internship was to be conducted at two sites within the state and limited to ten interns per site. The State Department of Education was to be responsible for evaluating the pilot internship over its two-year duration. The evaluation was to include basic skills and pedagogical proficiency. Unfortunately, the pilot study recommended by the legislative subcommittee was not funded by

the 1981 legislature and is not in progress at the present time. According to sources, the State Superintendent of Public Instruction and members of the Commission on Professional Standards for the State intend to push forward on the fifth-year internship.

#### New Jersey

The 1980 legislature authorized the appointment by the Governor of a committee to recommend some kind of competency assessment of teachers in (1) general education, (2) subject matter specialization, and (3) pedagogy. The committee was authorized under existing educational regulations and policies listed under Title 18A of state statutes. The committee was appointed and has submitted its final report. Competency assessment was not among the recommendations.

#### New Mexico

The New Mexico legislature designated via the appropriations bill an amount of \$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 has been formed. The first meeting was held on October 22, 1980. The accountability study has been completed with interim reports presented to the State Board of Education and the Legislative Education Study Committee. While these interim reports have been accepted, no specific actions have been recommended or taken.

#### New York

A task force to look at the improvement of teacher education was appointed in 1975. The final report of the task force was submitted to the State Department of Education on April 1, 1977. It recommended that: legislation be introduced establishing teaching as a licensed profession, a licensing examination be developed, and that beginning teachers be considered "interns" and provided with supportive services. After three years of work, hearings, and consultation, the Board of Regents proposed as part of their 1981 legislative/budget proposal that the following five-point program be established:

1. Legislative enactment of the declaration that teaching is a licensed profession.
2. A licensing examination for admission to the profession.
3. A year-long intership for beginning teachers that includes supportive services by the employing district and evaluation by the state.
4. A statewide program of coordinated inservice education.
5. A formalized system, by each district, of annual review of professional performance.

In the 1981 legislative session, no action was taken on any of the items. They will be submitted again in 1982. The Regents did approve a regulation which established the date of September 2, 1984, as the initiation of the examination requirement for new applicants for certification. Implementation is dependent on an allocation of funds for development of the examination.

### North Carolina

North Carolina has used the NTE since 1964 as a criterion for certification. More recently (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 the matter of competency assessment of teachers, developed a joint approach to the matter. The joint resolution adopted by both the SBE and the Board of Governors will require (1) the development and implementation of pre-teacher education screening in the basic skills including English, fine arts, social studies, math, and science and (2) the development, validation, and implementation of criterion-referenced tests covering the various program areas and disciplines as a prerequisite for initial certification. Some elements of the quality assurance program are to be implemented by July, 1981, and the entire program by July 1, 1985. The scores on the NTE were increased on July 1, 1980, and again on July 1, 1981. Work still progresses on the development of appropriate tests, but apparently no money has been appropriated.

### Oklahoma

House Bill 1706 has been passed and signed into law in Oklahoma. Among its provisions, the bill requires competency in oral and written English. It requires the State Department of Education to develop curriculum examinations in various subject areas and grade levels for the purpose of insuring the academic achievement of licensed teachers. Students are eligible to take the examinations after having completed 90 college credit hours and may take them as many times as necessary. Graduates of teacher education programs will receive a license to teach which is valid for one year. They will serve as entry year teachers during that year at full pay and with full responsibilities. They will be monitored by a three-person committee made up of a consulting teacher, a school principal, and a college professor. Certification will be recommended by this committee. The law also provides for a range of inservice activities. The competency question is addressed, therefore, by focusing on academic preparation, on teaching performance during the first year, and on continuing education activities. The State Department of Education has been active in developing competency examinations and other regulations required by the law, which is to go in effect on February 1, 1982.

### Rhode Island

House Resolution 7687 would have requested the State Board of Regents to require competency tests at least every two years. The resolution did not pass. No additional legislative action is expected during the next session of the legislature. However, new certification requirements for vocational teachers require the applicant to pass a written and a practical examination in the vocational area for which he seeks certification. The new regulations take effect October, 1981.

### South Carolina

Act 187 was passed into law in 1979 by the General Assembly. It requires (1) the selection or development of a basic skills

examination of all students entering teacher education programs, (2) a state-developed proficiency examination to be administered prior to certification, and (3) three evaluations by a team during the provisional year of teaching. The program is to be in place by July 1, 1982.

#### South Dakota

The State Superintendent plans to initiate discussion at the September State Board meeting relative to the establishment of the NTE for teacher certification. Information on the results of the meeting is unavailable.

#### Tennessee

The State Board of Education mandated (November, 1979) that all applicants seeking admission to approved teacher education programs shall (1) attain a minimum raw score on the California Achievement Test (a 1979 minimum of approximately the 9th level to a 1982 requirement of approximately 12th grade level) or (2) present an ACT score of 17 or a SAT score of 765. In addition, the directive specified that, commencing January 15, 1981, all applicants for teacher certification shall furnish the SBE a report of scores attained on the NTE common exams.

#### Texas

Recently-passed Senate Bill 50 prescribes:

The State Board of Education by rule shall require satisfactory performance on a competency examination of basic skills prescribed by the board as a condition to admission into an approved teacher education program. In addition, the board by rule shall require satisfactory performance after graduation on a comprehensive examination prescribed by the board as a condition to full certification as a teacher and shall require satisfactory performance on a separate examination prescribed by the board as a condition to certification as a superintendent or other administrator. The board shall prescribe the method of determining the satisfactory level of performance on a test under this subsection.

Planning is now taking place to implement the legislation, and rules will be adopted by the State Board of Education to carry out provisions of the bill. This effort was also funded for \$1,000,000 for test development. No tests have been identified and it is expected that this will be a rather long, involved process of people and time.

#### Vermont

Legislation introduced in 1979, HB 304, specifying that no teacher shall be certificated after June, 1979, who had not passed the NTE in both the common exam and the relevant specialty exam, failed to get out of committee. The topic continues to be active in the state; however, no action has been taken to date.

#### Virginia

Section 22-204 of the Code of Virginia has been amended through the recently enacted HB 1723. The rules of certification now require that every teacher seeking initial certification on or after July 1, 1980, take a professional

examination prescribed by the State Board of Education. The State Board of Education decided that the professional education examination prescribed by HB 1723 would be the National Teacher Examinations. Teacher candidates for initial certification are required to present scores in both the common and an additional appropriate area examination. As of this date, no cutoff scores have been instituted; only a set of scores must be presented. Validation studies are being planned to permit the establishment of cutoff scores.

#### Washington

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

#### Wisconsin

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

#### Summary

- \* Thirty-three states have taken some action relative to competency assessment of teachers.
- \* Twenty of these states have introduced legislation to accomplish the assessment. Of those states, twelve passed the legislation, legislation is still pending in two, and eight failed to pass the legislation.
- \* In twelve states the department of education or the state board of education mandated, or directed in some way, the competency assessment of teachers. Action is pending in one state and under discussion in five others.
- \* Twelve states have required testing for admission and seventeen have testing required for certification. Eight states require testing both for admission and certification.
- \* Eighteen states require testing in basic skills areas, usually English and mathematics. Twelve require testing in professional skills and ten require testing in academic areas.
- \* Six states require performance assessment on the job, usually during a probationary period of one or more years.

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AACTE's Task Force on Accreditation:

Its Developing Proposal\*

Dr. William E. Gardner

My purpose in this paper is to discuss with you the work of an AACTE Task Force which has been preparing a proposal for changes in national accreditation. The Task Force had been specifically charged by AACTE with recommendations for revising NCATE or with the development of an alternative accreditation system. While the work of the Task Force has not as yet been completed, we are far enough along to permit extensive discussion of the several issues involved in our work and the plan under consideration.

The topic demands some attention to context, and I will need to provide a description of NCATE and the NCATE process presently and a discussion of some of the problems and issues in this process.

First, then, a brief explanation of what NCATE is. NCATE is the agency which exists to accredit programs in teacher education on a national basis. It has won the right from the Council on Post-Secondary Accreditation of the Federal Government to approve such programs. The Council consists of either twenty-six members, or thirty-six members, depending upon the purpose the Council is sitting to fulfill. Let me explain that rather mysterious statement. The Council has eight representatives from AACTE, appointed by AACTE's Board of Directors and eight representatives from the National Education Association appointed by the Executive Board of that group. Both AACTE and NEA contribute \$65,000 in annual dues to NCATE. In addition to those two groups from the major constituents of NCATE, there is one other large group (sometimes called the "Third World") which is composed of other constituent organizations. The membership from this group currently is as follows: the Student NEA, the National Council for Teachers of Mathematics, the Council of Chief State School Officers, the National School Board Association, the American Association of School Administrators, the Association for Educational Communication Technology, the Council of Exceptional Children, and the National Association of School Psychologists. Each of these constituents pays \$8500 each year for its seat on the Council. In addition, there are two public members who have full voting rights but who do not pay dues.

These constituents make up NCATE as it exists for one of the two kinds of major decisions for which NCATE is responsible, those dealing with policy decisions on accreditation matters.

NCATE makes other decisions, those regarding each of our institutions, and whether we are accredited. For that set of decisions, the Council has recently decided that it will add

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ten associate members to the Council. The Council has had associate members in the past, but they have not had the right to vote on accreditation decisions. Associate members will now pay a fee of \$2500 and join with the other twenty-six on the Council when it decides on accreditation matters.

Yet another aspect of the NCATE picture is the Coordinating Board. It is not part of NCATE, itself, however. The Coordinating Board exists primarily to determine membership and decide financial matters for NCATE. It is a kind of holding company, if you will, one which holds NCATE in the sense that it defines its membership, and determines its financial structure. It is held by the same constituents that I mentioned earlier (AACTE, NEA, and the other constituent members).

In summary, national accreditation in teacher education is a very, very broad base of membership. There is to my knowledge no other accrediting agency in any professional field in the United States which has as broadly based membership as does NCATE. I think this is a very distinct difference and reflects the breadth of interest and concern over teacher education matters in this country.

One other comment is necessary. People always ask, "How do people vote in NCATE?" Is there a party line followed by each of the constituents?" It is possible to discern at times a party line vote, particularly among some constituents on matters associated with standards and procedures. There has never been a time in my experience, however, where votes on accreditation decisions have been made on a party line basis.

For at least ten to fifteen years, the principle on which NCATE has operated is the kind of parity principle I described. Parity in this sense means equal representation on all boards and committees for each of the three major constituents. It is pretty obvious from all of this that higher education does not enjoy a majority of the votes on either policy matters or accreditation. It is also very easy to see that all of the decisions that are made by NCATE, every decision in the policy arena, and of course, every decision in the accreditation arena, deeply and sometimes crushingly, affect institutions. That makes national accreditation a very serious proposition for the institutions involved. It seems to me that the institutions need to constantly remind the other constituents that it is relatively easy for those constituents to vote for additional number of standards, or higher standards, or more frequent visits. It's very easy for other constituents to vote for those kinds of principles because their organizations, their constituencies are not directly affected by it. Mine is, and I feel that responsibility very, very deeply.

The particular task force on which I am serving and for which I am speaking today was originally charged by Dean Corrigan when he was President of AACTE in a letter which says in part the following:

I am writing (he writes to ask Dale Scannell) to ask you and the task force on accreditation of AACTE to develop an alternative accreditation process. The

members of the Executive Committee, of AACTE that is, wanted to leave to you the recommendation of whether this alternative should replace NCATE or be seen as an organizational process model that would significantly modify, but not replace, the existing Council.

Clearly, the task that the President of AACTE, its Board of Directors, and most certainly our task force has taken is one which said that national accreditation through NCATE is a concept which needs to be examined and strengthened; it does not need to be replaced. And I would like to expand somewhat on that principle. I think it is absolutely clear that AACTE's leadership has consistently favored NCATE as against other forms of national accreditation or as against no national accreditation. Certainly, the members of our task force have adopted the same principle. Now this support rests on the conviction that NCATE has done quality work in accrediting teacher education over the years. We would not argue that all of the decisions of NCATE have been completely reliable or that they have necessarily been correct. We would argue that the influence of NCATE over the years has been beneficial for the most part. Let me illustrate that point by referring to the standards. Later on, I will note some of the criticisms of the standards from our Task Force, and indeed we believe that they need revision. But over the years the standards have functioned to provide a stronger national position for teacher education than otherwise possible because they have given teacher education some leverage, if you will, on institutions of higher education and, hence, they have functioned well.

For example, the governance standard; that standard has succeeded in inserting a national accreditation body between the forces which seek to control teacher education. This national agency has forcefully pushed the principle that those who are prepared in teaching fields should be responsible for teacher education and should control it. The governance standard, I would argue, has been a very powerful force in defining teacher education over the last three decades.

Two newer standards, those on multicultural education and special education, have shorter, but equally distinguished histories. Again, I am not going to try to justify either the ambiguity and the ambitiousness of these standards. But I am going to claim that in teacher education we have a rather deplorable tendency to stand still until somebody from the outside forces us to change. The purpose of the multicultural standard is to encourage teacher education to make the multicultural nature of American society part of the content of programs. The special education standard, of course, grew up in response to PL 94-142, a law which does not mention higher education. But the law has important implications for teacher education and the special education standard says we should take them seriously. Without NCATE, would teacher education have made adjustments in these areas? Probably not.

I hope I have made clear that the Task Force's purpose and goals are not rooted in a view of national accreditation which sees NCATE as a disaster area suitable for Federal aid. There

have been a number of criticisms and concerns expressed over NCATE, however, and I will list a number of these which have arisen over the last few years. I will note also some of the actions taken by various groups that reflect the nature and the seriousness of those concerns.

First, in 1976 the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Institutions reported the results of a survey of its membership, which noted several major criticisms of the NCATE process and recommended reforms based upon their analysis. Now this Association has a membership of approximately 120 institutions and includes most of the doctoral degree granting universities in the country; it is an influential group. That group has appointed a special committee to recommend a course of action to the membership on accreditation.

In 1980, the Teacher Education Council of State Colleges and Universities (TECSCU) conducted a survey to determine the degree to which its membership considered NCATE standards to be adequate, the level of support for the process, and the opinions on voluntary versus mandatory accreditation. On the basis of that survey, TECSCU made several sweeping recommendations in a resolution which passed its membership unanimously.

A third focus of concern is manifest among other institutions of higher education reflected by the decisions of several Wisconsin institutions, most notably the University of Wisconsin at Madison and at Milwaukee, to withdraw from NCATE and the decision in other states to assess the value of NCATE and presumably to decide whether further participation is warranted. This statement suggests that the number of institutions volunteering for accreditation has declined, but this is not the case. However, there is some concern among many of us when large, high quality institutions question the NCATE process and decide to withdraw. It is also a source of some concern when governing boards of systems of higher education direct their vice presidents to assess the worth and value of NCATE, (a move which suggests that the real motive is financial).

A fourth source of concern has arisen during the past several years among some of the constituent organizations, which have questioned their membership and their participation in the NCATE process. The SNEA, for example, has notified NCATE of its desire to shift from constituent to associate status at the end of the current year because of a difficult financial condition. Specialty groups (e.g., NASP and NCTM) have expressed concern that the standards are not specific to the characteristics of good teachers in their particular fields. The Council of Chief State School Officers (superintendents and commissioners of education in the various states) is considering dropping its membership, again because of difficulties associated with paying dues. Other organizations have similar concerns, all of which bodes ill for NCATE.

Considerable concern has been expressed over the organization and management of the enterprise within the NCATE organization itself. A proposal addressing the need for substantial "redesign" of NCATE was requested by the Coordinating Board and developed by the NCATE staff in late 1981. This resulted in a

paper written by Lyn Gubser and David Poisson, who was then Associate Director of NCATE, the goals of which were to organize NCATE more effectively, to finance the organization to be less dependent on the fortunes of its constituents, and manage the Council in a more effective fashion.

A sixth source of concern came from a study which was conducted by Chris Wheeler, under the auspices of the Institute for Research on Teaching at Michigan State University. This study pointed to some of the weaknesses and some of the inconsistencies in the NCATE process and in Council decisions. The specific recommendations made out of the Wheeler study are addressed to a recent issue of NCATE Update, so I need not review them here.

The preceding comments raise issues across a broad range of NCATE actions and identify a variety of problems and issues. At the grave risk of some great amount of oversimplification, I believe that the following statements correctly identify the major concerns and problems coming out of this set of comments on NCATE. These are the ones to which the Task Force has addressed its concern.

First, there is deep concern about the NCATE standards. Fundamental to the success and integrity of any process of accreditation is a clear and unambiguous set of standards which can be uniformly and reliably applied across institutions. As a group, the standards of NCATE are perhaps more accurately described as broad goals or process statements which outline desirable directions for teacher education or encourage new emphases for given kinds of organizations, rather than hard, fast, quantifiable standards. Such broad statements may, in fact, be tolerable when the accreditation task is basically developmental. That is, when it seeks to help an institution identify weaknesses and to improve its teacher education program, but such broad statements probably are not tolerable when regulation is the goal. It is obvious to even a casual observer that a shift that has taken place in ten or fifteen years has been from a situation where by and large NCATE was in a developmental mode to one which has become very definitely a regulative one.

A third comment about the standards is that some of them now appear to be irrelevant in the current form. The standard on governance, to which I referred to glowingly a while back, seems irrelevant to many long established state universities and colleges and departments of education. Further, the Standard is broadly drawn and ambiguous. While we believe that the governance issue is important, we believe that the standard needs revision, at least, and that NCATE should consider making a given governance arrangement a precondition rather than a standard. The standard on competence and utilization of the faculty seems again to be more of a precondition for an accreditation visit than a standard in my judgment, and I think the other members of the task force agree. If it is to remain a standard, it needs considerable strengthening because if an institution cannot demonstrate to the satisfaction of its several clients that its faculty is a good faculty, well-prepared, hard working, productive and linked with schools in some fundamental way, then that institution should not pretend to be in teacher education. The

standards on admission, retention and advising of students seem simply to advocate that such a system exists for each of those functions. It does not set standards for admission and retention of students. We believe that one of the great weaknesses in the field is our lack of knowledge about the academic and personal characteristics of our students. It seems to us that we have pitifully few data about the admission and retention of people to teacher education programs and, hence, we cannot say much about what policy changes should be made. In our view, NCATE could well provide a clear, high goal for institutions through the adoption of a standard requiring selective admission procedures for teacher education.

Let us move away from the Standards for a moment to the question of teams. Uniformly, NCATE teams are composed of interested, independent, and objective people. They also, however, uniformly include some members who are on a first team visit. Even though training is required for all of those people, common understanding and consistent application of standards are very difficult when the standards are subject to so much interpretation by inexperienced people. Institutions frequently raise questions as to whether team member backgrounds are appropriate or sufficient for the types and levels of programs they review. The criteria for appointment to teams depend more fully on who a person represents than whether an individual has competence.

A fifth area of concern is the duplication that exists between national accreditation and state approvals. National specialized accreditation is a voluntary form of self-regulation which is very unique to American education. In addition to voluntary participation in accreditation, though, teacher education is subject also to reviews by state agency program approval. Thus, national accreditation must be sufficiently unique and important to sustain acceptability and support within institutions and among professional and governmental agencies and to justify the cost and effort associated with the process. State agencies have the legal right for both institutional and program approval in teacher education. In the last decade, SDEs and the teacher commissions established in several states have moved aggressively to upgrade their efforts in institutional and program approval. Since both the standards and the process used in the state reviews are quite similar to NCATE's (in fact, quite often they are derived from NCATE's), there is considerable redundancy between the two. Further, since teacher education programs must be approved by the states, NCATE should concentrate its reviews on the teacher education unit (e.g., college or department of teacher education) and insure that the SCDE has sufficient resources to support high quality teacher education programs.

The sixth area of concern is the cost incurred by an NCATE visit. To stay accredited, an institution has to pay a basic fee to NCATE and a supplementary fee for each of the programs accredited. The average annual dues for NCATE membership are approximately \$350. Further, institutions support NCATE through dues paid to AACTE, which in turn provides the basic support mentioned earlier. The institution is also responsible for all of the costs of a team visit. Such costs will range in a typical



year from \$4500 to \$12000 depending, of course, on the size of the team and the distance its members must travel, and the complexity of the programs being examined. In addition, there is the actual dollar cost and the opportunity cost of faculty and administrative time in preparing the self-survey. Compared with other accrediting agencies, such costs are not large, but one must bear in mind that institutions frequently have similar costs associated with state visits to their campus, and they clearly must win state approval in order to maintain their teacher education programs. In such circumstances, the cost of NCATE appears to be very high to some of its clients, particularly now when people are looking at every dollar that teacher education spends.

Another major concern is the issue of accreditation versus reaccreditation. The NCATE process at present does not distinguish between an institution which has achieved accreditation and one which has not in terms of the nature of the materials prepared, the scope of the team's visit, the standards and criteria applied, and so on. Many people in teacher education believe that it should be possible to differentiate these processes which would lead to economies of scale and cost.

An eighth problem is a set of questions which exists about the relationship between team observations and Council judgments. While NCATE is probably no different from a number of other accreditation agencies, there is great concern that the process contains serious flaws which may lead to a lack of reliability in the system.

A ninth concern is that NCATE suffers from a lack of clear purpose. Traditionally accreditation has been expected to contribute to the purposes of stimulation for improvement within institutions as well as providing quality control for regulation. Both critics and alarmed supporters of accreditation claim that the current emphasis on consumer protection detracts from stimulation for improvement and may, indeed, be unjustified in terms of the questionable validity of NCATE standards and questionable reliability of Council judgments.

Lastly, a variety of additional concerns exist. Complaints have been made about the inability of the Council to rate the importance of different standards, even though many people firmly believe that standards do differ in their importance to a favorable Council decision. Some institutions believe that the Council acts in a heavy handed way; some believe the operation is closed, that participation is limited; some claim that decisions are biased in favor of small or single-purpose institutions while others claim that the bias favors large, multi-purpose institutions; this last point reflects what may be a general lack of trust or confidence in the system.

Many of the basic concerns and problems with NCATE flow from the sheer size and complexity of the task faced by the Council. Of the approximately 1350 SCDEs in the United States, 536 are accredited by NCATE. Although a minority (40%) of the total is accredited by NCATE, the number is several times larger than any comparable accrediting agency. Each of these institutions accredited by NCATE is now on a seven-year cycle so that

each year approximately seventy-seven institutions must be visited by NCATE teams. This number, of course, is increased by the fact that institutions will request accreditation for new programs or for subsets of their programs (e.g., new graduate emphases) on an "off cycle" basis. The teams are rather large (the average size team size in 1981 was nine, with the range in size from five to sixteen) and make a relatively brief visit to each campus. Council votes to accredit or not on the basis of the written reports of the institution (the IR) and the team.

The magnitude of concern among institutions of higher education and the erosion of confidence among other important groups about the usefulness and validity of teacher education accreditation suggest the importance of a careful review of the NCATE accreditation process. The current process has some important and desirable characteristics, not the least of which is the forum NCATE provides for the cooperation of teacher educators, practicing teachers, representatives of specialized professional groups, and representatives of the general public. The deliberations reviewed in this paper are premised on an assumption that a modification of the process is needed but most likely can be accommodated without diminishing or eliminating the strengths of NCATE that have been developed through the years of diligent effort and professional commitment.

We believe in the voluntary nature of accreditation and in the cooperative structure which has so uniquely characterized NCATE. We also appreciate the multiple lines of accountability which are imposed on teacher education with the growth of organization at the state level and the growing need for institutions to seek cost effectiveness. Keeping all of these elements in mind, we have developed a proposal which seeks to yield at least the following results:

1. More complete and useful information about teacher education programs relevant to decisions by prospective students in selecting schools to attend and to employers in recruiting new teachers;
2. A focus of attention on institutional and program qualities that are well above minimal standards so that institutions will be stimulated to improve;
3. A report of information including, but not limited to, assessments that provide constructive assistance to institutions seeking improvements;
4. A reduction in the cost of accreditation including direct expense as well as faculty and staff time;
5. A system that uses information congruent to the extent possible with that needed for internal evaluation, budgeting, and planning;
6. A system that complements and enhances other types of program evaluation, particularly the legally controlling state approval process.

### Proposed System

Although the Task Force has not as yet completed its work, discussions have reached a point where an outline of a new system is in place. The specifics of our proposal may well change in some respects before it is sent to the AACTE Board but certainly members of the Task Force are in agreement on the main features of the system.

1. Currently, NCATE accreditation is focused on accreditation of programs in certain categories (e.g., elementary); several individual programs are usually subsumed under these categories (e.g., secondary, K-12, special education and so on). This current NCATE process should be revised so that the unit for teacher education, the school, college or department of education, is accredited rather than the specific program categories. The regional accrediting bodies have demonstrated that institutions can be viable and accredited even though they may have weaknesses in some areas. If the weaknesses permeate several programs and are of a serious nature, the entire unit should not, of course, be accredited. But on the whole, NCATE review could be far more helpful to institutions, and we believe, a far more reliable measure of quality, when it is pointed to an analysis of the unit rather than separate programs.

There are several arguments supporting this change.

- a. State agencies are now equipped to do program approval; usually the standards for such approval are very specific and the review process is meticulously done. Many institutions believe that great and unnecessary duplication of effort occurs when NCATE applies its standards to categories and states apply theirs to programs.
- b. No matter how strict the policies of public disclosure that NCATE adopts, it cannot overcome the conclusion by the media and by major clients of colleges that an entire college or university is being discredited when in reality only a particular category is cited as weak or unacceptable. The stigma that is created when one program area is not accredited does indeed affect the whole institution. The fact that in practice institutional representatives look upon NCATE accreditation as institutional makes it both logical and fairly easy to consider moving to unit accreditation.
- c. At present five of the six families of NCATE standards are unit focused, not program directed.
- d. Unit accreditation would provide a more powerful lever for quality than does categorical accreditation because it can interweave three important bases for standards and evaluation; professional best practice, comparison with other units within

the institution, and comparison with other similar teacher education units elsewhere.

This recommendation begs for the moment the issue of the "Specialty" standards, those standards propounded by the professional societies in the specialty areas (NCTM, NASP, NCTE, etc.). These specialty organizations have expressed concerns over standards in their areas and have looked to NCATE to provide them the mechanism for enforcing those standards. This recommendation appears to leave them high and dry.

However, there are several ways in which their legitimate interests can be accommodated within this new NCATE structure. One such would have NCATE separate its approval process into basic and advanced categories. The basic categories would include all initial teaching licenses and would be conducted on a unit basis. After successfully achieving basic accreditation an institution then would decide which, if any, of the specialty standards or advanced (e.g., post-baccalaureate) programs they wished to present for accreditation. The specialty standards would be legitimated by their inclusion in the NCATE process with NCATE left to do the key initial unit accreditation.

2. Eligibility for NCATE review will include current requirements but will be expanded. Current requirements include state approval, regional accreditation, proof of compliance with requirements for equal opportunity and non-discriminatory employment practices, and graduates from programs. Additional new requirements will include what is now covered in Standard 1, Governance. An institutional application for NCATE review will include a description of how the governance standard is met, supported by relevant data.
3. Another key recommendation is to establish a system of continuing accreditation. Once an institution had acquired initial accreditation, it would join a data bank, and the annual NCATE list will be expanded to include a paragraph of descriptive information about the teacher education program and a portrayal of factual information derived from the data bank. For each major factor included, the factor reported will be rated according to standards derived by the Council, as approved through an appropriate process.
4. As noted earlier, NCATE now has some twenty-six standards at every level with more on the drawing board. Members of the Task Force believe that the number of standards can be reduced substantially so that NCATE standards include only those variables which are most indicative of high quality in teacher education. The goal of such a reduction is to increase the efficacy of the standards and to eliminate redundancy.

At the risk of oversimplification, let me simply say that our group believes that the following standards are most necessary to high quality:

- a. Faculty who possess a high degree of competence as demonstrated by their education, teaching ability, scholarly research and writing; these faculty must, of course, be assigned properly and assigned with adequate offices for professional growth and support.
- b. Resources necessary to provide a sound teacher education program and accomplish the goals of the institution's program: The resources should be sufficient to conduct a sound clinical program and enable the faculty to have decent teaching loads which compare favorably with other units in the college or university.
- c. The admission process for students should be such that those accepted into the program show clear promise of being able to complete that program satisfactorily and to become successful teachers.
- d. The educational program in teacher education should be structured so as to demonstrate that students have acquired a sound liberal education, a major in a teaching subject, and the body of knowledge which supports professional practice in education.
- e. The program must demonstrate a clear linkage between the faculty of the college or university, the program of that college, and public schools in the area. This linkage need not be limited to any particular model or pattern as long as the connection is ongoing and the subject of evaluation by representatives of local schools.

This suggested list of standards contains considerable overlap with the broad categories of NCATE standards currently in place, and, as such, constitutes no radical change. It revises the NCATE standards by eliminating much of the redundancy which currently exists between and among standards but primarily by a sharp delimitation of those categories which the Task Force would argue are the most important to insure quality programs.

5. Team composition. The current selection process and current membership of NCATE teams depends more on representation from particular groups than upon expertise in evaluation of NCATE matters. This process of selection leads to interested and reasonably objective team members who, unfortunately, have not had systematic, in-depth training, and who have the opportunity to practice their evaluation skills no more than once per year.

We will propose the establishment of Board of Examiners or Assessors, composed of a relatively small number (150-250) of people drawn equally from the ranks of NEA, AACTE, and other constituent members (this preserves parity) who have demonstrated expertise or who are willing and able to undergo extensive training. The terms of the Examiners would be three years and

each member would agree to serve on two or three visitation teams each year. From this pool, visiting teams could be drawn on a variety of bases; members could be assigned to the team for a one-year period or to three different teams during the course of a year. Membership could also vary depending upon the kind of institution being visited. Teams would visit campuses for about the same time they now do, but would extend the visits by one full day before the campus visit to prepare themselves and by one day spent afterwards in the preparation of a thoughtful and comprehensive report. Special care will be taken by NCATE to demonstrate that these teams are doing reliable work.

These five features are currently being developed into a final proposal. It should be clear that the central goals of the system being proposed are the simplification of the process, the reduction of overlap and duplication, reduction and clarification of the standards, and an increase in the reliability of the entire process. Of course, there are no guarantees that such a process would achieve these goals nor ever that it would be acceptable to those people who need to approve it. It is clear, however, that a critical re-examination of NCATE is needed and that failure to make needed adjustments on the basis of such a re-examination would have serious consequences.



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## CHAPTER IV

### KEYNOTE PRESENTATIONS FOR WORKSHOP CONSIDERATION

Dr. David Imig, AACTE  
Dr. Roberta Felker, NASBE  
Dr. J.T. Sandefur, Western  
Kentucky University

### NATIONAL PERSPECTIVES ON TEACHER EDUCATION

Dr. David Imig

It is a privilege to be with you to comment on the preparation of quality teachers and the delivery of public education. I come to Ball State following a very challenging week with a group of colleagues who are attempting to define what beginning teachers need to know, be able to do and value as they enter the field of teaching. From this they hope to describe an ideal framework for initial preparation toward the end of upgrading the profession. I want to begin with the set of assertions this AACTE group is using because I believe they illustrate the beliefs and efforts the profession is using as it sets out to transform itself.

Among the assertions of AACTE's Profile for a Beginning Teacher are:

that parents and others interested in the education of children are entitled to professionally prepared teachers who:

- are safe to place in schools;
- care and are committed to the education of children;
- are as knowledgeable of an academic field as are those who complete an arts and science program;
- are able to effectively communicate with children, parents, lay citizens, and policy and decision makers;
- value the dignity and rights of every child; and



- are thoroughly grounded in the knowledge base undergirding teacher education.

that teachers require intensive preparation in a conceptual framework within which they can develop diagnostic and planning skills.

that the development of a broad repertoire of teaching behaviors and skills must be a major focus of teacher education, incorporating both theoretical and experimental components.

For example, included in the professional component should be: style of learning - their individual differences and special learning needs and

- (a) knowledge of styles of learning;
- (b) knowledge of teaching methods including differentiated instruction and classroom management;
- (c) knowledge of resources appropriate for specific learning levels and the use of a wide variety of teaching tools including computer aided instruction.
- (d) knowledge of evaluation, including the validation and interpretation of tests;
- (e) knowledge of the education setting, the nature of the school as an institution and the ability to work with parents; and
- (f) knowledge of the profession of teaching and the ethics which guide it.

All of these program components and others are essential to the preparation of a teacher. Each contributes to the shared, systematic and scientific knowledge-base for pedagogical decisions.

A fundamental assertion of AACTE's Profiles is that professional programs should have clear and explicit program objectives reflecting the institution's conception of the teacher's role and in which there is a direct and obvious relationship between these objectives and the teacher education curriculum. The fundamental problem is that this approach grossly underestimates the complexity of preparing a person for effective teaching.

Because I believe in the integration of theory and practice, and in the above assertions and premises I believe teacher education must change, be valued and given added importance. What we need is a new paradigm - not a return to 1950ish MAT programs (although both Florida and Pennsylvania are looking at state mandates to accomplish this goal) because I believe the MAT is no more than a "quick fix" solution analogous of proposals to move school curricula "back to the basics" as the panacea for all the ills that confront the school. Instead, we are advocating that engagement with the real work of teaching should begin as soon as a person thinks he or she wants to teach. Useful work divided up into achievable goals for the most inexperienced, and gradually increasing the required performance of the candidate, is the form of preparation we are advocating. All

dimensions of teacher education -- general education or liberal studies, academic specialization studies, preprofessional study in the undergirding disciplines and professional studies, ought to be integrated. Each contributes essential elements to the education of a competent teacher. As George Denmark has indicated, we must replace our present disconnected approach with a new delivery system for teacher education, one that provides an interlocking process of educational improvement and training at all levels of the educational spectrum. They are interactive elements in dynamic process linking liberal and professional learnings, content and method, theory and practice, and campus and field experience (Denmark, 1981).

### State of the Scene

I believe we are in the midst of one of the most significant debates in the history of American education - and it has to do with teacher education - its purposes, goals and curricula; whether it is a professional program based upon a solid knowledge base or whether it is something to be incidentally procured on the job; whether it is a university activity or something that takes place in a new institution; whether it is an art or a science - and most important - today the debate centers on who shall control teacher education -- the academy, the profession or the state.

America's century old experiment with collegiate based teacher education seems on the verge of a serious transformation - stimulated by the immense loss of confidence by the public in the ability or willingness of SCDEs to insist upon quality in those they recommend to teach and the frustrations of practitioners in dealing with teaching and learning. Academic leaders, media types, state and federal officials and teacher leaders give impetus to this movement - as does added competition for scarce resources among a rising number of academic programs on the campus and political constituencies in the society. In this climate, detractors such as Mortimer Adler and Ernest Boyer issue tomes, Congressional committees hear testimony, state legislatures appoint study commissions, teacher organizations release reports, and national and regional agencies and associations make recommendations.

Indeed, detractors are in abundance. Currently we are being subjected to a plethora of reform efforts - SREB, SHEEO, ACE, NEA, NASBE, CCSSO, CBE have all mounted studies. A host of state agencies, the National Commission on Excellence and even the House of Representatives have held hearings on the reform of teacher education. Within the series of such reports and policy recommendations an important distinction needs to be drawn between those that propose strategies to better control teacher education (and teaching) and those that recommend ways to better the training of teachers. This is an important distinction. On the one hand we see many attempts to exert further controls, impose more restrictions and mandate additional changes that potentially will change significantly how we go about preparing teachers - including who is to do teacher education. On the other hand we see few efforts to improve the capacity of teacher educators and the capability of teacher education programs to prepare effective beginning teachers.

This is a theme that I will return to on several occasions during this presentation. It is a theme that needs examination because of the incursion of the state and academy into the affairs of teacher education programs and the unwillingness of both domains to accept the notions of professional authority, responsibility and autonomy. Let me quickly assert that:

the state has a legitimate role to play in the preparation of teachers;

the academy must be deeply involved because of the "all university" responsibility for teacher education, and

the profession ought to play a more vigorous role in licensure and quality control.

My hope is that we as a profession will join together to refute the assumptions upon which many of these studies are based and find ways to better the training of teachers. My message to those who will listen is that the profession - teachers and teacher educators - are serious in their own efforts to transform teacher education, and that were we in charge of our own destiny we could accomplish great change. Instead, our efforts are retarded. The outside intervenors limit the ability of SCDEs to respond:

1. the enrollment rollercoaster of the past decade has resulted in significant reductions in the size of SCDE faculties and a pronounced decrease in the feeling of security among faculty within the academy;
2. the well documented decline in the quality of the applicant pool, brought on by a variety of economic and social problems, has further eroded the status of campus-based preparation programs and changed the basic level at which instruction can be presented;
3. the underfunding of teacher education programs, as documented by Peseau and Orr (1980), and the use of weighted student credit measures as the quantitative determinate for the distribution of resources within the academy has reinforced this problem - signaling to many that the state is unwilling to provide the time and money necessary for professional teacher preparation.
4. the accountability of teacher education programs to a myriad of masters - from both the Board of Regents and Board of Educations to Commissions and Professional Practice Boards - as well as a host of employing agencies, academic committees and university officers throttles innovation and change; and
5. that while we are prepared to mount significant changes in teacher preparation programs, SCDEs have almost no control over the political, social and economic forces that are determining who will apply to become teachers, the content and nature of all but one-fourth of the program, or the conditions which candidates will face upon leaving our institutions.

### Challenges Beget Opportunities

The above frustrations notwithstanding, it is my assertion that SCDEs are obliged to recognize that they are creatures of both the state and the academy and must implement reform efforts designed to restore the confidence of the public in the commitment of SCDEs to quality rather than the marketplace. It seems imperative that we proceed expeditiously with the task of enhancing our programs and our students and give serious attention to ways of resolving the constraints increasing the resource base, attracting and producing greater quality products and regaining the cooperation of the profession.

Given the basic theme that teacher education is currently caught in a vigorous "tug-and-pull" between competing groups attempting to exert controls on teachers and teacher educators - then it should not be too surprising that teacher educators view many of the "reform efforts" as merely more means to similar ends. The advocacy of quick fixes - the search for panaceas - the attempt to identify "low cost" remedies and simple solutions - threatens us. The most blatant of these efforts are those recommendations of outside groups that call for the waiver of certification requirements for either certain fields (where shortages exist) or at initial entry in order to accommodate arts and science graduates - which depreciates the efforts of teacher educators and demeans the professional knowledge base undergirding teacher education. Why do we tolerate this for teaching when we would never accept it for medicine or law or engineering?

How we can tolerate untrained teachers in schools is beyond me. Bright, caring, intelligent arts and science graduates are abundant but they aren't qualified -

they don't know anything about sequencing of content or curriculum development;

they don't know anything about test construction or the interpretation of standardized tests;

they don't know anything about learning theory or understand how to manage a class of thirty unique and different individuals;

they don't know about diagnosing various handicapping conditions or developing appropriate educational programs;

they don't know anything about the laws that shape our educational programs; and

they lack a repertory of teaching or instructional strategies to use in various situations and with different children.

### Quality Controls

A second common recommendation in task force reports is the introduction of basic skill assessment for admission, the imposition of minimal competency testing for graduation and performance assessment after initial certification. A number of southeastern states already have in place their own assessment procedures which I would argue are efforts of the state

to exert maximum controls on teacher education. At least thirty-four states share this effort with mandated competency testing and another eleven are using admission exams. This has had a particularly devastating impact upon the entry of minority candidates into the profession. Through the use of such screens, states in the southeast are excluding significant numbers from the teaching force. According to SREB, Louisiana certified 2,800 teachers in 1981; the two largest predominantly black institutions produced less than forty of these teachers. Of Florida's 5,000 new teachers in 1981 only 200 were black. All teacher educators need to give serious consideration to this issue and to the larger policy issues of minority representation in the teaching force (Witty, 1981).

AACTE's own resolution's process has generated endorsement of quality improvement efforts. We believe in the use of assessment procedures - but we urge policy bodies to understand their responsibilities to the preparation of minority teachers. The AACTE advocates a series of assessments - not a one time up or down test - at a variety of critical junctions in the student's evolution to that of a practicing professional (Heald, 1981):

1. as entering Freshmen - relying upon ACT and SAT scores;
2. as second semester Sophomores applying for admission to teacher education - relying upon a variety of entry procedures but certainly including: (a) GPA, (b) recommendations and interviews, and (c) scores on basic knowledge, English proficiency and mathematics tests - (which places primary responsibility for initial preparation on the arts and science or general education faculty);
3. as Juniors admitted to the program in teacher education - with the development and filing of a "degree plan" with an advisor within the professional school and the monitoring of both regular academic work and various clinical exercises - and the attainment of measurable competency on a significant number of modules, units or competency-based projects;
4. as applicants for licensure - including an assessment of pedagogical knowledge and drawing upon national achievement tests of professional competency;
5. as provisionally certified first year teachers, hopefully, while a part of an internship experience with appropriate mentor, principal and IHE assessments and follow-up studies; and
6. as practicing professionals - during the third and fifth years - to provide feedback and evaluative information to the preparing institution - and, perhaps, leading to professional licensure.

These resolutions argue for continuous student assessments through a portfolio approach to ~~be~~<sup>be</sup> included as an important aspect of all approved teacher education programs; but, all

tests should be administered by the college responsible for the program; test items should be related to the goals and objectives of the program; and the primary emphasis should be upon diagnosis rather than discrimination. These resolutions argue against any single instrument being used, rather, assessment processes should rely upon multiple and diverse procedures. AACTE believes that tests should not be "laid on" as a single definition of teacher competence by state or academy. We believe the imposition of tests are efforts to use low cost solutions to alleviate major problems. I would argue that while the use of such screens and hurdles is absolutely necessary they may lead to a major problem - i.e., the creation of a profound teacher shortage.

We are on the threshold of a major teacher shortage - brought on by: (a) declining enrollment in SCDEs - with less than half as many students enrolled in teacher education programs as in 1971; (b) the "echo baby boom" children reaching school age; (c) the simultaneous flight from teaching of scores of teachers who were hired in the late 1950s to accommodate the post WWII "baby boom"; (d) changes in employment opportunities for women and minorities in other fields; (e) coupled with the increasing number of female teachers who are heads of families (and, necessarily, must move out of teaching to secure sufficient salaries) and the inability of both male and female teachers alike to survive as heads of households on their salaries without moonlighting.

While there is some uncertainty regarding the potential impact of the residual pool or reserve pool of trained but unplaced teachers on this shortage, the most recent Condition of Education suggests that by 1985 the supply of new teachers will fall short of demand - with significant shortages of new graduates in the late 1980s. Another overlooked but related fact is that the age group from which teachers traditionally are drawn will decrease by 25 percent during the next eight years. This will force teacher education to compete with other programs and opportunities - (both within and outside the university) - for potential applicants - at a time when student preferences for teacher education have fallen significantly and are likely to continue to fall - with less than 2.2 percent of men and 7.0 percent of women of this Fall's college going population indicating a preference for teacher education - down almost 50 percent from a decade earlier.

#### State Initiatives

What we need as much as hurdles and screens are magnets to attract bright and able students into teacher education. Indeed it is absolutely essential to attract young men and women of energy, intelligence spirit and capacity for leadership as well as devotion to learning. We must begin early with future teachers clubs, career days, visits to college programs, and special seminars and presentations by teachers and teacher educators (McGeever, 1981). We must reinforce such recruitment efforts with the enactment of scholarship and loan programs for teacher education candidates - including forgiveness provisions in existing loan programs, i.e., reductions in the repayment of loans in exchange for years of service as a teacher. Finally,

increases in teachers salaries must occur now to attract top college students to teacher education and to stop the current flight of good career teachers from their classrooms. Indeed, competitive salaries are a prerequisite to bringing about all of the other conditions for quality that are mentioned.

For those interested in better teacher training as distinct from more controls let me point to three or four ideas drawn from other states and regions:

1. The most attractive of these is the Florida supervised beginning teacher program which provides a one year transition from college preservice candidate to fully practicing teacher. B. O. Smith's compilation of research findings and the description of generic competencies in six domains is an important part of this effort. The state, the university and the profession will be involved in an internship program that is designed to enhance the knowledge and skills of beginning teachers. Significant appropriations have been made to design and implement this program. Recipients of BA/BSc degrees who secure a teaching position in a participating district will have a reduced teaching load, lots of consultative help through peers and mentors and an on-going assessment program (to both identify trouble spots and evaluate final outcomes). Coupled with the repeal of the tenure laws and the introduction of annual reviews by principals, this is an interesting and controversial step.
2. A second initiative is the Oklahoma effort to strengthen the preparation, induction and continuing education of teachers. In Oklahoma during the past three years a major staff development/teacher education reform has emerged as a result of much collaboration between practitioners and teacher educators. As a professional model it has much appeal. H. B. 1706 provides a framework for (a) raising standards for admission to SCDEs, (b) requiring competency examinations in subject areas before graduation, (c) mandating an entry level internship prior to certification, (d) monitoring the beginning teacher's performance through a professional team, and (3) providing for the continuing education of teachers and teacher educators. I would encourage you to look at the five part agenda as you consider your own course of action.
3. A third effort - one that is only in the final stages of development - is the Maryland Commission on Quality Teaching's thirty-four recommendations to improve both the image and quality of teaching and teacher education in that state. The final report makes recommendations regarding (a) public image promotion, recruitment and admission, (b) funding and all university responsibility for

teacher education, (c) competency examinations and certification, (d) a beginning teacher program, (e) principal training in instructional strategies and evaluation designs, (f) a staff development program and, finally, (g) a series of recommendations on salaries and other incentives for practicing teachers.

### SCDE Responsiveness to a Changing World

Given both the shortage of numbers and the diminished quality of the applicant pool, let me make some guesses about some likely futures for SCDEs arrived at after consulting a number of my colleagues (Howey, 1981; Denmark, 1981; and Wisniowski, 1981):

- the current preoccupation with issues of quality will lead to programs that are more realistic, rational and rigorous in both general and professional education;
- the significant demographic and ethnic shifts in our society - as blacks become a minority within a minority and that minority expands to one-fifth of the society - will place new emphasis upon foundational studies - on the premises and assumptions of schooling in a democratic society. Issues of transitional bilingualism and multicultural or cultural pluralism along with elements of "global awareness" will receive renewed attention. Legal and ethical questions and policy and program decisions that have application to teaching and learning situations will serve as the focus of such efforts;
- coupled with this will be rigorous and explicit provisions for the recruitment of talented ethnic minorities into teaching;
- the emphasis upon integration of experiences and courses in the initial preparation program - culminating in competency examinations - will lead to the setting of goals and objectives that extend beyond individual faculty judgments and, instead, represent broad institutional agreements on teacher preparation - hopefully ending the proliferation of mission and fragmentation of role that characterizes too many SCDEs;
- the integration of theory and practice will also lead to renewed emphasis upon "clinical pedagogy" - "early entry experiences" - and "internships" paralleling the recommendations of B. O. Smith's A Design for a School of Pedagogy;
- the magnitude of attention by the "significant publics" will cause the majority of preparation programs to become more standardized in terms of their focus, program and structure with renewed interest in CBTE, the reduction of courses, and the enormous individualization of program preparation ending the enormous diversity of programs;



- changes in the "life space" provided for initial teacher preparation will occur as we recognize the constraints and responsibilities of our teacher education programs - with more and more extended, five-year or MAT programs appearing;
- there will be greater reliance upon the knowledge base - with students preparing for teaching careers becoming more familiar with the following domains: (a) diagnosis and evaluation of learning (i.e., collection of information about each student to ascertain needs and problems - also ability to undertake formative and summative evaluation); (b) planning and decision making (i.e., knowledge of all those things that constitute preactive teaching - e.g., the manipulation of data/information including the interpretation of standardized test scores, responding to recommendations of the school psychologist, etc. - development of courses - sequencing the actions, etc.); (c) management of student conduct (i.e., classroom management and organization drawing upon the work of Brophy, Good, Kounin and Bourg); (d) contextual or ecological variables (i.e., an understanding of variables that effect student learning and development); (e) management of instruction (i.e., interactive teacher behavior including a thorough knowledge of different instructional approaches and the use of existing and emerging media); and, (f) teacher evaluation and professional responsibilities (i.e., self-assessment and improvement - understanding of responsibilities regarding the profession and the community - intrapersonal skills).
- new emphasis upon technological literacy will generate demands for teachers who possess minimal competency in the use of computers and other technology - leading to critical concerns about equity among SCDEs - with the "haves and have nots" issue becoming very important to those of us in teacher education. We can and we must build upon our expanding knowledge base, apply the new technology and develop a futuristic orientation. To then provide quality programs based on defensible and sturdy academic standards would seem to then put teacher educators in the best position to respond to our critics and detractors.

### Conclusion

In conclusion, let me say that I believe that the most important challenge is not to use the forthcoming teacher shortage as a rationale for going too slow on standards, new quality control procedures and needed improvements in schools and colleges of education. The task before the profession is to carefully consider those challenges that confront the people of this country - and then plan with care programs that draw upon the strengths of many in the community:

- not a preoccupation with screens and hurdles but the design and implementation of ways to promote teacher education;

- not an acceptance of the fact that young men and women of intelligence, spirit, capacity for leadership and devotion to learning will bypass teaching but the establishment of merit based fellowship-scholarship programs and the expansion of the forgiveness provisions contained in existing and proposed student loan programs with appropriate bonding arrangements to draw them into teacher education;
- not the waiver of existing certification requirements but the elimination of emergency certificates and a resistance to proposals to bypass professional education - because unless the "loopholes" which bypass professional program evaluation are plugged the efforts at quality control will be undermined;
- not a toleration of low quality programs and the absence of standards but the enhancement of teacher education programs through partial reliance on national accreditation procedures; and
- not the continued outrageous underfunding of teacher education programs but a commitment to build the capacity within schools of education to meet the crises of quality and shortage in teacher education - with the provision of resources to build the kind of research and development that links innovative SCDEs with schools needing their help.

Since I believe that teacher education has the capacity of becoming (sic) in its scope, program and mission, I believe you must help us move forward. I recognize that our options are limited, that constraints and attitudes exist that will tax the energy, commitment, vigor and leadership of the profession, but I believe you must move forward.

To stay the same is impossible -

To exert new controls is to step backward -

To reaffirm the intrinsic importance of campus based teacher education - to balance the interests of the state, the academy and profession with one another - to commit yourselves to the traditional premise that education is both a societal and a personal good - and to move forward in shaping new and dynamic programs to prepare teachers is our task.

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What is the Role of State Boards of Education in the  
Governance of Teacher Education?

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Background on State Boards of Education

Lay boards of education have been an integral part of school governance for over 175 years. State boards of education although they have not existed as long as local boards, came into being in the early 1800s in several states. At present state boards of education have been established by either constitutional or statutory provisions in every state except Wisconsin, and in every U.S. territory. State boards of education members are elected by either partisan or non-partisan ballot in twenty-four states. They are appointed by the governors in twenty states and selected by other methods in approximately five states. The number of members per board varies from three members in Mississippi to twenty-four members in the State of Texas. The length of their terms varies from four years to nine years. In twenty-six states the state board has the authority to appoint the chief state school officer. In these states, the appointment of the chief state school officer has become more and more important in terms of establishing authority of the state boards. In five states the chief state school officer is appointed by the governor and in nineteen states the chief is elected. Two-thirds of state board people are male, 84 percent are white, 90 percent are college educated/ Graduate degree, 63 percent are between the ages of 40 and 59, 66 percent of the state board members work full time in either professional or managerial level jobs, and the other 25 percent are either working at home or are retired at this time. Forty-four percent of state board members live in cities of over 50,000, 33 percent are active in 9 or more civic activities a year, and on the average state board members spend 10-15 hours per week on state board related activities, outside and beyond their regular jobs as professionals in other fields.

Most state boards of Education have responsibility for vocational education and vocational rehabilitation, and over a number of areas in the K-12 education; they have substantive jurisdiction in such areas as foundation aid programs, certification of professional personnel, school standards and curriculum, district organization and reorganization, buildings and sites, all federal assistance programs and transportation of pupils. Only four state boards have substantial authority over four year institutions of higher education, and only seven state boards have substantive authority over private schools. Legally boards of education are administrative, yet most are authorized to undertake quasi legislative functions. After studying the formal powers of state boards of education, one researcher commented that most state boards of education have the authority to formulate or determine administrative level policies and adopt such rules and regulations as are necessary to carry out these responsibilities. In many instances state boards can indeed

formulate and approve policies needed to supplement those already prescribed by the legislature for the guidance of the chief state school officer and the staff of state departments of education. They do have administrative responsibility; however, fiscal responsibility rests with the legislature and the governor. Therefore, even in states where the board and/or the State Department of Education make recommendations regarding the education budget, the legislature and the governor have a powerful influence over the educational programs and priorities because of their fiscal power. Moreover, legislatures can and do enact laws which affect education directly through nonfiscal education policy, and it becomes imperative that state boards of education establish a meaningful, direct working relationship with the boards and the chief state school officers and their governors if indeed they hope to get anything done. Parenthetically, in a needs assessment conducted by the NASBE, the relationship between higher education institutions and the relationship with the state departments of education and legislatures were the two top priorities.

State boards of education are in a particularly interesting place right now. A study of the policy making influences of state boards of education was conducted in 1972. Based on the opinions of legislatures and the opinions of governors' staffs regarding the impact of educational interest group spokespersons, and state boards of education members themselves, it was concluded that state boards were viewed as very insignificant actors in the policy process. State boards of education do not see themselves as powerful people with a great role at this point in education policy making. Bill Wilken who was a former executive director of our association prepared a report on the future of state boards of education and concluded that the changing character of educational policy making in the last twenty years has placed state boards of education in the position of having to play in a game where most of the rules are stacked against them. *First*, state board members have lost prestige; they've lost prestige nationally and they've lost prestige in their particular states and communities. While state boards were once upon a time near the center of educational policy making, their position has been increasingly eclipsed by acts of the state legislature. *Secondly*, many state boards have found themselves saddled with mounting administrative responsibilities. They are in the role of assuring compliance with court orders, they are handling appeals on civil rights cases, they are sitting in judgment on personal issues which have not been able to be settled at local levels, and as a result their capacity for policy leadership is lessened. They are not only in a defensive position frequently as they represent the state, but they are also in a reactive position. The agendas are set for them by the issues which come into hand; therefore, they are unable to translate their ideas, their research into active policy simply because of the constraints on their time posed by the outside agendas. They are in a position of reacting to rather than creating policy. *Third*, and most importantly I think, a large number of boards have found themselves confronting a serious authority crisis. As the policy making processes become more and more political, state boards have come under increasing pressure. Now with

the symbolic return of power to the states, they are again under ever increasing pressure to respond to a wide variety of issues. Yet at the same time they are in a very weak position to mobilize resources and to concentrate the interests necessary to act effectively. If they differ on issues, they will eventually be regarded as politically impotent. If they act on issues without adequate research information and without adequate support, they will not only be regarded as arbitrary but they may run the risk of having their decisions countermanded at another level. State boards of education find themselves in a "catch-22 position"; they are an institution in transition and are vulnerable.

State boards of education are not only receiving more feedback from outside sources than they ever have before as they attempt to change their role more from a trustee of the public to indeed an independent policy maker within their state, but they are also now responding to three conditions which I think characterize the general atmosphere in education right now. There is a weak consensus right now on education goals. Prior to the 60s this consensus on what education should be doing and how they should go about it was much stronger. The structure of educational interest groups now invites political conflict. We are no longer dealing in an era of abundant resource. As the resources shrink, state boards are pressured more and more to respond to the needs of specialized interest groups which are necessarily competing with one another for funds which are not available. Given the changing roles of the court, opportunities for appealing state board decisions are much more extensive than they have been previously. Previously state board decisions were not resisted or appealed as frequently because of the fact that more limited grounds were available and the courts were reluctant to get involved.

#### Relationship to Quality

What does this have to do with quality in education and the role of the state boards in that process? I would like to read you a quote from Representative Simon's testimony that I think is particularly interesting; it is certainly representative of the kinds of things small associations representing education interests groups hear a lot. He says:

There is a time bomb ticking on the American scene. Those who will soon be teachers are now extremely low scoring college students or high school seniors preparing to go to college. Instead of the teaching profession appealing to our brightest and most able the sad truth is that a quiet resolution has taken place which discourages the best, the brightest and the most able from becoming educators.

Whether or not we agree with Simon's analogy of a time bomb, the public concern and the public voice over the quality of education is really sparking state policy makers to take a renewed interest in the nation's teachers. There are data which indicate that low salaries and the lack of professional expertise and prestige, outmoded education and training received, and growing dissatisfaction with their jobs may be turning both good teachers and potentially good teachers away from our profession. Before

examining the issue of who controls the quality of education and our teachers I would like to mention briefly some of the factors which I think have led to the present situation and use Simon's resolution as an example of the kind of stand that state boards of education must take on these issues.

The pupil/teacher ratio has dropped and teacher supply/demand mismatch is complicating the situation. On the one hand, we hear over supply in some areas; on the other hand, we hear that there are not enough math/science teachers. Such contradictions give one the feeling that we are not doing something right. Ten years ago teacher education institutions admitted only students who scored above group averages for admission tests. Today data is reported that students with average scores are readily admitted to many schools of education. Employed teachers in the eighties are older on the average than they were in the 60s and 70s. They have higher education levels, longer experience and tend to be less mobile. With teacher bargaining authorized in thirty-one states and occurring in practice in most of the remaining ones, teachers have more influence over their working conditions. The prestige level of the teaching profession has dropped. Some observers claim that the media has fueled public dissatisfaction. The articles appearing recently in *Time Magazine* and certainly in the *Washington Post* and in the national level education journals have indicated that indeed we are seeing greater public dissatisfaction. Teacher's salaries have simply not kept pace. Teachers are not receiving the kind of remuneration that keeps them in the profession or that will tempt high quality people to come into our profession. In 1971, 13 percent of the teachers polled in the national survey wished they had chosen something else as their major profession. As a result of these pressures whether or not one believes in each statistic individually, whether one agrees that it is indeed a representative statistic, state policy makers have been pushed to act. They have been pushed to make responses to these claims by their various constituent groups that education is not performing the function that it should be performing. One response which has typified state board responses has been the student competency testing response, to prove that we are doing something. The Northeast Regional Meeting which occurred in Indianapolis, Indiana in May had a major topic on the area of Teacher Competency Testing: whether tests really tested what we wanted to get at, whether in fact students who came out with high scores were in fact going to be better teachers. State board members are more, and more, and more prone to ask questions about what those kinds of tests really tell us about teachers. They are asking for research information with which to respond to public concerns.

Beginning in the mid 1980s we hear that there will be an echo baby boom and that we will once again be seeing a shortage of teachers in many more areas than now. Where will teachers come from and what kinds of teachers will they be? Policy makers will have to begin addressing the issues that I have mentioned briefly as well as issues which we are hearing more about such as student attitudes and safety in the school. Solutions to the problems that I have just mentioned are not quick and easy, for example raising teachers' salaries, expanding and improving faculty development programs, and accepting only



the most able and committed students. Policy options are there and many states have already begun to choose among those options.

### National Policies Do Impact Upon State Boards of Education

In September of 1981 Paul Simon's committee on post-secondary education held a hearing on the issues of teacher preparation, teacher competency and teacher retention. It seems to me as I read this testimony that it reflected three major categories for concern. The *first* is that there were statistical indicators of concern given by the people who testified here. For example, they talked about the decline in SAT scores, the off-sided decline in the education majors fairing the least well of anyone. The *second* category of indicators was school events. They not only talked about statistics but they talked about things which they saw happening in the schools. They saw discipline problems, they saw apathy on the part of the parents, they see a lack of basic educational equipment in the schools, burdensome paper work for teachers, grade inflation. So statistics and events are cited as the reason for the concern. The *third* category is simply the reported lack of quality in the preparation of teachers. Most teachers take a majority of their classes outside of teacher education, the limited amount of money invested in teacher training and teachers who are trained to teach frills rather than basics to our students. In response to the concerns which were heard at this September hearing Simon introduced House joint resolution 429 to establish State Commissions on teacher excellence. These commissions would

undertake consideration of the broad range of factors involved in the entire process by which teachers are recruited, selected and trained from admission to college and university degree programs through preparation for teaching, certification, licensing, and continued professional development as well as issue evaluation reports, including recommendations to Congress.

The National Association of State Board of Education was one of the national associations which was asked to respond to these problems, and in May of 1982 we were asked to testify on this issue. We began by saying that it is certainly true that we share their concerns, but in fact state boards of education have been dealing with these concerns for a long time. It is not new for us that people are concerned and are giving attention to the quality of teachers. One result of state concern in this area has been the institution of competency testing but state boards of education would be among the first to say that clearly this is only a partial attempt to grapple with the situation which is much broader than the issue of competency in specific areas. We do not believe that the addition of another vehicle at the state level is either the most efficient or the most effective way of addressing concerns in quality for at least three reasons. *First* the addition of another bureaucratic level is unlikely to contribute to the smooth resolution of either what teacher competency consists of or how we can encourage excellence in it. Numerous agencies are already involved--the chief state school officers, institutions of higher education, state boards of education, local boards of education. The

addition of one more bureaucratic layer would simply add to the sort of confused, disorganized information that policies are already receiving on these issues. *Secondly*, various agencies within the states are already aware of the issues and a number of states have taken positive steps to do something about this. We have all heard a great deal about Oklahoma, which has contributed \$600,000 and has instituted a multipoint program involving raised admission standards to colleges of education requiring competency in subject areas before graduation, mandating an entry year internship program, monitoring and supporting of beginning teachers' performance with a team representing various aspects of the profession and providing for the continuing retraining of educators and teacher educators. Given such efforts on the part of many states, the addition of another group is unnecessary and it might be discouraging to the efforts that have already been made in various states. What is needed is to encourage the collaboration of efforts that are already taking place with local people attacking local problems in the way that seems to be most efficient to them. In terms of recommendations the association made three. The *first* is to exchange information on whether and how to implement what has worked somewhere else. *Secondly* we need a coordinated process for sharing ideas among state board of education members, institutions of higher education, local board members and constituency that are directly affected by the policy. *Third* we need to continue to learn and to research what is most effective under various conditions. Limited federal money should be put in a place of strengthening and creating national networks to allow state and local policy makers to come together with their colleagues from higher education and from K-12 education in order to work out these kinds of agendas.

### Research

State boards believe that information and research from higher education is not usable for four main reasons. *First*, they feel researchers and state board of education members "live in different worlds." The one lives in an educational research world where one expounds on any topic that one finds interesting and the state board members feel themselves in a tight political world where they are pushed to provide policy decisions on very little information but never-the-less regardless of the information the decisions get made. *Secondly*, they feel that they speak different languages. The technical language of research as opposed to the practical language of policy making. *Third*, they believe that there are different value sets. Again the difference between the values of higher education research, which can afford to have theoretically tidy and lovely ideas as opposed to the on-line folks who are really trying to make policy. *Fourth*, they see very different rewards. The rewards of higher education institutions, the rewards of research, the rewards of teacher education are different, (more theoretical) than the rewards possible for the state board of education people, who no matter who they satisfy will always leave another group unsatisfied.

The results of the lack of information available to the state boards of education are powerful. The first one is that policy decisions are either postponed or they are made quickly. The second one is that of role dissonance in state board members who are professional people, many of them presidents of their own companies, bank executives, professionals. These people have access to information. Making money and having access to power are their respective jobs outside of education. They come in and are almost in a power information vacuum regarding educational concerns. All of a sudden they are the people with the least power, the least access to information, the least access to resources. Their worst fears come true in regard to lack of information.

### The Policy Cycle

The Institute for Research on Educational Finance in Governance at Stanford University reports data on educational policy makers use of research. It states that 85 percent of the policy makers say they use research. Out of these, only 3 percent cited university research as usable. What can universities do to change this? Information is useful only when it coincides with the policy cycle. State board of education members cannot use information that does not coincide with issues that they are discussing. State board policy makers report that they use the written sources of educational news letters, they use research report summaries and they use phone calls. They also use personal notes from visits of people to their offices, from phone conversations. They are accessible, and they indicate that personal conferences are one of their main sources.

It is important that different policy issues require different kinds of information. Some research papers need statistical data while others are looking for a more opinionated approach. The other big issue for us has been the handicap issue. People have opinions about why people believe that one alternative is better than another and examples of how one particular thing has worked in a district and another perhaps hasn't. Keying the format of information to the kind of issue is important for getting that information utilized.

Fourth, many individuals have underestimated the importance of the state and national organizations as information brokers. This can be a costly mistake. Very few people send us information at the national level and ask, "what do you think about this?" Will you respond from a national perspective?" Both NASBE and on what we call the State Education Research Service are going to use local level, state level, university level people in research. Their efforts are among the first attempts that I have seen in which two national level associations are inviting states to respond, to provide their concerns so that the associations can find people in various areas who are interested in doing the research which is needed to complete a policy analysis of an issue. As research resources dwindle, state boards of education members will be looking to the associations as information brokers, therefore it behooves all of us in higher education to maintain contact with association people as a source or as a clearing house for the information which we want to be disseminated.

Another issue relates to the most appropriate format of research reports. Certainly the format and the language have been cited as top concerns for the misuse and the unuse of university research. Efforts of academics are most often too long and too technical. One must share a concern about the reductionist approach to issues, a process of summarizing everything in a paragraph with three implications. When I am faced with the alternative of having the information not used at all, one must try to say what needs to be said briefly. Secondly, the state board members complain about the political decisions which have to be made. A third problem is the poor timing of research. People do not realize what is needed; reports may be sent when the paper is finished rather than sending a two paragraph page saying that you might be able to use this information. If the issue is done, they have very little use for it.



Roberta Felker





Gloria Chernay

Competency Assessment  
in Teacher Education

by

Dr. J. T. Sandefur

I. Rationale for Competency Assessment of Teachers

In 1975 a movement to assess the competency of students in elementary and secondary schools began to sweep the states. So powerful was the notion that the nation's public school students were barely literate, as was the notion that literacy could be legislated, that by March 15, 1978, thirty-three states had taken some type of action to mandate the setting of minimum competency standards for elementary and secondary students. Moreover, all the remaining states either had legislation pending or legislative or state department of education studies under way.<sup>1</sup>

Educators did not lead the competency testing movement. It came directly from the public. In the 1976 Gallup Poll of the Public's Attitude Toward the Public Schools, 65 percent of those surveyed answered "yes" to the question, "Should all high school students in the United States be required to pass a standard nationwide examination in order to get a high school diploma?"<sup>2</sup> The movement was clearly the public's call for reform. Equally clear was the public's conviction that educators either could not or would not change the system. Thus, the legislative and state boards of education mandated action.

It is still too early to determine the results of the national competency assessment movement. Whether it will be the great force in the improvement of American education that its advocates expect remains yet to be seen. Although the results of the movement are still unclear, it is abundantly clear that the movement has spawned a subsequent and parallel movement--the competency assessment of teachers.

The minimal competency assessment of teachers movement was predictable and probably inevitable. If the public, alarmed by

reports of barely literate students graduating from high schools by the thousands, instituted some sort of mandated minimal competency tests for students, why should they not do the same for teachers, many of whom they believe to be barely literate themselves?

In an editorial in the December 1979 Phi Delta Kappan, editor Robert 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 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 percent of those polled said yes, teachers should be required to pass a state exam in their subject areas and they should be continually retested.<sup>3</sup>

The public's call for accountability--no, not call, the public's demand for accountability has been issued: first for demonstrable knowledge and skills of students and now for evidence of the intellectual and professional skills expected of their teachers. The competency assessment of teachers movement is only about five years old, yet, in that short time, the public has been able to convince legislatures and state departments of education to spend millions of dollars in various assessment schema in more than thirty states.

For example, as of October, 1981, thirty-three states had taken some kind of action relative to competency assessment of teachers. As of that date, twelve states had passed legislation requiring competency assessment of teachers, and twelve had issued state department of education mandates requiring competency assessment. Of the twenty-four states with mandates, twelve specified requirements for admission to teacher education programs and seventeen specified assessment for exit or prior to certification. Eighteen of these states require testing in basic skills, twelve require testing in professional or pedagogical skills, ten require testing in academic skills, and six will require some form of on-the-job performance assessment.

These data are evidence that the public fails to believe that we have done our job in three areas: (1) admissions, (2) program quality control, and (3) product evaluation. These data are impressive evidence that the public intends to do something about it.

In an effort to alert the teacher education community to the impetus and strength of the teacher assessment movement as well as to suggest that it was a movement deserving support, the American Association of Colleges for Teacher Education passed two significant resolutions at the Annual Meeting in Dallas in February, 1980. These resolutions were:

1. In recognition of the need for quality teacher education, AACTE supports a test of basic skills as a criterion for entry or continuance in teacher education programs.
2. In recognition of the need for quality teacher education, AACTE supports a program of assessment of professional skills as an exit requirement for teacher preparation programs. This assessment should include: (a) communication skills; (b) human relations skills; (c) generic teaching skills; and (d) subject matter proficiency.

## II. State Practices in Competency Assessment

Practices vary considerably in the way states implement competency assessment of teachers. As indicated previously, twelve states specify requirements for admission to teacher education programs, seventeen specify assessment for exit or prior to certification, and six require or will soon require some form of on-the-job performance.

### A. Competency Assessment for Admission to Teacher Preparation Programs

Although teacher education institutions have long claimed selective admissions to teacher education programs, the data do not support the extensive use of tests of basic skills as a criterion for entry. Carpenter, in a 1972 study of selective admission procedures of one hundred eighty randomly-selected AACTE member institutions, found that practically all used some type of selective admission procedure but only 17 percent used a professional examination of any type. Of those institutions using a professional examination, the most popular test was the Minnesota Teacher Attitude Inventory.<sup>4</sup> Other researchers, including Kuuskraa and Morra,<sup>5</sup> Brubacher and Patton,<sup>6</sup> and Arnold, et al.,<sup>7</sup> basically agreed with Carpenter's findings that practically all teacher education institutions have employed some system of selective admission. The criteria used, however, are primarily grades, recommendations, and interviews. It is evident from the actions of many of the states that the criteria for admission to teacher education will be expanded to include tests of basic skills in an effort to insure that only the ablest teach.

Of the twelve states legislating or mandating competency assessment for entry to teacher education programs (Alabama, Colorado, Florida, Kansas, Kentucky, Mississippi, Missouri, North Carolina, South Carolina, Tennessee, Texas, and Washington), minimal grade point averages and acceptable scores on tests of basic skills are generally required. The grade point trend is 2.5 and the most commonly tested areas of basic skills are oral and written communications and mathematics. Proof of competency in basic skills is frequently found to be acceptable scores on the SAT or ACT. A number of states, however, require a nationally-normed test of basic skills such as the California Achievement Test or the Iowa Test of Basic Skills. Additional information about admission requirements can be found in the summary chart attached as Appendix A and the information on the various states in Appendix B.



## B. Competency Assessment of Teachers for Certification

There has long been a common sense notion that an academic credential represents at least a minimal level of competence. Paul S. Pottinger of the National Center for the Study of Professions contends that this belief exists in spite of significant empirical evidence that credentials are not causally related and often not even correlated with performance in the world of work. He contends that if credentials are not reasonable indicators of non-academic performance, then for purposes of licensing we must look to other indicators of minimum levels of professional performance necessary to protect the public.

Pottinger suggests that tests are the major alternative and, if they are to substitute for credentials, they must be more indicative (predictive) of professional competency than credentials. That, he suggests, is a tall order since the state of the art of testing is not very advanced with respect to prediction. Therefore, much research needs to be done before testing becomes more than a potentially useful strategy.<sup>8</sup>

Unfortunately, the research he suggested to prove testing a viable alternative to credentialing has not been done. The sound research using empirical evidence to identify competent performance, to develop measurement techniques for translating these competencies into measurable variables, and to establish relationships between assessment techniques and job requirements does not exist in definitive and comprehensive documentation.

The lack of definitive research has not diminished the call for competency testing of teachers nor has it slowed the legislative and state departments' of education response to the public's concern. If, as the evidence indicates, at least seventeen states have either legislated or mandated statewide programs intended to produce competency testing for certification of teachers, what brought on the sudden interest in certification? Robert Stoltz has written:

. . . Quite simply, if test scores on nationally-normed college tests are falling, as they have been, then it is 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?"<sup>9</sup>

Stoltz contends, as do other observers of the phenomenon, that the list of states requiring some type of test for teachers will continue to grow. He says: "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 1979s 'faster than a speeding bullet' nomination."<sup>10</sup>

The seventeen states either administering or preparing to administer some form of assessment of teachers prior to certification are: Alabama, Arizona, Arkansas, Florida, Georgia, Kentucky, Louisiana, Massachusetts, Mississippi, Missouri, New York, North Carolina, Oklahoma, Rhode Island, South Carolina, Texas, and Virginia. The most commonly found assessments are state-developed tests in basic skills, pedagogical skills, and academic proficiency. The National Teachers Examination is being used in a number of states with minimum scores prescribed on the Weighted Common Exams, the Professional Education Test, and the Area Examinations. More states are moving toward the NTE because of the high costs of developing state examinations. One state simply requires a 2.5 GPA for certification. Again, more detailed information can be found in Appendices A and B.

### C. Competency Assessment on the Job

Six states are administering or planning to administer an "on-the-job" assessment of beginning teachers prior to certification. These states are: Florida, Georgia, Kentucky, New York, Oklahoma, and South Carolina. The states use the term "internship" or "beginning teacher program." The internships are generally of one year's duration during which a variety of assessments occur. Primarily, classroom observation by a trained team of observers is used. Licensure for the successful one-year internship is followed by continuing certification. Generally, an unsuccessful internship may be repeated only once after which further attempts are denied. Again, additional information may be found in Appendices A and B.

### III. AACTE Task Force's Recommendations on Competency

#### Assessment for Teachers

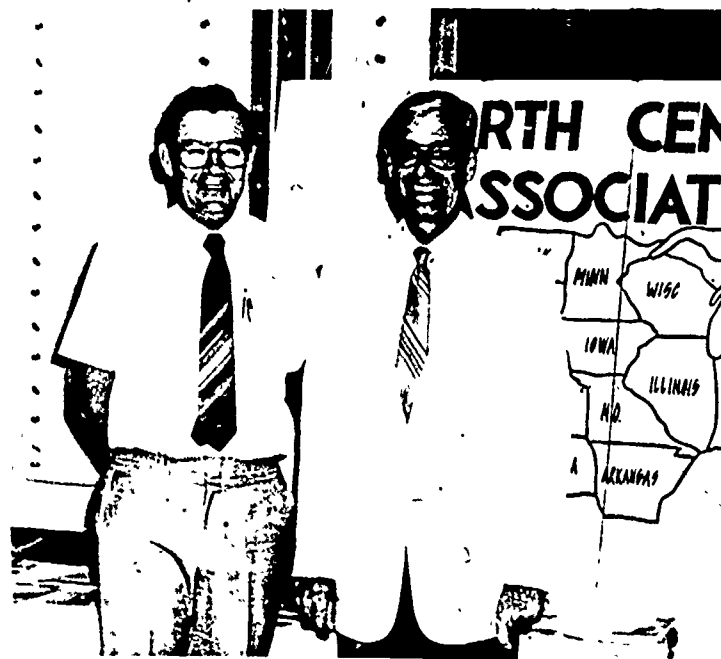
AACTE appointed a Task Force on Teacher Competency Assessment in 1981. The Task Force, chaired by James E. Heald, included Judith Lanier, J. T. Sandefur, and Elaine Witty. A Position Paper was submitted to the membership at the AACTE Annual Meeting in Houston in February, 1982. The Position Paper addressed the issues of what shall be assessed, the range of assessments, instruments and criteria, and by whom should the assessments be made. The text of the Position Paper was included in Chapter III of this NCA Workshop publication.

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#### Footnotes

1. Chris Piphon, "Minimum Competency Testing in 1978: A Look at State Standards," Phi Delta Kappan, May 1978, p. 585.
2. See Phi Delta Kappan, October 1976, p. 190.
3. Editorial by R. W. Cole, Phi Delta Kappan, December 1979, p. 233.
4. James A. Carpenter, "A Survey of the Criteria for the Selection of Undergraduate Candidates for Admission to Teacher Training," Western Kentucky University Press, Bowling Green, Kentucky, 1973, 50 pp.

5. V. A. Kuuskraa and Frank Morra, Jr., "Condition of Teacher Education: Draft Summary Report," Lewin and Associates, Inc., Washington, D.C., March, 1977, 82 pp.
6. H. A. Brubacher and D. C. Patton, "Selection and Retention in Teacher Education: Does It Exist?," Teacher Education, 10:2-7, 1975.
7. Donald S. Arnold, et al., "Quality Control in Teacher Education: Some Policy Issues," American Association of Colleges for Teacher Education, Washington, D.C., May 1977, p. 18.
8. Paul S. Pottinger, "Competency Testing as a Basis for Licensing: Problems and Prospects," a paper presented at the Conference on Credentialism, University of California Law School, Berkeley, California, April 1977, 21 pp.
9. Robert E. Stoltz, "Teacher Education and Certification: State Actions in the South," Southern Regional Education Board, Atlanta, Georgia, 1979, p. 1.
10. Ibid., p. 9.



J. T. Sandefur

J. Roberts Dailey

# **PART THREE**

**Reactions by workshop participants to  
position papers and keynote presentations**

## ***Chapter V***

**Assumptions, Postulates, and Constructs**

**\* \* \***

## ***Chapter VI***

**Program and curriculum development dimensions  
of leadership and governance and evaluation  
and assessment**

**\* \* \***

## ***Chapter VII***

**Teacher education governance as the key to  
successful improvement of the teaching profession**

**\* \* \***

## ***Chapter VIII***

**Leadership considerations**

**\* \* \***

## ***Chapter IX***

**Individual study reports**



## CHAPTER V

### ASSUMPTIONS, POSTULATES, AND CONSTRUCTS

by

Robert Basham

Fred Bunt

William Chance

Sam Guerriero

Sharon Ocker

Chapter V contains the reactions and analyses of the Task Force Position Papers with regard to indulging assumptions, postulates, and constructs. In addition to identifying such, efforts are made to react to the assumption and then to offer, where possible, alternatives. After viewing each of the papers, an overall summary is presented.

#### Educating for Excellence: Profile of a Beginning Teacher

The position paper "Profile of a Beginning Teacher," developed by the AACTE Task Force on Profiles of Excellence contains a number of fundamental assumptions from which all subsequent recommendations flow.

##### Assumptions

1. Current minimum standards for teacher education are insufficient and the public concurs in this assessment of the present state of affairs.
2. The profession is obligated to define the goals of teacher education and take the lead in outlining the means to achieve these goals.
3. There is a basis for consensus on the essential elements of knowledge, identifiable skills and clusters of attitudes that all beginning teachers should possess.
4. The essential elements of knowledge, the identifiable skills and the clusters of attitudes can be adequately addressed in four integral, interactive, adaptable program components, i.e.: general education, preprofessional

study in the disciplines undergirding pedagogy, academic specialization, and professional study.

5. General education should promote skill in, and understanding of, the fundamental interrelated matter of (1) communication, (2) Groups and Institutions, (3) Society and Work, (4) Nature and the Universe, (5) Time and Civilization, and (6) Shared Values and Beliefs.
6. Preprofessional studies will extend and amplify the introductory experiences that teacher candidates share with other students in the general education component.
7. The guiding principle for judging competence in an academic specialty is ascertaining whether the teacher candidate has sufficient knowledge of the subject(s) to instruct learners at their individual levels of readiness while remaining true to the structure of knowledge in those academic discipline(s).
8. Generic teaching knowledge and skills encompass the pedagogical elements common to all teaching experiences and useful in every subject field, grade level, and with every subject population.
9. Generic knowledge of teaching provides a basis for more specialized pedagogical knowledge and skill.
10. Foundational studies in education build on the undergirding disciplines and forms of learning and human development, social, philosophical, historical, and economic policy studies in education and "professional literacy."
11. There are nine generic teaching skills common to all teaching experiences:
  - (a) Diagnosing and Interpreting Student Needs
  - (b) Conceiving and Planning Instruction
  - (c) Conducting Instruction
  - (d) Evaluating Instruction
  - (e) Applying Curriculum Design Theory
  - (f) Using Instructional Technology
  - (g) Managing the Classroom
  - (h) Promoting Interaction
  - (i) Arranging Conferral and Referral Situations
12. The pedagogical component of the initial program to prepare a teacher consists of: foundational studies, generic teaching knowledge and skills, specialized pedagogical knowledge and skills, a series of related field and clinical laboratory experience culminating in a beginning teacher program that provides support from peers, higher education faculty, and school supervisors.
13. Consensus is the best way to improve teacher education.

### Reactions

Implicit within the assumptions that the profession has the obligation for enunciating the goals of teacher education and the means for accomplishing them, is the notion that the thrust for change should come from within rather than from without the profession.

While this may be desirable when viewed from the practicing professional's point of view, it is counter to the present state of affairs. The present impetus for change most often originates from legislative and judicial mandates; the profession has assumed a reactive rather than a pro-active mode of behavior. Both consensus on direction and the will to effect change are necessary elements before this situation will change.

A second major assumption of this position paper is that there are essential elements of knowledge, identifiable skills and clusters of attitudes that are essential to the successful functioning of a beginning teacher. This assumption may be true but the profession has failed to establish consensus on the entire spectrum of such knowledge, skills, and attitudes, or to enunciate those areas on which there is consensus.

A third major assumption deals with the necessity of general education as a separate and undergirding entity in the teacher education program. Both of these aspects of general education may, in fact, not be necessary. Rather, the general education component could be woven into the pre-professional components, with the net effect of reducing what is presently seen as needless overlapping of information and skills in these two components.

The entire teacher education program, as conceptualized in the "Profiles" paper, envisions teacher education programs functioning as linear constructs with general education forming a foundation for the other program components. This construct may not be the best modality for designing teacher education programs. Some kind of packaging or clustering of components may, in fact, be more effective and efficient in accomplishing stated program goals.

Finally, the "Profiles" paper clearly delineates the need for teacher education candidates to have facility in a second language, and for secondary majors to have two teaching fields. Facility in a second language needs to be justified - otherwise this will be perceived as merely adding some form of cosmetic veneer of respectability for the candidates in teacher education. The persuance of facility in a second language seems to be highly questionable at this time. It would appear that the prosession of a second teaching field by secondary majors is a highly desirable requirement. In an age of reduced job opportunities, efforts to broaden the marketability of teacher education candidates is most appropriate.

### Alternatives

The model presented in the "Profiles" paper reflects in a substantial way the model utilized to educate both the medical and legal profession. These are programs conceptualized in a linear construct consisting of interrelated and interdependent components which remain as identifiable entities.

In an age of shrinking resources and increasing knowledge, it may be necessary to devise a more efficient delivery system for the development of practicing classroom teachers.

Alternative assumptions, around which such a program could be structured, would include:



1. Teachers function within relatively narrow academic areas; therefore, contentions that one needs a broad liberal background of studies to undergird teacher education are open to question.
2. The elements that comprise general education shall be clearly identified and the parameters delineated.
3. The professional component in teacher education should be taught in close relation to field-based experiences.
4. The depth of training in any given academic area should be reexamined. Multiple teaching areas are more desirable than extensive training in a single area.
5. The complex nature of teaching demands that teacher education programs provide an adequate theoretical foundation in the undergirding disciplines, primarily, the social and behavioral sciences.
6. Preprofessional studies extend and amplify the introductory experiences that teacher candidates share with other students in the general education component.
7. The guiding principle for judging competence in an academic speciality is ascertaining whether the teacher candidate has sufficient knowledge of the subject(s) to instruct learners at their individual levels of readiness while remaining true to the structure of knowledge in the academic discipline(s).
8. Generic teaching knowledge and skills refer to pedagogical elements common to all teaching experiences and useful in every subject field, grade level, and student population; therefore, the distinction between elementary and secondary generic teaching methods is questionable.
9. All teaching methods are not generic. The distinction should be identified and accommodated.

#### Task Force Report on Extended Programs

The position paper "Task Force Report on Extended Programs" contains a number of fundamental assumptions from which all subsequent recommendations flow.

#### Assumptions

1. The positions presented in the document on "Profiles of a Beginning Teacher" must be adopted before the document on extended programs is adopted.
2. Teaching deserves to be a profession.
3. Longer training will produce superior teachers.
4. Enrollment over an extended period of time will not decrease if training is extended.

5. Education of a teacher ought not stop with the issuance of a certificate.
6. The knowledge base in teacher education has expanded greatly; consequently, four years is not sufficient time to achieve adequate competence.
7. Present accomplishments reflected in programs to train teachers are inadequate.
8. The teaching knowledge base has greatly expanded and it is definitive knowledge.
9. The profession possesses more information than is presented in the pre-service program.
10. Most current programs are already a version of an extended program.
11. The judicial process is one source of thrust for change in teacher education.
12. There is consensus on what constitutes the state-of-the-art in teacher education and programs to prepare teachers have the responsibility for presenting a state-of-the-art program.
13. In meeting mandated requirements there has been an erosion of general education requirements; hence teacher educators need to take a formal, comprehensive look and reconceptualize teacher education programs.
14. The social milieu within which the teacher must function is changing radically and the present time calls for a person with a different type of training. Four-year programs were functional when they were adopted but this is no longer true.
15. Teacher education continuing education courses are designed to make up deficits in preparation rather than maintain state-of-the-art knowledge.
16. Extended programs should be viewed as delays in income rather than examples of foregoing income. Teachers will enter at a high income level.
17. We can make changes now in four-year programs that will be difficult to make in the future.
18. If the profession retains four-year programs:
  - (a) the pool of students that teacher education draws from will remain poor;
  - (b) external groups will continue to dictate policy;
  - (c) the social image of the beginning teacher will remain low, burnout will remain high, and salaries will remain low.
19. Extended programs may result in a temporary decline in the applicant pool for teacher education, but over an extended period:
  - (a) salaries will increase;
  - (b) the applicant pool will improve;
  - (c) the product image will improve;
  - (d) classroom effectiveness of teachers will improve;

- (e) teaching will be more of a career;
  - (f) solid research will improve.
20. Fewer and larger schools of education would better serve the teaching profession.
  21. Fewer and larger schools of education would better serve the K-12 students.
  22. The optimum conditions exist for institutions to change when the public is concerned, and when concerned is willing to support change.
  23. Faculties in teacher education programs have both the competence and the desire to bring about extensive change.
  24. Better trained beginning teachers will command higher salaries.
  25. Legislatures and institutions will allocate support resources for a five-year program.
  26. Collaborative programs will enable smaller institutions to continue to function in teacher education.
  27. Better trained teachers will be given preference in hiring procedures.

### Reactions

The fundamental theme underlying the assumptions presented in the "Extended Program" paper is the contention that teaching deserves to be a profession. To support this contention the authors point to a growing body of knowledge unique to the teaching profession that forms the knowledge base for the profession. They contend the knowledge base contains definitive knowledge and that the quality of such knowledge has significantly increased in recent years. The authors of the "Extended Program" paper further contend that the present knowledge base is of such magnitude that it cannot be adequately addressed in a four-year program.

There are those who would contend that teaching has never been a profession, is not now a profession, and doesn't deserve to be a profession. Rather, these individuals would reduce teaching to a technical skills level. If one discounts these arguments the question still remains, "Is there a body of knowledge unique to teaching that forms a knowledge base for a profession?" This is still open to question and the resolution of this question remains a professional imperative. If there is no identifiable body of knowledge that serves as the knowledge base, then the teaching profession is a fraud.

If one accepts the existence of a knowledge base for the teaching profession, the second major premise contained in the "Extended Program" paper should be carefully examined. This premise contends the knowledge base is so extensive that it cannot be adequately addressed in a four-year program. There are those that would contend that the problem lies not in the amount of knowledge available but rather in the packaging and delivery systems utilized in most teacher education programs. Many teacher education programs contain elements that overlap or are duplicated and worse, many elements that are outmoded. The call for a reconceptualization

of teacher education programs may indeed be a sound position. The call for an extended program in teacher education is open to question.

Almost all other assumptions contained in the "Extended Program" paper are self-serving in terms of justifying this particular approach or alleviating and reducing visions of disaster that might result from pursuing such an approach to teacher education. There is no sure way to predict the outcome of such an approach. The profession will, however, have to guard against remedies that may cure the patient's illness but kill him in the process.

### Committee on Accreditation Alternatives

#### Assumptions

1. There is widespread criticism of NCATE focusing on:
  - (a) the organization and management;
  - (b) the role and function;
  - (c) the nature of its membership;
  - (d) the accreditation process; and
  - (e) the accreditation standards.
2. The role of NCATE has shifted from one that encourages development to one of regulation.
3. Fundamental to the NCATE process is a set of clear unambiguous standards which can be uniformly applied.
4. Some standards are so basic that they should be classified as preconditions for accreditation rather than standards.
5. National accreditation must be sufficiently unique and important to sustain acceptability.
6. NCATE should concentrate its reviews on SCDE units rather than on programs.
7. NCATE accreditation is too costly as it is presently conducted.
8. The accreditation process is flawed at the council-team relationship function.
9. There should be a difference in scope and cost between accreditation and re-accreditation.
10. The NCATE process can be improved without diminishing or eliminating the strength of NCATE.
11. The proposed new national system should include:
  - (a) the establishment of a national data bank;
  - (b) assessment of some standards in quantifiable terms which will be judged against a normative base.

- (c) the development of a scale to rate institutional compliance with each major factor in accreditation.
- (d) a procedure to insure reliability in the accreditation process.

### Reactions

The acknowledgement that there is widespread criticism of NCATE and that some of the criticism is justified is a healthy point of departure for the preservation of this agency. The contention that NCATE should be improved rather than abandoned is probably also a correct assumption. NCATE has been a powerful force for the improvement of teacher education, but for it to remain so, substantive changes will have to be made.

The role that NCATE presently plays in the accreditation process is being taken over by the individual states. The cost of accreditation has escalated substantially. The agency is presently perceived as a "good old boys" club, controlled by the organization of land-grant deans. The standards are widely criticized for their vagueness and teams are criticized for their lack of consistency and academic respectability. These criticisms (and more) are viable charges that could be levied against NCATE and the accreditation process which it presently conducts. All this notwithstanding, however, we must guard against throwing the "baby out with the bath water."

A movement is presently underway to reform the agency and the accreditation process that it conducts. In response to this thrust, NCATE is moving toward the accreditation of units rather than programs. A distinction between initial and re-accreditation is being developed. Better trained teams are being developed and a movement is underway to clarify the standards and evaluate as many standards as possible in quantifiable terms.

All of these fundamental reforms are needed and should be put into place as soon as possible. When NCATE functions as a viable, respected agency fostering quality teacher education, everybody gains, especially the children attending the nation's schools.

## Teacher Competency Assessment

### Assumptions

1. One factor that differentiates a profession from an occupation is the establishment of entry level criteria related to the requisite knowledge, skills, and attitudes a person must possess to enter that profession.
2. A second factor that differentiates a profession from an occupation is the profession authorizes persons to enter into practice.
3. Historically the public has vested entry level decisions with preparatory institutions; they are no longer willing to do this.

4. Schools, colleges, and departments of education have the responsibility of increasing the vigor of their preparation programs and of instituting additional safeguards to insure against licensure of persons not adequately prepared.
5. Member institutions of AACTE are obliged to proceed with procedures that will improve both the quality of those whom they admit into teacher education programs and the quality of the programs which will prepare them to become teachers.
6. To be effective, competency assessment should include measures from the cognitive, affective, and performance domains including attitudes held, skills developed and knowledge acquired.
7. The assessment process must incorporate multiple and diverse procedures and devices.
8. Competency assessment of the teacher education product necessitates a cooperative effort of all who bear responsibility for preparing and controlling the quality of teachers.
9. Qualitative judgments must be made at many points throughout the preparation and practice period of the teacher education candidate and by many persons and agencies.
10. The public demands that the product of teacher education programs be in command of professional level knowledge, skills and attitudes.

### Reactions

An underlying assumption throughout this paper and the others presented in the workshop is that the public is "demanding" better assurance that teachers are competent. There can be little doubt that the public is aware of falling national college entrance scores. The public is also aware that some teachers do not have good, basic skills in writing, spelling and mathematics. It is also known that many recent high school graduates do not have good basic skills, either, and that some of the blame should rest on the teachers. Such awareness, however, has not really caused public demands even though legislatures in a number of states have taken action to require competency exams at both the admission to education and licensure levels. It seems to be a bandwagon effect based on a few public pools and wide commentary in the media.

Several questions are paramount in the rush to attempt to measure the competency of teachers:

1. Are measurement devices available which can accurately predict who should or should not be admitted to teacher education? Can they be created? This workshop study group has serious doubts, yet such instrumentation is crucial to the process.
2. Can measurement devices be developed which will accurately measure whether or not teachers are indeed "safe-to-practice"? Many do not feel that paper and pencil tests can do the job, although a battery of different tests (both written and performance oriented) might be adequate.

3. Does the public realize how expensive competency testing might be? Is the public willing to pay the price for assured quality through testing? Some feel that once citizens realize the expense involved, they will change their minds about the need for guaranteed quality of beginning teachers.

This committee agrees that SCDE's should strive to upgrade standards for admission to education and for finishing programs, but the data are not yet convincing that competency testing by the states, or by SCDEs, is the best answer.

### Summary and Conclusions

#### Assumptions

1. A profession is responsible for its own advancement.
2. The pool of talent entering teacher education at both the undergraduate student level and the higher education faculty level must be raised.
3. There is an extensive gap between the present knowledge base which undergirds teacher education and the knowledge base that is reflected in the majority of the present teacher education programs as they are currently structured.
4. In order for the profession to advance, institutions that conduct teacher education programs must engage in activities which advance and refine the undergirding knowledge base; they must incorporate such new information into the training programs in a continuing, organized way.
5. Systematic and rigorous investigations reflected by solid scholarship must become the hallmark of all teacher education efforts.
6. Quality educational programs require an adequate resource base; therefore, resources must be reallocated to support the advancement of knowledge and high quality scholarship.
7. Teacher education programs must recruit, support, and reward intellectually qualified faculty and students.
8. Marginal teacher education programs effect:
  - (a) inferior resource bases (teacher education is used to support other programs);
  - (b) inferior faculties (because of low pay and low institutional expectations, inferior faculty gravitate to smaller institutions);
  - (c) such institutions recruit students to teacher education from inferior talent pools;
  - (d) the programs offered are stagnant and reflect out-moded knowledge.

- (e) the staff of such institutions are stagnant and reflect little commitment to personal development;
  - (f) There is a critical mass (or size) below which quality programs will not evolve; many of these institutions fall into this category.
9. In a time of oversupply of teacher candidates, these problems can be addressed. When there is a shortage, the public does not have to tolerate an additional reduction in the teaching force under the guise of increased quality of the product.

### Reactions

The questions raised in the four AACTE papers deserve serious consideration by the total profession. Many of the points made relative to the quality of the candidate pool; the failure to keep teacher education programs current with the expanding knowledge base; the lack of commitment to personal growth on the part of teacher education faculties in many institutions; and the inadequate resource base undergirding many teacher education programs are all points well taken.

The direction charted in the four AACTE position papers relating to teacher education also reflects a strong large-institution bias. An assumption implied by the task force on extended programs is that more is better. Not only will a longer teacher education program produce better practitioners, that particular Task Force feels, but it will also logically result in more appreciation by the public, and, consequently, higher salaries for teachers.

This assumption may be correct, but one must realize that the public has control over education, teacher qualifications, teacher salaries, etc., while it does not have control over similar factors relative to doctors, lawyers, and other professionals. There is no assurance that the public will be appreciative enough to provide the bottom line sought - the dollars that will have to be spent to make the proposed AACTE model work. Will college students be willing, in the numbers needed, to pay for the extra year(s) of school in order to be teachers? They probably will not; unless the rewards are better than they are today.

In the same vein, the Task Forces believe that larger, public teacher education programs are better than smaller, private programs. This is implied in the model that is advanced. Smaller, private institutions must face the economic realities of the question, "Will students pay for an extra year of high tuition to gain entry to the profession when they can attend a subsidized state institution for a lot less? The Committee doubts it, and many small, private institutions will have to get out of the teacher education business. This raises serious questions about who should conduct teacher education programs.

Concurrent with the enunciation of an array of problems which teacher education must address and combined with the development of a proposed model for teacher education one discovers an attempt to channel the solution to these problems in narrowly defined ways, i.e., vesting power and control of teacher education in a limited number of moderate to large institutions. The past record of many of these institutions in educating teachers is not one that would



instill confidence in their ability or commitment in filling an expanded role in teacher education.

The attempt by representatives of institutions conducting teacher education programs to act in concert under the rubric of AACTE to improve the profession of teaching is highly commendable. The attempt by these same individuals to translate their efforts at improvement into a system that controls teacher education causes many educators to raise serious questions about their motivation.



CHAPTER VI  
PROGRAM AND CURRICULUM DEVELOPMENT DIMENSIONS OF  
LEADERSHIP AND GOVERNANCE  
AND  
EVALUATION AND ASSESSMENT

by

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Billie Jo Rieck

In Chapter VI curricular and programmatic implications are described to assist teacher educators in building better teacher education programs in their respective institutions. From this perspective the paper may be viewed as a subset or dimension of the overall theme of the Workshop - Leadership and Governance. In order that the reader will be clear as to the meaning of the terms used in this paper, the NCATE definitions from the 1982 Standards have been used. The "teacher education program" refers to curriculum, teaching, learning, and supporting resources for the teaching and learning process (NCATE, 1982, p. 13), "curriculum" includes courses, seminars, readings, laboratory and clinical experiences and practicums (NCATE, 1982, p. 13).

Several different categories have been used as ways of organizing the papers and presentations to be examined. These categories include:

1. the rationale for teacher education curriculum and program design;
2. curriculum and program components, knowledge and skills;
3. assessment and evaluation in teacher education programs;
4. staff development for faculty members.

### Rationale

It is essential that a teacher education program is based upon sound rationale. Many speakers at the 1982 North Central Association Teacher Education Workshop highlighted points which could contribute to the development of such a rationale. The position paper, "Educating a Profession: Profile of a Beginning Teacher," (AACTE, 1982, p. 3) provides a rationale for the continued improvement of teacher education programs. Its authors point to public criticisms of teacher education, recent efforts to improve education at all levels, and an expanded knowledge base.

If one accepts the assumption that the best way of improving education is through consensus, then the curricular implications of the paper become quite clear. That is, once consensus is reached by teacher educators, then program revisions should begin. At the beginning of this paper, the authors point out that individual institutions will vary within the context of their own missions. Thus, the paper does not try to be too prescriptive, but, rather, to assure some minimal general standards among teacher education programs.

The Task Force Report on Extended Programs (AACTE, 1982, pp. 1-5) points out that teachers were once among the best educated people in a community. However, the baccalaureate degree is now an expectation for a variety of occupations with the result that beginning teachers today are not among the educational elite.

While new demands and recommendations have changed schools drastically during the past fifty years, the four-year degree model has not changed. Instead, universities and colleges have done a piecemeal modification of teacher education programs within a model designed to accommodate much less. The concept of the extended programs is not new. In the early 1960s this concept was discussed. However, there was a continued need for additional teachers in the 1960s and the movement was silenced for the moment. With a possible teacher shortage as early as the 1980s, the time to move forward is now.

One of the most important aspects of the Task Force Report is the fact that teachers were once considered to be among the most highly educated in the community. The implications of this statement are important. No longer is the teacher seen as someone special and the blame may well be shared by universities and colleges as well as school districts. Both have failed to "toot their own horns" about "what is right in education and teacher education." They have failed to use the media in publicizing what they do well. In short, teachers and professors need public relations experts in addition to becoming public relations people in their own right.

The preamble to Standard 2 of the NCATE Standards (NCATE, 1982, pp. 12-13) contains the following rationale for curriculum and program development.

1. Curricula for teacher education programs should be based upon a systematic approach.
2. There should be a conceptualization of roles to be performed.
3. There should be explicitly stated objectives.
4. The roles and objectives should reflect the results of research and the considered judgments of teacher education faculty, staff, students, graduates of the programs, the professions as a whole and national professional associations concerning the goals of education in our society.
5. The curricula should be periodically revised in light of evaluation reports on the teaching performance of recent graduates of the program.
6. The curriculum standards of NCATE should be used to insure that there is consistency of practice in conformity to the institution's philosophy of teacher education and teaching. (No specific philosophy is being prescribed.)
7. The institution should adopt programs which in its judgment, will achieve the adopted objectives.

### Implications

The implications of the above rationale are that the faculty of the institution should follow a systematic process in program and curriculum development. The NCATE standard can be used as the basis for the program development process and design of the curriculum.

Paul Simon, in a paper entitled, "The Teacher Quality Time Bomb," (Simon, 1982, pp. 1-9) indicated the following concerns about teacher quality:

1. Citing Dr. Milton Goldberg, Acting Director of the National Institute of Education, he presented statistics on college entrance and college performance scores for students majoring in education. In the last decade, there have been significant declines in test scores for education majors.
  - (a) Those planning to be teachers rank at the bottom among twelve categories including English, engineering and business on the Scholastic Aptitude Tests.
  - (b) The average SAT verbal score for education majors has dropped 79 points in eight years.
  - (c) The cumulative college grade point average of education majors ranks twelfth of sixteen categories of academic majors, the lowest quartile of college and university students.
2. Citing Dr. Sharon Porter Robinson, Director of Instruction and Professional Development at NEA, he indicated that problems exist in attracting the best students to the field of teaching. These are an attractive compensation system and professional legitimacy. Dr. Robinson placed the responsibility for teacher competency on schools of education, noting that the quality of training is not as demanding as it should be.

3. Citing Dean Corrigan, representing the American Association of Colleges of Teacher Education, he stated that professional study comprises only 41 percent of an elementary school teacher's program and 30 percent of a secondary school teacher's program. His report reveals that education majors take a majority of their classes outside the academic area of education. He compares the training time of barbers in Florida (1500 hours for licensure) to teacher curriculum in the same state (36 quarter hours in professional education and 70 quarter hours within the school of education).
4. The amount spent annually on a typical third grader is \$1,400 while a teacher education student is \$927. This information he cited from a 1980 study by Pesean and Orr.
5. Simon states that the subcommittee he chairs will continue to monitor both problems and successes in teacher education and explore four areas of federal involvement. These are:
  - (a) internships encouraged by the federal government through states for new teaching professionals;
  - (b) a modified capitation program in education, emphasizing current needs such as math, science and foreign language teachers;
  - (c) access to existing student aid programs for students majoring in education;
  - (d) support through currently legislated programs for curriculum development and insemination of information, particularly through the National Institute of Education.

In summary, Paul Simon has sounded the alarm. A time bomb is ticking; a quiet revolution has taken place which discourages the brightest students from entering the teaching profession. The curricular implications of Simon's statements and supporting evidence have sounded the challenge for teacher educators. Never before has there been a greater need or rationale for improvement of teacher education programs. If the teaching profession is going to attract top students, then teacher preparation will have to be at the top of the list.

The National Association of State Boards of Education in their testimony on State Commissions on Teacher Excellence: the United States House of Representatives Joint Resolution 429, May 11, 1982, addressed a concern for quality teacher education as follows: (NASBE, 1982, pp. 1-6)

1. They support "ensuring the competence and encouraging the excellence" of teachers (H.J. #429, line 6) as a necessary and desirable goal for all policy makers at all levels.
2. They point up the various agencies within states, including state boards of education, which are addressing some of the issues of concern such as:
  - (a) standards for admission,
  - (b) competency testing,
  - (c) mandated entry year internship,

- (d) monitoring and supporting first year performance with professional team support,
  - (e) providing for staff development of classroom teachers, and university and college personnel.
3. They believe the most logical next steps in developing teacher excellence are:
- (a) to exchange information on whether and how to implement what has worked elsewhere;
  - (b) to coordinate the process of sharing ideas; and
  - (c) to continue to research and learn what is most useful and effective.

The National Association of State Boards of Education in concluding its testimony, recommended that the subcommittee utilize an alternative mechanism for considering and evaluating the broad range of factors involved in the recruitment, education, certification, and professional development of quality teachers.

The implications of NASBE's testimony adds yet another organization, another voice to the call for change within teacher education programs. Surely, the clear mandate for change from so many different organizations gives solid evidence toward justifying the rationale of improving both the preservice and inservice components of teacher education programs.

### Curriculum and Knowledge Components, Knowledge and Skills

As university and college personnel share with each other, they begin to identify components, knowledge, and skills within their respective programs which are similar. In many ways, this sharing may be reviewed as a reinforcement of what individual institutions are already doing - a confirmation that, one is "on the right track." Conversely, there may be some areas which are unique. The sharing then becomes a time to consider new ideas. The presentations and papers shared at the NCA Workshop recommended ideas which represented this blend of reinforcement and newness.

In the position paper, "Educating a Profession: Profile of a Beginning Teacher," (AACTE, 1982, pp. 2-21) the major goal is to identify the knowledge, skills and attitudes which teacher education graduates should obtain. To achieve this goal four program components were proposed: general education, preprofessional study in the disciplines undergirding pedagogy, academic specialization, and professional study.

*General Education* included six areas: communications, understanding the importance of groups and institutions, understanding the relationship of society and work, understanding the relationship of nature and the universe, understanding the relationships of time and civilization, and understanding shared values and beliefs. *Disciplines undergirding pedagogy* include anthropology, philosophy, psychology and sociology. When

judging competence in the area of *Academic Specialization*, the teacher candidate should have enough knowledge of the subject or subjects to instruct students at their individual levels of readiness, while adhering to the structure of knowledge within their academic discipline or disciplines. The *Professional Studies* include foundational studies in education, generic teaching knowledge and skills, specialized pedagogical knowledge and skills, and a series of related field and clinical laboratory experiences.

Within each of the four program components and their respective areas, the paper proposes very specific skills such as competence in or knowledge of statistics and other research methods, the study of a second language and an understanding of computer technology. For many institutions the curricular implications of these proposals may prove to be troublesome. For example, some skills may be too difficult for students. In addition, some programs may not have enough electives or the programmatic flexibility to add new courses. It is also possible to question the relevance of some of the proposed skills for the beginning teacher and to recommend that some of the skills be saved for post graduate study.

There will probably always be reasons why programs should not get changed. For each objection to change a counter should be ready. While it is possible that some students may drop out of teacher education programs, others may be attracted by more rigorous curricular offerings. Instead of adding more courses to overcrowded programs, it may be very productive to "weed out" non-essential courses and to retrain existing faculty members so that they can effectively teach the new courses. The implications of retraining are discussed in a later section on staff development in this chapter. (NCATE, 1982, pp. 15-17)

The NCATE Standard 2 and its sub-standards 2.2 and 2.3 speak to the program components: knowledge and skills. Standard 2.2 states these should be the general standard component. The General Studies Component is to provide the student in teacher education with communication skills, linguistics, mathematics, logic and information theory; natural and behavioral sciences; and humanities.

Standard 2.3 indicates there should be a professional studies component which is to provide the student with understandings, knowledges, skills and experiences in four areas as follows:

1. The professional studies component is to provide the student with content for the teaching specialty.
2. Humanistic and Behavioral studies includes the historical, philosophical, psychological and sociological foundations of education.
3. Teaching and learning theory with laboratory and clinical experience includes the understanding of theoretical principles that relate teacher behavior to student learning. This component should include laboratory experiences.
4. A practicum should be included which provides a period of professional practice either as student teaching or internship. See Table I for a comparison of the NCATE Standards Program Components compared with AACTE Task

TABLE I  
COMPARISON OF NCATE STANDARDS AND AACTE PROFILE OF A BEGINNING TEACHER :982

N.C.A.T.E. STANDARDS 1982 Components: Knowledge and Skills	A.A.C.T.E. PROFILES OF A BEGINNING TEACHER A TASK FORCE POSITION PAPER Components: Knowledge and Skills
<p><b>2.2</b> <u>General Studies</u></p> <p>(1) Communication through Symbols Language Communication Skills Linguistics Mathematics Logic Information Theory</p> <p>(2) Natural Sciences</p> <p>(3) Behavioral Sciences</p> <p>(4) Humanities</p>	<p><b>I. <u>General Education</u></b></p> <p>(1) Communications: Art of Communication Proficiency in reading, writing and mathematics Understanding the nature, evolution, and uses of language and how language reflects cultural values and tradition Study of a second language Understanding nonverbal communication (including music, dance, and visual arts) Understanding the function, use, and impact of mass communication.</p> <p>(2) Understanding the importance of groups and institutions.</p> <p>(3) Understanding the relationship of society and work.</p> <p>(4) Understanding the relationship of time and civilization.</p> <p>(5) Understanding shared values and beliefs.</p>
<p><b>2.3</b> <u>Professional Studies</u></p> <p><b>2.3.1</b> <u>Content for the Teaching Specialty</u> Study of the content to be taught Supplementary Knowledge, from the subject matter of the teaching specialty and from allied fields.</p>	<p><b>II. <u>Academic Specialization</u></b></p> <p>Elementary teacher: knowledge in all areas taught at elementary level. Advanced study in at least one field.</p> <p>Secondary teachers: acquire at least two fields of study.</p> <p>K-12: specialized fields commonly taught art, music, p.e.</p>
<p><b>2.3.2</b> <u>Humanistic and Behavior Studies</u></p> <p>The nature and aims of education The curriculum The organization and administration of a school system The process of teaching and learning studied with respect to their historical development and related philosophical issues Foundational studies in education</p>	<p><b>III. <u>Professional Studies</u></b></p> <p>A. Foundational Studies in Education.</p> <p>B. Generic teaching knowledge and skills:</p> <p>(1) diagnosis and interpretation, (2) conceiving and planning instruction, (3) conducting instruction, (4) evaluating instruction, (5) applying curriculum design theory, (6) using instructional technology, (7) managing the classroom, (8) promoting interaction, (9) arranging conferral and referral.</p> <p>C. Specialized pedagogical knowledge and skills.</p> <p>D. Field and clinical laboratory experience opportunities to apply knowledge and skills during the process of learning time.</p>
<p><b>2.3.3</b> <u>Teaching and Learning Theory with Laboratory and Clinical Experience</u></p> <p>Body of knowledge about teaching and learning "General methods" and "specific methods" Planning, selection of learning resources, motivation, presentation, diagnosis of learning difficulties, individualization of instruction: classroom management, and evaluation Including field experiences in each area</p> <p><b>2.3.4</b> <u>Practicum</u> Continuing experience Quality participation in teaching in the school setting</p>	



Force Papers on "Educating a Profession: Profile of a Beginning Teacher."

The implications of the standards for program design are that they encompass a body of knowledge and skills (both general and specific in nature) which can serve as the basis for developing a viable curriculum for each specific teacher education institution.

The NCATE Standard 2.1.1 (NCATE, 1982, p. 14) indicates that in the adopted curricula there should be opportunities for the student to gain understanding and appreciation of the culturally diverse nature of American society and to develop positive attitudes toward the unique contributions of various cultural groups.

Implications of the Multicultural Standard suggest that institutions need to design specific ways to insure that the multicultural thread will permeate the entire program. Some examples are:

1. An interdisciplinary team of professors from different parts of the university will meet periodically with undergraduate students to help them integrate multi-cultural understandings from different course offerings.
2. Each undergraduate student will have two or more clinical experiences in a cultural setting other than his/her own.

### Evaluation and Assessment

Teacher educators are faced with the tough job of assessing their own product. In the past, there have been teacher shortages. It was hard enough to keep up with meeting job demands and, as a result, little time was set aside for the task of assessment. The pendulum has now swung from the fast-paced keeping up with the job market to a sobering public outcry for accountability. The challenge of the 1980's must be met by educators. If it is not met, others will readily take over the reins. The NCA Teacher Education Workshop included presentations and papers which considered this important area of assessment. The following section will consider these aspects of assessment and then discuss their curricular and programmatic implications.

J. T. Sandefur, in his paper on "Competency Assessment in Teacher Education: presented Wednesday, July 28, 1982, cited as rationale for competency assessment of teachers the movement to assess the competency of students which began in 1975. He indicated that by March 15, 1978, thirty-three states had taken some type of action to mandate minimum competency standards for elementary and secondary students. The other states had legislation pending or state department of education studies underway. This came as a demand of the public. This movement spawned a parallel movement in the competency assessment of teachers. By October 1981, thirty-three states had taken some action relative to competency assessment of teachers. Specific statistics are cited in his paper. He further indicated that the public fails to believe that

teacher educators have done their job in three areas: (1) admissions, (2) program quality control, and (3) product evaluation.

The AATCE, in its Annual Meeting in Dallas, February, 1980 passed the following action resolutions which have implications for assessment in teacher education programs.

1. A test of basic skills as a criterion for entry or continuance in teacher education programs.
2. A program of assessment of professional skills as an exit requirement for teacher preparation programs. This assessment should include:
  - a. communication skills,
  - b. human relations skills,
  - c. generic teaching skills,
  - d. subject matter proficiency.

Sandefur reviewed state practices in competency assessment indicating that twelve states specify requirements for admission to teacher education programs. Seventeen states specify assessment for exit or prior to certification, and six more require or will soon require some on-the-job performance. He reported to the NCA Workshoppers that the position paper prepared by an AACTE Task Force, February 17, 1982, provides the basis for competency assessment in teacher education. The *implications* as determined by the workshoppers are in five important areas.

1. What should be assessed?
2. What should be the range of assessments?
3. Who should prepare the instruments, criteria and norms?
4. Who should make the assessment and judgment of competency?
5. When should competency assessment be in place?

A further review of these five areas is presented:

What Shall Be Assessed?

- a. The Association subscribes to no single model program for assessment nor could it presume to set entry or exit standards for each member institution.
- b. The Association holds that each institution is responsible for establishing not only entry and exit standards but also those standards for retention that will prevail throughout the preparation period.
- c. In establishing the range of knowledges, skills, and attitudes that will be assessed, an institution must relate assessments to program goals and objectives and to professional requirements.
- d. The "Profile of a Beginning Teacher" prepared by a Task Force on Profiles of Excellence should be applied in addressing the question, "What Shall be Assessed?" (For further discussion the reader is referred to the section on "Curriculum and Program Components, Knowledge and Skills" in this chapter.)

What Should be the Range of Assessment?

- a. Competency assessment should include measures of the cognitive, affective, and performance domains including attitudes held, skills developed, and knowledge acquired.
- b. The assessment process must incorporate multiple and diverse procedures and devices.
- c. The range of assessments should include both objective and subjective procedures.
- d. The assessment process should give consideration to include such procedures and devices as:
  - (1) campus supervisors' reports,
  - (2) clinical and preclinical observation records,
  - (3) field supervisors' reports,
  - (4) grade point averages,
  - (5) interview records,
  - (6) pencil and paper tests,
  - (7) plan books and prepared instructional materials,
  - (8) professional diaries and portfolios, and
  - (9) video and audio records.

Who Should Prepare Instruments, Criteria and Norms?

- a. The AACTE supports collaborative efforts by which teacher education institutions utilize other organizations and agencies when developing instrumentation and when preparing evaluative criteria and norms. This collaboration is appropriate among:
 

teacher education units, subject area departments and colleges, commercial test firms, psychometricians, field personnel from local educational agencies, and personnel from state and national educational agencies and organizations.
- b. The AACTE holds that the teacher education units (SCDE's) alone cannot secure the best information available concerning the competencies of their candidates and that the best assessment procedures will emerge from cooperative efforts by all who have responsibility for preparing and controlling the quality of teachers.

Who Should Make the Assessment and Judgments of Competence?

- a. Qualitative judgments must be made at many points throughout the preparation and practice period with many persons and agencies participating in the assessment activities.
- b. The following chart identifies some points at which judgments need to be made and the persons or agencies which should participate in the process.

POSSIBLE POINTS OF ASSESSMENT

<u>Points of Assessment</u>	<u>Assessing Agents</u>
University admission	Admissions officers
Teacher education admission	SCDE and subject area personnel
Teacher education retention	SCDE and subject area personnel
Admission to clinical practice	SCDE and subject area personnel
Completion of clinical practice	SCDE, subject area, and LEA field supervisors
Graduation	SCDE and subject area personnel
Initial licensure	SCDE, subject area, and LEA personnel, and state certification bodies
Employment	LEA personnel
Tenure	LEA personnel
Permanent licensure	LEA and state agency personnel
Promotion and salary	LEA personnel

When Should Competency Assessment be in Place?

- a. AACTE takes the position that the time for action on teacher assessment is now.
- b. This urgency is based on action which is being taken by twenty-two state legislatures and boards of education in the area of competency assessment of teachers for certification.

The implications thus far presented focus primarily on the area of assessment. The first Sandefur paper pointed out that, during the last five years, "...the public has been able to convince legislatures and state departments of education to spend millions of dollars in various assessment schemes in more than thirty states." (Sandefur, 1982, p. 2) This public demand for accountability needs to be taken seriously. Given the present trial and error knowledge base on assessment, institutions of higher education need to form networking and collaborative arrangements with each other. One faculty member on each campus needs to act as a two-way liason in the networking process. This faculty member should be aware of the assessment option which exists nationwide on both the preservice and inservice levels. He or she

must communicate this knowledge to other faculty members and school district personnel in order to maximize the possibility of utilizing the best kinds of assessment tools throughout the pre-service/in-service continuum of preparation. In addition, assessment data collected at each institution needs to be shared with other institutions and school districts on a national basis. This suggests a central data bank which keeps track of assessment procedures on a nationwide level.

Accurate record keeping is essential for the purposes of assessment. However, it is only a first step, especially at the entry level. Universities need to conduct studies in predicting the future success of student teachers and practicing teachers. Such longitudinal research must be conducted simultaneously at many institutions and then shared. If reliable predictor variables can be isolated, then they can be effectively used to screen students wishing to enter an undergraduate teacher education program. Meanwhile, this emphasis on research must not keep universities from using combinations of commonly accepted screening criteria. In other words universities cannot afford to wait until a complete research base is available.

If universities are going to do a lot of screening, then the numbers of students in a given program may drop, possibly causing a drop in allocation of faculty resources and funds. Conversely, the program may begin to attract a different type of student who wants to be involved in a rigorous program. Another approach may involve a large-scale recruitment effort -- an effort which appeals to bright and dedicated students in high schools and community colleges. One possibility is to form pairs composed of one faculty member and one student who would talk to potential students about teaching as a career.

The paper described the "internship" or "beginning teacher program" and suggested a team of trained observers be used to observe instruction. In order to implement this model, it will be necessary to train observers. The curricular implications clearly suggest that university and college faculty need to be ready to provide the necessary inservice to support such a model. Good, solid training could provide this kind of inter-rater reliability needed for such an important decision. One of the most important implications of the "internship" paper is the range of assessments included; (1) campus supervisors' reports, (2) clinical and pre-clinical observation records, and (3) field supervisors' reports. While all colleges have final and midterm evaluations for student teaching, few have a systematic way of keeping track of observations made by faculty members prior to student teaching. Standardization of these procedures would help to track undergraduate teacher education students more effectively.

In her presentation, "Current Status of National Accreditation for Professional Education Programs: Threats and Promises," Dr. Gloria Cherney (July 26, 1982) asked, "Why should we accredit?" In response to her own question, Dr. Cherney stressed the importance of self-examination and pointed out that self-examination or assessment should quite clearly be included as a vital part of a teacher education program. This self-assessment can, in turn, be used "to advance the teaching profession, through the improvement of preparation programs." (NCATE, 1982, p. 3)

In the presentation by William Gardner on Monday, July 26, 1982 and also as noted in the working paper written by the AACTE Task Force Committee on Accreditation Alternatives (AATCE, June 10, 1982, pp. 2-7), there are a number of proposals cited for future consideration by institutions of teacher education who desire to evaluate their programs and to improve the basis for accreditation. The system proposed by Dr. Gardner is intended to:

1. Develop a data bank for teacher education programs that will allow the establishment of norms or categories. The factors to be included will reflect quantification of current NCATE standards. This will include information for internal evaluation, budgeting, and planning.
2. Focus on the teacher education unit rather than program categories. The total teacher education unit will be approved.
3. Include evidence that Standard I, Governance, has been met and support data concerning faculty involvement with schools, scholarship, and preparation.
4. Expand the annual NCATE list to include a paragraph of descriptive information about the teacher education program and a portrayal of factual information derived from the data bank. A scale will be established for each major factor, ranging from accreditable (\*) to exceptional (\*\*\*\*).
5. List those institutions having teacher education programs who did not participate in the NCATE accreditation or have requested that institutional characteristics not be listed.
6. Retain standards deemed important which are not covered in the data bank. These would receive attention during the team visit.
7. File reports annually by institution.
8. Visit sites every fifth year with a team of two or three.

The implications for the assessment of teacher education programs are clear. Record keeping must be very detailed, complete and systematic. The support of the computer for quantifiable data is a necessity. In addition, one person should be responsible for gathering and organizing the data. But all this is not enough if the data to be recorded does not measure up. Thus, colleges and universities need to give serious consideration to those basic standards which can be easily quantifiable (e.g. number of student teachers per full-time faculty load). In short, teacher education must have adequate resources and funds to do the job.

Standard 6 of the NCATE Standards (NCATE, 1982, pp. 26-27) speaks to evaluation of the teacher education student as well as the teacher education program. The aspects of evaluation and the evaluation process associated with Standard 6 are summarized as follows:

1. Criteria for admission and retention provide some assurance that students of promise and ability enter and continue in teacher education programs.

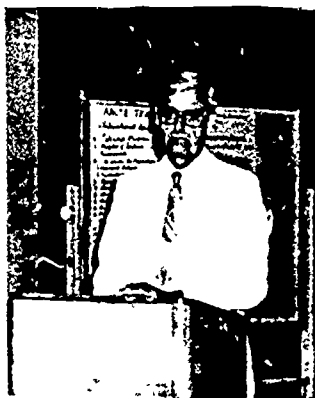
2. The ultimate criterion for judging a teacher education program is whether it produces competent graduates who enter the profession and perform effectively.
3. The institution keeps abreast of emerging evaluation techniques and engages in systematic efforts to evaluate quality of its graduates upon completion of their programs of study and after they enter the teaching profession.
4. The evaluation includes evidence of their performance in relation to program objectives.
5. The results of this evaluation of graduates is used in modification and improvement of its programs.
6. The institution conducts a needs assessment and plans for future development which provides a basis for making decisions in such matters, as:
  - a. increasing or limiting enrollment,
  - b. introducing new programs,
  - c. expanding and strengthening existing programs,
  - d. entering the field of graduate education.

The implications for evaluation in the teacher education program are:

1. The faculty need to establish criteria for admission to the program, and for evaluating the graduates of its program upon completion and after entering the profession of teaching.
2. The objectives of the program should be written and used as the basis for evaluation.
3. The results of evaluation should be used to modify and improve the program.
4. Needs assessments should be used as the basis for modifying or expanding teacher education programs.

Mr. Paul Simon, United States Representative from Illinois and Chairperson of the Subcommittee on Post Secondary Education, introduced a joint resolution (H. J. Res. 429, March 9, 1982) which was referred to the Committee on Education and Labor. This resolution addressed the establishment of state commissions on teacher excellence. In this resolution the following aspects of quality in education were emphasized:

1. Careful evaluation of the training and performance requirements for teachers and teacher preparation institutions should be made by each of the states.
2. Evaluation of teacher recruitment, selection, training, certification, and licensing of each state should be shared with the other states.
3. This evaluation should be done by commissions on teacher excellence which should consider a broad range of factors involved in the entire process by which teachers are recruited, selected and educated from admission to college and university degree programs through preparation for teaching in the current educational environment, certification, licensing, and continuing professional development.



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4. These evaluations should be made available to the President and to Congress, together with recommendations on ways to improve the quality of public school instruction.

This resolution has strong curricular implications for the entire spectrum of assessment within teacher education programs. Ways must be designed so that university and college recruitment efforts appeal to the most capable of the potential future teacher population. Admission standards must be strengthened so that the most able students are identified and admitted to teacher programs. Rigorous standards must be designed for all phases of professional education, including continuing development and recertification of teachers.

### Staff Development

For many years a considerable effort has been exerted to provide inservice training and staff development for teachers. Somehow, college and university professors have often been overlooked in this endeavor. With an ever expanding knowledge base in education, professors, like their practitioner counterparts, continually need to update their own knowledge, skills, and expertise. While the NCA Workshop provided that opportunity for selected teacher educators there are many specific points to be drawn from the papers and presentations. One excellent way of providing staff development was pointed out by Dr. Gloria Cherney, in her presentation, "Current Status of National Accreditation for Professional Education Programs: Threats and Promises." (July 26, 1982) She recommended that at least one faculty member on a given staff should be trained as an NCATE evaluator, noting that the pool of trained females is low. This recommendation has implications for staff development. When NCATE evaluators are appointed to serve on visiting teams, their knowledge of other programs in different parts of the country increases. They, in turn, will be able to share their new perspectives with colleagues at home institutions. In addition, NCATE evaluators will be more able to use the standards creatively for the improvement of their own teacher education programs.

Since NCATE teams are composed of practitioners as well as professors, it will be very helpful to provide many opportunities for professors to work collaboratively with their practitioner counterparts. One way of doing this is to include public and private school teachers and administrators on college curriculum committees. By joining forces in a team effort, practitioners and professors work together for the improvement of teacher education programs in addition to learning from each other. The development of mutual trust and understanding of two spheres of education can, in turn, encourage greater respect among the different constituent members in the education profession.

The issue of retraining faculty members was discussed within the section on "Curriculum and Program Components, Knowledge and Skills." To summarize, if new components are needed in the

curriculum, then some components may be dropped, necessitating the retraining. Clear implications for staff development are inherent in the concept of retraining. Issues to be considered include: bolstering self-esteem, alleviating stress, developing an awareness of the need to change, setting up support groups, and stimulating positive attitudes toward changing instructional roles. Those who assist faculty members to retool must have empathy, inspire trust and provide the appropriate professional expertise.

The Task Force Report on Extended Programs (AACTE, February, 1982, pp. 6-44) has outlined six alternative models for the preparation of teachers:

1. A four-year program extended by an additional year of professional studies and practicum or internship, culminating in the acquisition of a baccalaureate degree.
2. A four-year program extended by a year-long internship, culminating in the acquisition of a baccalaureate degree.
3. A five-year program where the fifth year is closely integrated with the previous four years, culminating in a B.A. plus master's degree.
4. A five-plus-one-year, culminating in a master's degree plus internship.
5. A four-plus-two-year program, culminating in a B.A. plus master's degree.
6. A four-plus-three-year program, culminating in the acquisition of a teaching doctorate.

When contrasting the models on a cost-effectiveness basis the Task Force found that substantial gains could be made by implementing five-year preparation programs; however, they found that the cost of implementing six- or seven-year programs would make the implementation of those programs unfeasible at this time. The Extended Programs paper has some interesting implications for staff development. If teacher education programs are lengthened to include more clinical components and longer internships, then some faculty members and school district people may need to refine and strengthen their skills in clinical supervision. In short, an improvement in teacher education programs must be accompanied by an updating of faculty members and school district personnel.

If the sixth model is chosen, then the educational requirements for administrators and professors would need to be increased significantly. If all teachers received a teaching doctorate, then it would not necessarily follow that they would also be able to teach specific courses to doctoral students by virtue of that one degree. Thus, areas of specialization will be needed for certain types of positions. All of this would have profound implications on staff development for faculty members already teaching and administering programs.

Conditions for Faculty Development are covered in the NCATE Standard 3.4, which includes the following statements about the conditions which improve the quality of the teacher education faculty.

1. To maintain and improve the quality of its faculty, the institution has a plan for faculty development which provides such opportunities as:
  - a. inservice education,
  - b. sabbatical leave,
  - c. travel support,
  - d. summer leave,
  - e. intra- and inter-institutional visitation, and
  - f. fellowships.
2. The plan includes appropriate opportunities for development and implementation:
  - a. innovations in Multicultural Education, and
  - b. for developing new areas of expertise.
3. The load of a faculty member is such that scholarly and professional development can be continued.
4. Provision is made for supporting services to faculty that permit faculty members to fulfill their institutional and other professional responsibilities at a high level of performance.

The implications are clear in this standard. There should be a plan for teacher development in the teacher education institution. Namely inservice education, opportunity for updating professional preparation, a realistic load, and support personnel to free the faculty to teach and upgrade their institution.

Dr. William Gardner, in his presentation of "Alternatives for Accreditation of Teacher Education: AACTE's Developing Paper," (AACTE, June, 1982) talked about the importance of school districts and colleges linking so that faculty can become more involved in the schools. This recommendation has implications for staff development at both the university and school district levels. One way of providing this linkage is to place pre-student teachers and student teachers in clusters. Thus, faculty members can work with a few schools rather than driving (or in some cases flying) to scattered schools. In short, the quality time of the faculty supervisor for actual on-site involvement will be expanded. As a direct result of these cluster placements and continued linkage, cooperative ventures are likely to evolve. These may include:

1. involvement of faculty members in researching on-site problems which schools indicate are of importance,
2. involvement of faculty members in giving in-service which cooperating school district personnel request, and
3. involvement of faculty members in the actual instruction of classroom students.

Summary and Recommendations for Action Regarding  
Program and Curriculum Dimensions

The 1982 NCA Teacher Education Workshop provided papers and presentations which dealt with the future of teacher education. Based upon this input, the following curricular and programmatic implications are drawn.

1. Teacher educators need to use the media to communicate about "What Is Right in Education and Teacher Education."
2. A multicultural thread should permeate teacher education programs; such means as requiring students to have two or more field experiences in a cultural setting other than their own are recommended.
3. Program and curriculum development should be the responsibility of the Teacher Education Faculty.
4. Faculty members may need to be retrained if nonessential courses are "weeded out" and new courses are added.
5. NCATE Standards 1982, and AACTE's Profile of a Beginning Teacher, 1982, can serve as the basis for designing programs for specific teacher education institutions.
6. One teacher education faculty member on each campus needs to act as a liaison person. He/she should: be knowledgeable about assessment options which exist nationwide on both the preservice and inservice levels; communicate the knowledge to other faculty members and school district personnel; and share institutional assessment data on a nationwide basis.
7. Studies are needed which isolate predictor variables which can effectively screen students wishing to enter teacher education programs.
8. Teacher education faculty need to provide school district personnel with low-inference observational skills to be used to evaluate first year teachers.
9. Universities and colleges need to conduct large-scale recruitment efforts which appeal to the most capable of the potential future teacher population.
10. A systematic and detailed plan for recording pre-student teaching and student teaching observations needs to be designated to track each undergraduate teacher education student.
11. One person should be responsible for gathering and organizing all data for each undergraduate teacher education program.
12. Computers need to be used to record and store quantifiable data for each undergraduate teacher education student.

13. Teacher education programs must have adequate funds and resources in order to achieve good ratings on such quantifiable data as the number of student teachers per full-time faculty load.
14. Rigorous standards must be designed for all phases of professional education, including continuing development and recertification of teachers.
15. Program evaluation and change should be based upon needs assessments and systematic analysis of program objectives.
16. One or more teacher education faculty members in each accredited institution should receive NCATE training as a visiting team member.
17. Faculty members involved in assisting colleagues retool should be knowledgeable about the psychological aspects of change and should, themselves, have empathy and inspire trust as they provide appropriate professional expertise.
18. Faculty members may need to add to their present knowledge and skill base if the present four-year programs are extended to five, six or seven-year programs.
19. Plans for staff development in teacher education institutions should include inservice education, opportunities to update professional preparation, realistic faculty loads, and adequate support personnel.
20. Linkages between school districts and colleges should be provided through cluster placements of teacher education students in clinical experiences and by encouraging faculty members to research on-site school problems and to provide inservice workshops and teach in school settings.

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## CHAPTER VII

### TEACHER EDUCATION GOVERNANCE AS THE KEY TO SUCCESSFUL IMPROVEMENT OF THE TEACHING PROFESSION

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At the present time there is a vigorous effort underway to find ways to improve the quality of teacher education programs. One goal is to prepare future teachers more adequately for teaching. Other goals include improving the professional status and acquiring more respect for teachers. Better salaries, more job satisfaction and a better education for the children and youth of the nation are also mentioned as outcomes that are to be anticipated when, and if, the proposals being formulated are implemented.

Some of the efforts being made to improve teacher education were described in sessions of the North Central Association Teacher Education Workshop at Ball State University in July, 1982. Dr. David Imig of the American Association of Colleges of Teacher Education reported that quarterly meetings of representatives of AACTE, the National Education Association, the American Federation of Teachers, the Parent Teacher Association and others are held to study the common interests of these groups; namely, the teaching profession.

At this same workshop Dean Dale Scannell of Kansas University presented the latest drafts of two AACTE position papers. This organization's Task Force on Profiles of Excellence has identified elements of knowledge, skills and attitudes that it believes beginning teachers must have to be successful teachers. The Task Force Report on Extended Programs presented six models for teacher preparation. The models range from giving teachers more of the type of preparation they now receive to programs requiring an internship year and a doctorate before permitting them to enter the profession. Dean William Gardner of the University of Minnesota described the AACTE Committee on Accreditation-Alternatives proposal which, if accepted as policy, could save many hours and dollars now being used in the teacher education accreditation process.



Workshop members also received an update on the activities of NCATE from Dr. Gloria Cherney of the NCATE staff and from Donna Gollnick of the AACTE. The concerns of state legislatures were shared at the workshop by State Representative J. Roberts Dailey of Indiana and Dr. Roberta Felker, who presented the viewpoint of the Association of State Boards of Education. Activities that are designed to improve teacher education and the teaching profession by the fifty state departments of education and by colleges and universities across the nation are too numerous to mention. The total effort is extensive.

### Introduction

The analysis which follows invites the reader to focus on the need to make special efforts to coordinate the work of all of these groups cited above, each of which has some governance power. Unless this is done, there is little hope that the goals that are envisioned as the end result for upgrading teacher education will ever be reached. The reader is reminded that what follows is not new. The problem is that the actions of those who are in leadership positions in teacher education gives credence to the conclusion that the centrality of governance in any plan for change is being ignored or forgotten. Those in governance positions outside of education, for example, in legislatures, are making decisions while educators continue to refine position papers.

In the following pages the authors have attempted to identify the complexity of governance, to make a case for why it is the key to the success or failure of the enterprise, and to present some suggestions which may be a useful beginning for harnessing the governance forces on the national, state and local levels and getting all groups that wish to improve teaching on the side of the improvements that are being proposed. Governance is so complex and so important that it deserves a concerted effort on the part of the leadership of teacher education to include all who can exert policy making power as plans are made for future development and change in teacher education. Unless this is done, it is not likely that one group will be ready to share ownership for proposals initiated by other groups. The time needed to coordinate existing governance forces and to make their collective impact favorable toward accepting improvements for teacher education now being formulated calls for building a plan of action now.

### Governance in Teacher Education - A Definition

For this discussion of governance in teacher education the reader may wish to explore M. L. Cushman's book, The Governance of Teacher Education, for a rather complete explanation of what governance is. By contrast, the treatment given to the term in the NCATE Standards is narrow and rather typical of the perspective of teachers and teacher educators. Other groups often limit governance to policy control of teacher education in colleges and universities. Some would define governance as the power to administer the teacher education programs.

Cushman provides a broader perspective in his definition. He recognizes that teachers and teacher educators have only a part of the power to make policy. He also makes it clear that it is the *power to make policy* that is the real force for making changes. The following excerpts will be sufficient to set the boundaries for the definition that will be used here:

Perhaps at this point it would be well to analyze the term governance of teacher education so there will be no misunderstanding of what is being studied. We define governance as a process. It is not a structure, it is not a philosophy, and it is not implementation or administration. It is a process in higher education by which decisions affecting behavior are determined. It is highly complex, dealing with both external and internal forces. . . .

A distinction must also be made between governance, which is policy formation, and administration, which is policy implementation. While governance is a process involving the reaching of decisions by people, structures such as departments, schools, colleges, university senates, and graduate schools are the implementing agencies for institutional governance as well as the mechanisms through which the process operates. . . .

In this report we shall consider both indirect and direct controls and influences which originate both inside and outside the university and the structures through which governance operates. The governance of teacher education can therefore be defined as the political process by which decisions are reached and policy developed for the preparation of school personnel: . . .

We are here not much concerned with the techniques of administering a teacher education program but largely with the policy formation process, the political and sociological strategies involved, and the mechanisms through which these are exercised. (Cushman, 1977, pp. 12-14)

### Why Governance in Teacher Education is the Key to Improvement of the Profession

If the reader accepts Cushman's definition of governance as policy formation process, it is logical to accept governance as the key to the improvement of teacher education and the teaching profession. Policies are the source of direction for any enterprise and provide the framework within which any action can be taken. Policies provide the authority needed to validate administrative decisions. Any decision made that does not follow stated policies is subject to nullification. If a valid policy exists, it has been made by some group that has authority in the area to

which the policy applies. A governance group that makes a valid policy which applies to its sphere of responsibility must also have the power necessary to see to it that the policy is followed.

At the local level, boards of education are the governance unit for the schools in their respective communities. They make the regulations which will be followed in their districts. Teacher education institutions discover the truth of this assertion when, for example, a school board decides that no teacher in the district shall be permitted to accept a student teacher in his or her room during the first year of service in the district. When such a policy is in effect, it doesn't matter that the teacher has supervised student teachers successfully in previous years, and it makes no difference that the teacher in question meets all of the qualifications for student teaching supervision of some college or university which would like to have a student teacher study teaching under a teacher newly employed for the coming year.

Similarly, a local school district may desire to have a student teacher every semester in every classroom in each of their schools. If the schools of education which place student teachers in their schools have a policy which limits placing a student teacher in a classroom to no more than once a year, the local school district will not be able to reach its goal even if the governing local school board has approved such a desired policy. If either the school of education or the local school district violates a policy of the other in matters for which the other is in a governance position, the outcome is predictable. The relationship between the two educational entities will be severely strained and, ultimately, may be broken altogether.

Dean J. T. Sandefur of Western Kentucky University, in his presentation to the NCA Teacher Education Workshop, July 28, 1982, entitled, Competency Assessment in Teacher Education, reviewed legislative actions that have been placed into law or are in the process of becoming law which pertain to competency assessment and testing of teachers in thirty-three states. The legislatures in these states have decided or will decide what tests, if any, must be passed with a given score before a teacher is permitted to teach within their respective borders. The legislature is the governance unit for its respective state. What it legislates will be honored by schools of education within its borders and also by schools of education in other states that expect to make their graduates eligible for certification in that state.

One professional organization that recognized the limitations that the governance of legislatures places upon it is the National Education Association. In its document, Excellence in Schools, Teacher Education: An Action Plan, dated May 10, 1982, the NEA presents the specifications it wants in teacher education programs. It acknowledges that "...responsibilities for teacher education are the province of the states..." (NEA, 1981, vi.) The document also proposes that its state affiliates should take steps "...for establishing such an agency or making changes in an existing agency to function in the ways described..." (NEA, 1982, p. 45) The goal is to remove the governance of teacher education from the legislatures and to transfer it to a governance unit that will be controlled by classroom teachers.

The groups which have major control over education have been identified, namely, the local school boards, the institutions of higher education that have programs of teacher education, and the state legislatures. These groups have rather direct policy making and enforcing powers in their respective areas. Governance is, however, subject to some indirect forces that cannot be overlooked if one wants efforts to change teacher education and teaching. They too have special interests in teacher education and the teaching professions.

### Parents

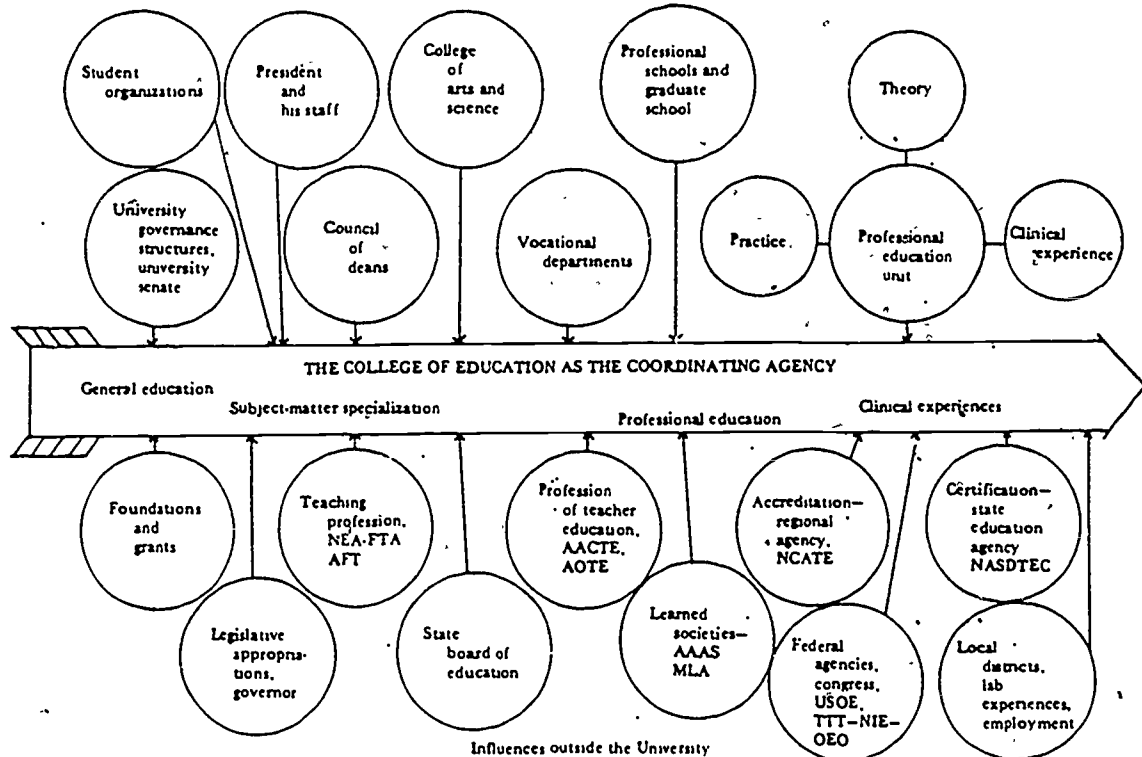
Parents have a vital interest in the schools. Their children are the subjects of the formal schooling process. Parents are a vital force when aroused. They can be supportive of teachers and their schools or they can be very unsupportive of both. Furthermore, parents will be listened to by local school boards and the legislators who represent them. While they do not make policy on the state and local levels, they are in a position to see /to it that their wishes become policy through use of the force of public opinion on those who do have governance power.

### Taxpayers

Another group which includes parents but also involves all registered voters and others is comprised of taxpayers. Taxpayer revolts in California and other states have led those with governance power on the national, state, and local levels to make fiscal policy decisions that have decreased the amount of funding allocated to many educational programs. Indirectly, the tax revolt has caused those with governance power and responsibility to use it to decrease support for many educational activities. Areas that were tagged as "frills" were prime targets for such reductions. Through a domino effect, the taxpayers mood has affected both teacher education and the teaching profession. By electing legislators and school boards who have promised to "hold the line on taxes," the taxpayers have seemingly indicated that, regardless of what the effects may be, they favor keeping more dollars in their own pockets. Time will reveal whether taxpayers really care about who or what may be affected adversely by such decisions.

Parents and taxpayers have been featured as examples of the groups that influence those who make educational policy. These two groups are illustrative of the influence that those who are not in governance roles can wield upon those who have the responsibility for governance. The reader will be able to continue building a list of reasons why groups that have policy formulation and enforcement powers are the key to change in teacher education and the teaching profession. The reader is invited to fill in his or her own rationale for the groups presented in Cushman's Figure 5, A Model for the Governance of Teacher Education. It identifies most of the governance groups in teacher education. They represent the spectrum of policy makers both inside and outside of a teachers college. The figure adds graphic force to the proposal that governance is the key to making changes in the teaching profession. (Cushman, 1977, p. 251)

Figure 5.  
A Model for the Governance of Teacher Education  
Influences within the University



In his explanation of the figure, Cushman asserts that "the major role of the college of education is to serve as a coordinating, reconciling, and arbitrating agency for all of the other governance agencies having a contribution to make to teacher education." (Cushman, 1977, p. 250)

Cushman is correct to suggest that teacher education direct energies toward getting in tune with other governance groups in education. These groups make the policies which are followed in the development of teacher education. Prospective teachers enter the program at the feather end of the arrow; they graduate at the tip. What the student experiences was developed in the teachers college (represented by the arrow itself). The curriculum reflects existing policy made by one of the groups in Cushman's figure. If none of the governance groups made policy in a given area, the teacher education institution can enjoy some policy power outside of its normal governance areas. It may enjoy such additional policy power until the appropriate governance unit decides to speak in the area in which a policy vacuum exists. Cushman's point is that a school of education should set up a wholesale relationship with all of the groups which his figure identifies as having policy power in education. Only then can it hope to have some semblance of control over its destiny.

### Concerns and Dilemmas of Governance Groups

The education of public school teachers can never be solely the concern of institutions of teacher education. The products touch the fabric of American society in a most thorough way. Teaching is probably the most visible profession in this country since so many people come in contact with it on a daily basis for so many years of their lives. It is because of this visibility various groups in society feel that they have a right to shape teacher training to meet their individual group concerns. Who these groups are has been identified by Cushman's figure in the previous section. What are their individual concerns? A partial answer to this question is presented here.

Teacher educators themselves comprise one of the groups. They have a concern and duty to their students which encompasses adequate career preparation. The very existence of teacher educators depends upon the production of quality teachers. Since the product is so visible in society, recruitment of new teachers for the profession is very dependent on how the product performs in the public school classroom. Teacher educators also share a very deep concern for the welfare of the public school students who will be influenced by their product.

State boards of education, too, have concerns. They are charged with setting standards for the certification of teachers who work in each respective state. As they represent the people of a state they have a responsibility to represent the concerns of citizens on a state level. They are also concerned about the children who come in contact with teachers and the kind of experiences those children have.

There are organizations which are formed from local and state structures to link up on the national level. Organizations such as the NEA, NASSP, and the branches of the national government which are charged with administering education as well, have concerns which are different from the local branches of governance. One of these concerns has to do with money allocated from the national government to education and the use of that money. National organizations are responsive to minority groups which are too small to have much of an impact in their localities but which, when banded together, have influence with a national organization. Such national organizations also have a very deep concern for all the students which are affected by public education.

The practitioners of education have deep concern for the profession which they serve and for the students whom they teach. They feel that they should have a great deal to say in the control of their work. They are concerned for the reputation of the profession and for its welfare. They strive to upgrade their work and to improve the benefits for all teachers. While school administrators share concern for the students who are directly affected by their educational experiences, they are also very concerned with the efficiency of the school operation. Administrators also have concerns for the growth of their teachers in areas such as classroom management, curriculum preparation and delivery, and continuing content mastery. Local school boards

share concerns which are very local in nature. They have a responsibility to the citizens which they represent. One of these concerns is getting the best education for the amount of money which is spent by the community. Another concern is satisfying various interest groups within the local community. Local boards are also very concerned about the students who are the products of the local educational system. There are in this country special interest groups which express concerns over the education of the nation's youth. Concerns of many of these groups, like the Moral Majority, are very provincial in nature and focus only on their own values.

The descriptions given above show that there are different groups which feel that they have a legitimate responsibility to help in the shaping of public school teachers. They all share the same basic concern for the student whose formal education is the product of the school system, but it is here that the common point of view ends. All of the governance groups have different settings in which they operate, and this causes the differences in their respective points of view.

*Teacher educators* as a group work within the setting of the schools of higher education. Their tools are those of research and training. This group is often criticized by others as being divorced from the actual setting in which teachers really operate.

*State boards* operate in a setting of certification and standards. As a state body, they must be sensitive to forces which are extreme and, as a result, must find a common ground in order to accommodate diverse positions presented by groups and individuals within their setting.

*National Level Organizations* find themselves operating in an even more diverse setting than do state boards. Their base of operation is even further removed from the localities in which the actual education of children takes place.

The setting of the *practitioners* is probably the most closely related to the actual classroom operations of the educational system. The classroom settings in which the practitioners operate tend to be, because of the local structure of American education, provincial in their outlooks despite the prominence of national and statewide practitioner organizations.

*Administrators* are also very close to the actual educational setting. They are, however, one step removed from the practitioners, and this changes their point of view. They are involved in the direct evaluation of the work of the practitioners.

*School boards* on the local level are removed from the classroom setting, but are otherwise very much involved in the communities in which education takes place. Because of the political nature of the board, the members often lack the specific tools of knowledge and experience which practitioners, teacher educators and administrators have.

*Special interest groups* find their setting even less advantageous than do school boards in that they are more of a minority in their causes while they often share the same lack of critical expertise.

The importance of the shaping of young minds is something which is evident to all of the above mentioned groups. How much of a say should any of these groups have in the process of teacher education? Can the governance realm be divided so as to satisfy the self-proclaimed importance of each group? Are some groups too broadly defined in terms of the areas they attempt to represent to have a legitimate say in the education and preparation of teachers? On the other hand, are some groups too narrowly defined in terms of avowed purpose to have a legitimate say?

Because each governance group operates in a different setting, one question arises. Can each group adequately diagnose problems, design solutions for them, implement solutions and evaluate proposed solutions for the problems which they have identified? A final question is posed. If individual governance groups enter into such a professional process as described in the last sentence, can they do it in concert with the other groups which are also involved in the same process?

#### Why Many Current Efforts to Improve Teacher Education Will Have Limited Success

Why may current efforts to improve the teaching profession have limited success? One answer is that much evidence points inescapably to the fact that all groups that have some policy formulation power and/or some special interest in teacher education are not stimulated adequately to organize themselves to communicate their concerns with one voice, and to vote as a block in order to achieve the changes which each group views as essential. Particular scrutiny is directed to the governance of teacher education programs in our colleges and universities and the manner in which the authority, control, coordination, and vested interests operate.

Individual and, on occasion, corporate voices have been raised to express varying degrees of anguish and concern over the inadequacy which exists in certain areas of our public schools and over the need for major improvement in teacher preparation programs. Such are included in the Task Force Report on Extended Programs of the AACTE, in which the proposition is advanced that the problem of educational improvement should be a matter of societal concern and that, "societal demands for improvement in schools and in the preparation of teachers could be the catalyst for -- and the basis for -- again improving and upgrading the initial preparation of teachers." (Extended Programs, 1982, p. 28) Truman M. Pierce, Dean Emeritus of Education, Auburn University, is quoted on the subject when he commented that:

The most persuasive explanation for the shortcomings ascribed to schools is that preparation for teaching has not achieved the level of professional quality necessary if schools are to achieve their mission.



Dr. Pierce then expressed his conviction that "the teaching profession as such has mounted no comprehensive unified effort to substantially elevate the quality of its service by improving preparation for professional careers." (Extended Programs, 1982, p. 28)

The NCA Workshop group which has prepared Chapter VII agrees wholeheartedly with the conviction expressed by Dr. Pierce. Any substantive and significant improvement must be a matter of societal concern, and, specifically, the concern of certain interest and power groups which are in a position to effect changes. The time is long past when professional educators can convene alone and complain that the governance of the professional programs is not in their hands. Other professions and vocations have demonstrated what can be accomplished with the proper use of intelligence, coordination, and courage. The NCA Workshop writers propose a unified spirit and voice. The need exists, let us work together for a solution.

As a professional group, are teacher educators willing to admit that they do not have the intelligence, the organizational ability, the courage and the vision to rise up and enlist every resource at their command to convince their "publics" that they have a solution to this real and depressing national problem and, with loyal support, that they can and will solve this problem? Let us hope not!!

There are, of course, many additional facets to the problem of establishing excellence in programs for children and youth. The position paper of the AACTE Task Force on Profiles of Excellence, February 1982, says it well:

Ideal programs cannot be achieved by schools, colleges, and departments of education alone; they must achieve full support of higher education institutions, the organized profession, school administrators, local and state policy makers, and -- ultimately -- the communities where their clients will serve. (Profiles, 1982, p. 21)

In a statement of this nature one must guard against the idea that, since the statement is reiterated, all segments will fall into place and the dream will become a reality. Thoughtful individuals are painfully aware that those who support suggestions for comprehensive change in teacher education do not operate from a consistent power base, and that they will not encounter uniformly supportive attitudes, internally or externally. There will be detractors and there will be confrontations, and the battle lines must be drawn and defended at those points of confrontation. The real forces can, if they wish, expedite and reinforce their efforts to improve teacher education.

The present fragmentation of efforts to reform teacher education will not accomplish the job that has to be done. The reader is invited to review the current status of affairs as exemplified by the examples which follow. One example is the "every man for himself" technique which is so frequently used by educational governance groups. This is seen in the actions by legislatures in recent years on competency testing as a requirement for teacher certification. Many of the legislative acts are

based on unproved assumptions concerning how one identifies a teacher who will be successful.

No single professional educational organization has managed to coordinate its state units effectively in a national coalition. If they can't control their own, however, how can they claim the right to represent the profession? It may be presently impossible to coordinate and harness the general governance forces for teacher education and the teaching profession. If it is an impossibility, then no organization should be so presumptuous as to claim that it effectively represents education. One statement that is tantamount to admitting failure in harnessing the governance forces at the state level on behalf of teacher education and the teaching profession reads:

In twenty-five states, it may be too late for SCDE's (schools, colleges and departments of education) to participate in the initial design of competency assessment programs; they are too busy implementing plans already mandated from above. For those SCDE's not yet under mandates, some time remains for the design and implementation of entry, retention, and exist assessment programs. Immediate action could forestall unrealistic programs from being legislated or mandated without benefit of professional expertise which is available for creative program design.  
(Competency, 1982, p. 5)

This quotation indicates that the authors, speaking on behalf of the Task Force on Teacher Competency Assessment, are in touch with reality. Unfortunately, they appear to be correct in stating that it may be too late to influence such competency legislation which has already been passed in many states. In states where legislation is still pending, there is still hope for a successful effort by schools, colleges and departments of education to exert leadership.

Another factor that points to limited hope for success of current efforts is that so many proposals are not backed by data that will demonstrate to state legislatures that the SCDEs know what parents, school boards, taxpayers, teacher organizations, state departments of education and others really want. Congressman Paul Simon shared an incident with a group of representatives of higher education which illustrates one legislator's viewpoint. He was talking about an approach which a state university made to gain his support in obtaining a grant.

. . . I had the Dean of the School of Business and three faculty members from a state university come to me not long ago, saying that they were going to apply for a grant for \$375,000 and wanted my assistance. They wanted to study how labor union leaders can get the people in the labor union to follow them, given the increasing tendency of union members not to follow union leadership. I said, 'Well, it sounds like it has possibilities. Have you discussed this with any labor union leaders or labor union members?' Well, they hadn't. Then one of the faculty members said, 'How should we go about contacting them?' And I said, 'You know what you might

do is take that tie off and go over to -- I won't mention the town because I will indicate the university -- but I said to to this tavern that's right next to the coal mine over there and sit down with the coalminers in the tavern and drink a beer with them, and start to get a feel for the situation. I had to tell them frankly that I would not be able to support their request for the grant, because they didn't know what they were doing. Know what you are doing before you make a request for a grant. (Simon, 1980, pp. 46-7)

If there is evidence that proposals for teacher education and the teaching profession are generally backed by a better data base than Simon described in this incident, it is not apparent in many of the statements of organizations that claim to be speaking for teacher education.

Another factor that promotes the assumption that only limited success can be expected from current efforts to improve teacher education can be documented by looking at the continuing fragmentation process being used by many of the groups that have governance functions in teacher education and the teaching profession. The NEA's document entitled, Excellence in Our Schools, Teacher Education: An Action Plan is marked "For NEA Members Only." Apparently the NEA believes that it can have what it wants and has a plan to get it. William Gardner, however, noted in a presentation to the NCA Teacher Education Workshop at Ball State University on July 26, 1982, that it is not unusual for classroom teachers to work for adding requirements to teacher education for which someone else will be paying the bill. College and universities and local school boards will see such demands from the viewpoint of their fiscal limitations; they can be predicted to make counter proposals. A similar example is that NCATE is already getting the message in the form of strong negative reactions to the proposal to require a specific faculty/student ratio in schools of education. (NCATE Update, June 15, 1982, p. 1)

All educational organizations will do well to heed Stanley Elam's advice (which was directed at the NEA) to keep the public's view of the educational enterprise in mind. The following quote from Elam applies generally to organizations now engaged in governance activities in education:

The NEA is not, as Allan West's book title suggests, the "power base of education" in the U.S. The power base of education is the public's faith in schooling as the key to success for the younger generation. This faith survives -- along with misgiving about the capacity of the present public school system to deliver on its promise. In a period of declining resources, how do you persuade the public and its government representatives that more will be gained from additional investment in schools than in, say police protection and prisons, or an enlarged defense establishment? It is a delicate and demanding task, requiring both logic and pressure. The NEA uses both, but the emphasis is on political pressure. Some NEA critics say that educators can't convincingly argue

for more resources until they set higher standards for themselves and demand greater student effort. But in a society that rewards its servants so unequally (\$68,000 a year for physicians, \$33,000 for air traffic controllers, \$17,000 for teachers), can we reasonably expect high standards in education? It is this Catch-22 situation that NEA leaders must face.

There is a larger question that I have made little attempt to answer: If the NEA were to achieve its legislative goals through political action, would they prove to be congruent with the public interest, or only with teachers interests? (Elam, 1981, p. 173)

Another group that appears to be following the fragmentation of governance in teacher education policy is the Council of Chief State School Officers. Their Ad Hoc Committee on Teacher Certification, Preparation and Accreditation lists as one of its purposes:

To develop a CCSSO perspective that is independent of the major interest groups with stakes in teacher certification policy (e.g., National Education Association, American Federation of Teachers, American Association of Colleges for Teacher Education. (Scanlon et al., March, 1982, p. 2)

This CCSSO ad hoc committee confined its activity to communicating with the fifty chief state school offices when gathering data for the report from which the above quotation is taken.

The AACTE similarity appears to place its emphasis on its own membership. Informal responses of David Imig to questions asked by NCA Teacher Education Workshop participants at Ball State University in July, 1982; raise the hope that efforts are beginning to turn the corner toward soliciting cooperation from several groups that have a legitimate interest in teacher education governance. While the hour to do so seems late in the light of current activities being carried on by many subgroups in the governance arena, the cliché, "*better late than never*," suggests a way of hope for the future.

### Some Possibilities for Utilizing Governance in Teacher Education as the Key to Improving the Profession

The title for this section of Chapter VII suggests (1) that there is a need for improvement in the profession and (2) there is need for an organization to see to it that needed improvements are made. It is important to recognize these basic assumptions. Material already presented in previous sections of Chapter VII establishes their credibility as assumptions on the basis of current events and recent history. It also seems reasonable to propose an investigation of the need for improvement in the teaching profession as the beginning activity for such an organization. The investigation of the need for improvement in the teaching profession should include these following potential areas.

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|---|--|
| <p>I. TEACHER PREPARATION</p> <ul style="list-style-type: none"> <li>A. selection/retention</li> <li>B. professional course work</li> <li>C. non-education course work</li> <li>D. clinical/field-based experiences</li> <li>E. student teaching</li> <li>F. curriculum scope and sequence</li> <li>G. certification</li> </ul> | <p>II. INSERVICE EDUCATION</p> <ul style="list-style-type: none"> <li>A. professional course work</li> <li>B. non-education course work</li> <li>C. recertification</li> </ul> |
| <p>III. ADMINISTRATIVE SERVICES</p> <ul style="list-style-type: none"> <li>A. certification of administrators</li> <li>B. continued professional development</li> <li>C. recertification</li> </ul>   | <p>IV. ACCREDITATION</p> <ul style="list-style-type: none"> <li>A. Who should do it?</li> <li>B. How often is it necessary?</li> <li>C. What are the alternatives?</li> </ul>  |

Investigation of the need for improvement in the teaching profession should accomplish several purposes. FIRST, the investigation should identify which improvements are needed most urgently. Others may also be identified; however, initial efforts should be clearly focused on areas which those in policy making or policy influencing positions agree should be improved. SECOND, the investigation should certainly include some inquiry directed at the various constituencies of teacher preparation ranging from lay persons and organizations to college presidents, deans, and the various professional organizations. As the investigation proceeds, the interest (or disinterest) of the various groups should be noted. Interest in teacher education and in the "whole of education" rather than loyalty to a subgroup should be the basis for qualifying as a part of the working organization. There should be an initial determination of membership of the organization that will be responsible to make the first improvements happen. The membership at a later time should not be limited to those expressing initial interest. Indeed, membership opportunities should be continuously available. THIRD, the leadership should be identified. As the areas of concern are uncovered leaders should be chosen by the membership. Those especially qualified persons who are willing to put their energies to the task of improving teacher education should be identified and placed in charge. All those who are judged to be "grinding an axe" or who are seeking to gain personal stardom should be eliminated from consideration for leadership.

Once the investigation of need has been completed, a plan for meeting the needs should be prepared. If the assessment of need has been well done, the constituencies which are genuinely concerned and the able and concerned professionals will have been identified. Development of a plan of action will depend upon the specific needs which have been identified and upon the people available to contribute their talents. Only those who are committed to *listening to all the people* should be assigned. Unfortunately, major organizations of teacher education are currently striking out in directions of their own choosing, and the

profession as a whole appears to be responding as an amoeba, which is generally known to be one of the lower forms of life. Educators and their organizations are not working together with state and local governments. Indeed, sometimes they work at cross purposes. This produces little that is positive; sometimes the results are negative. The house of education is divided. People working at different jobs in the profession belong to different organizations and these shall not meet. Survival of their turf is the major concern. Professional unity appears to be necessary, if educators are to continue to make progress as a profession. Therefore, the proposal presented by the NCA Workshop group in the simplist of language is: TO ELIMINATE ENTIRELY THE MAJOR ORGANIZATIONS OF TEACHER EDUCATION AND TO FORM A SINGLE NEW ORGANIZATION.

If the major organizations concerned with teacher preparation are essentially combined into one organization, certain functions must be performed by the new organization in addition to meeting the two or three major needs for improvement of the profession. The new organization should be concerned with teacher preparation in all respects. Minimally, then, there should be some attention given to accreditation of institutions preparing teachers, certification of teachers, and the professional development and recertification of teachers. The proposed organization might be called The Nation United for Teacher Preparation and Development, or NUTPAD. NUTPAD would be national; it would unite teachers and teacher educators; it would control the preparation of teachers and their entry into the profession, and it would be concerned with continued development of teachers and their recertification. Admittedly, certification of teachers is presently the legal responsibility of the various states. However, a strong professional organization which represents everyone having a stake in any given educational issue should be able to provide so much accurate data about the will and wishes of every subgroup that legislators could not avoid listening. An organization that accurately presents the "total picture" is a legislator's dream.

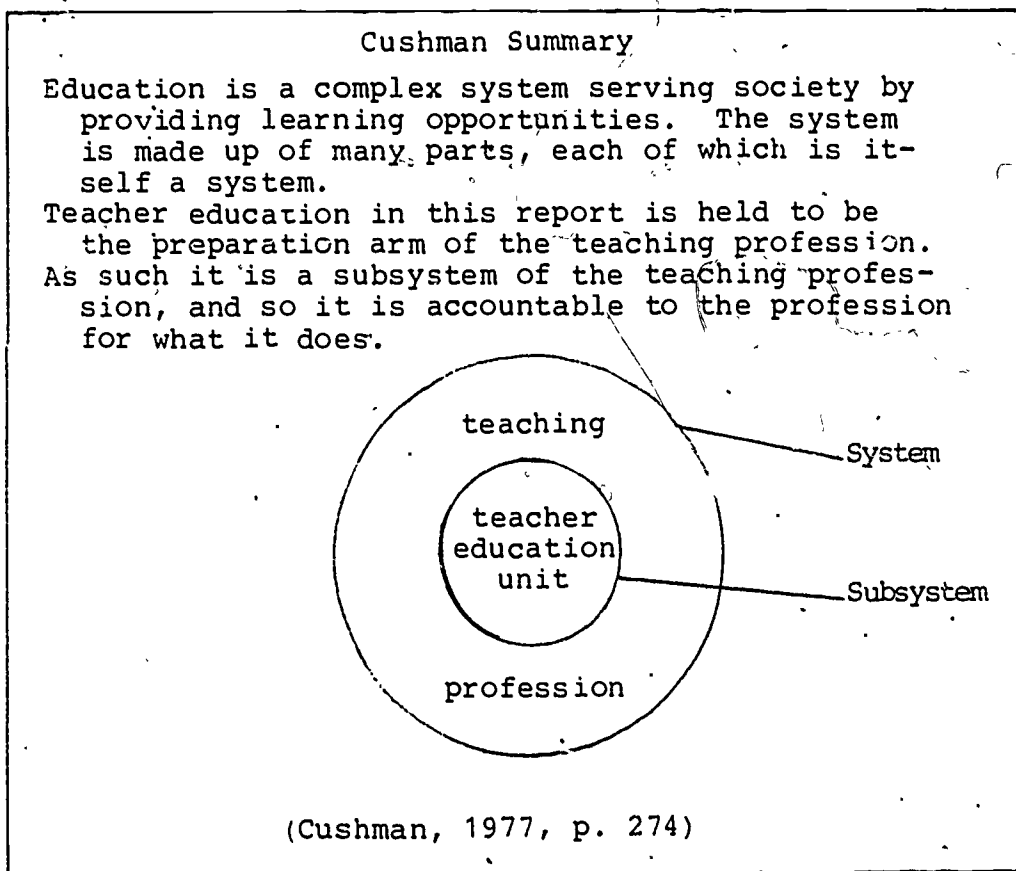
When they develop plans of action on behalf of new teacher education and teacher development, NUTPAD leaders will be able to use some of the same questions that Dean Joseph Lamberti of Butler University in Indianapolis, Indiana proposed for making new programs and innovations an acceptable part of a university. Questions such as the following will set the profession on the road to the new direction which NUTPAD represents:

Who is already involved?	Who should be threatened?
Who needs to be informed?	Who has been duplicating this effort?
Who will be threatened?	Who will support it?
Will there be a turf problem?	Who will not support it?

NUTPAD must also assume a major role in related professional concerns. Program changes in such areas which were also cited by Lamberti are: (Lamberti, ND, p. 1)

Internal Leadership	Research & Development	Training of Trainees
Service Delivery	External Leadership	Monitoring

Perhaps there is no better source for a perspective of the process that NUTPAD must activate than Cushman's summary that speaks about the types of relationships needed among the various parts of the educational operation.



Cushman continues to make applications that can serve as the work orders for NUTPAD, that is, NUTPAD will be expected to produce by some means the "collaborative - responsive relations" that Cushman describes.

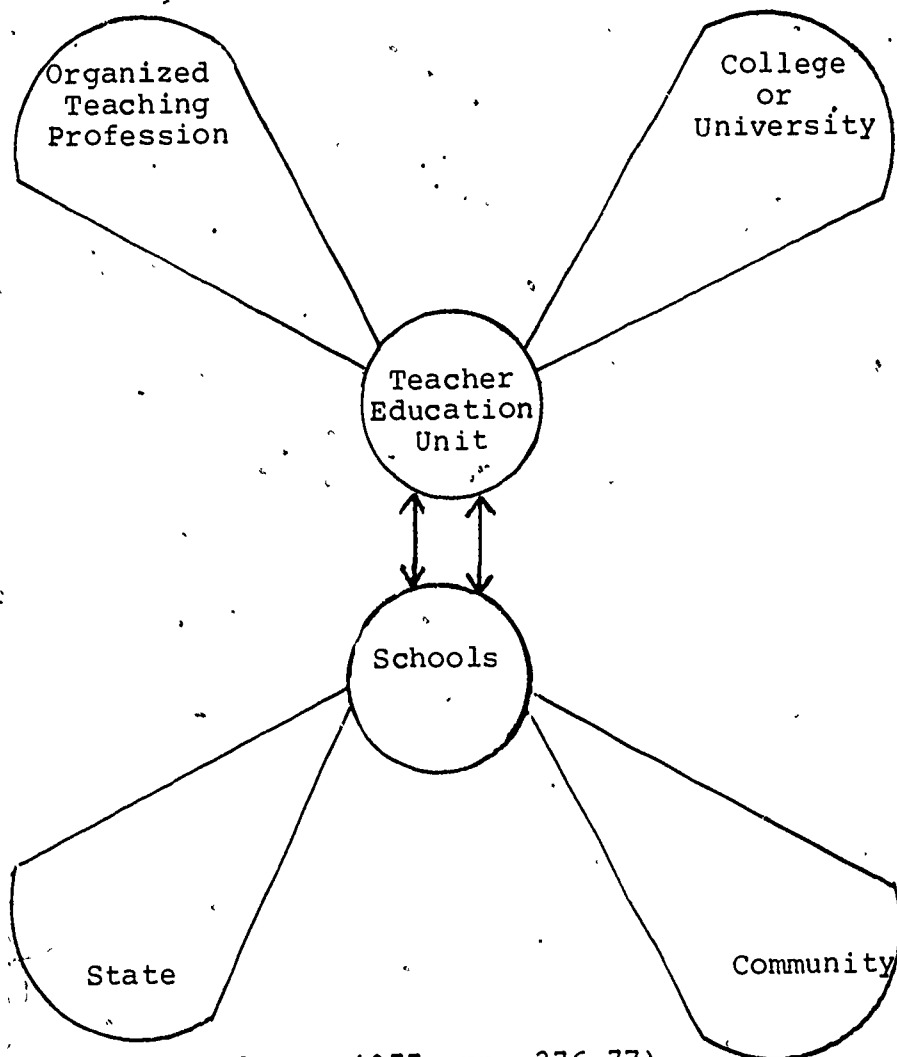
It can be seen that the various groups which feel that they have a legitimate say in the preparation of teachers have one concern in common, namely, the concern for the children who are the products of the public education system, but they also have other concerns which they don't all share. One of the reasons for this is that they operate in three different settings.

All teachers operate within each of the three settings at one time or another during their career. The settings aren't exclusive; they do intersect each other at various points. First, there is the setting of teacher education. It is usually in the university and the classroom of the student teaching experience. One thing which makes this setting unique is that the teacher hasn't yet entered the world of the qualified professional. The second setting is that of the qualified teacher. This setting is generally in each teacher's classroom or in the school of the qualified practitioner who has moved to an administrative or

Guidelines for NUTPAD Based on the Settings in  
Which the Educational Community Operates

Based upon this  
Collaborative - Responsive Relationship\*

The teacher preparation system and the public system, each with its own function, exist side by side within the larger educational system. Each is accountable to the larger system; they are not accountable to each other. Since they live together within a larger system and since they have necessary relationships with each other, they need to be responsive. This is to say that they must consider each other as they act. They will both do better if they act together. Thus a collaborative relationship is indicated.



(Cushman, 1977, pp. 276-77)



semi-administrative position. It also touches the community and sometime shifts to the setting of the university as the practitioner pursues further training for his/her professional growth. The third setting is that of the community which the school is serving. This setting can be as small as a suburb or rural town. Or it can be as large as a state or the nation through organizations which expand the setting through coalition and shared concerns. The setting also encompasses the school and the university settings previously described. Neither of the first two settings can be divorced from the communities in which they operate.

The major problem in the governance of teacher education has been stated here in Chapter VII to be the determination of which groups will have a significant voice in the development of teachers. Having looked at the concerns of various groups, it is easy to see that many of them do lay claim to a voice in this development. Much time and effort is being wasted in the struggle to parcel out the amount of power each group should have. To make matters worse, each group proclaims why it should be the one to decide who should have how much power! This scenario repeatedly takes place when the first setting that of the teacher education is the only one considered.

What if the other two settings were considered as separate entities in this struggle? It is possible to see that certain groups are more at home in certain settings and, therefore, should have more to say in the development of the teaching profession.

Teacher educators obviously work mostly in setting number one, the development of the pre-certified teacher. Practitioners and administrators work primarily in setting number two, the setting which has to do with utilizing the certified teacher in the schools. The other groups: state boards, national organizations and school boards, work primarily within respective communities--state, national and local. Special interest groups can be placed in this last setting: however, the focus of the goals of an individual group must be questioned before allowing it to have a say in the broad issue of teacher education.

If one defines teacher education in terms of the growth of the individual teacher beginning with initial preparation in the teacher education setting to involvement and work as a certified teacher including involvement in the community setting, then it is possible to imagine a training model which takes into consideration the continuous growth of the teacher and maintains the three settings as separate for the most part. The separate maintenance of the settings is important in the NUTPAD model, for it allows the groups to compete less in legislative arenas in which their separate credibility has often suffered. Each subgroup within NUTPAD is allowed to operate in its own individual setting and each may determine for itself what it can do to aid in the development of the teacher. Communication among groups in these settings is important, and this is one function of NUTPAD. They do have common points of reference. It is also important that such communication is understood as being helpful rather than power-seeking. Finally, in a professional operation such as this model depicts, it is assumed that each group will

respond appropriately to suggestions by others because they all share the common concern for the public school student and each is willing to consider information which can improve the quality of that student's education.

The NUTPAD (Cushman) model points out the dominance of teacher educators in the setting of pre-qualification teacher education. As has been stated, these people have experience, tools, research and ability in this arena. Their concern for the teacher as he continues his growth and education makes them receptive to information provided by other partners in this process. They are, however, the recognized pre-certification experts and should be allowed to proceed with this task in the best way they know now always listening to others.

In the setting of the teacher at his work, practitioners and administrators are dominant forces. What can these two groups do to help the individual teacher continue to grow? Teachers have economic and political power sufficient to demand and get courses from the university which they think will be helpful in their growth. With the growth of teacher centers, they can use their experience and expertise in the practitioner's arena to contribute to the growth of the individual teacher as a professional. Administrators can also initiate inservice opportunities for the growth of teachers as well as for their own administrative professional growth. They have influence built into their positions through evaluation and tenure components.

Community groups must help to foster the development and improvement of education in their area? National organizations can be influential in terms of obtaining government funds for the purpose of teacher development. Such organizations can offer growth opportunities for teachers and administrators. State boards of education can do much the same by coming into contact with the powers that be on the state level. Certification and licensing controls rest with each state. Local boards of education are the community liason with the teacher. What can local boards do through their connections with community leaders to help the teacher in the local system grow? Undoubtedly there are many areas which can be explored, including learning and exploration of new school technologies which can become available within the locality and through the local business structure. The beauty of the NUTPAD (Cushman) model is that it seeks to remove non-productive conflict over the issue of which special groups should control the development of teachers. At the same time, it recognizes that all groups are important and that each can contribute in its own unique and special way. All groups can do more to improve teacher education and the teaching profession if they put their energies into building a collaborative - responsive relationship with all other groups through the new organization being proposed, namely, The Nation United for Teacher Preparation and Development. NUTPAD. for excellence.

#### In Conclusion

There appears to be consensus among teacher educators that the profession should, indeed must, be in a position to initiate and control policy matters relative to the needed improvement of

the education of teachers. If this assumption is accepted as an initial premise, then one is faced with the interesting activity of what one educator calls the need for evidence and analysis of unanswered questions.

A first element of evidence and analysis discerned by the coauthors of Chapter VII is that the general, loosely described body of people known as "teacher educators" do not possess a power structure of sufficient strength to allow them to effect needed change by mandate, regulation, or law. This phenomenon strikes the unwary as strange when one considers the number of voices of individuals and groups being raised which criticize, even condemn, public education as it exists. The clamor produced by these critics does not in most instances produce positive, substantive results for essential change in either policy or procedure. More often than not, it militates against the very change that it desires and produces pockets of resistance to what may be constructive proposals. Chester E. Finn, Jr., expressed an attitude which more than a few members of the publics of our schools are supporting when he stated:

I am weary of educators making excuses or explaining the lackluster performance of public schools by listing the demands and constraints that are placed upon them, as if to absolve themselves of responsibility. (Finn, 1981, p. 512)

In certain instances such criticism is overdrawn or even unfair and one should make an effort to ascertain where, in modern parlance, the speaker "*is coming from.*" But we come no closer to the remedy of the ills which beset modern education when we fail to face the criticism head on.

One hears a prominent state legislator opine that his two teenaged sons and his daughter received a "lousy education" (emphasis and terminology his). His statement was based upon his conviction that twelve years of public education had failed to prepare his youngsters for the demands and responsibilities which all three inherited as post-secondary school citizens. Furthermore, none of the three in his judgment could be judged qualified university material. The same legislator, while appearing somewhat biased regarding public education, certainly was knowledgeable and perceptive. He made the statement that, had he voted with his constituency rather than his conscience, the public education appropriation for the current biennium would have been considerably reduced. This is an example of one powerful citizen who harbors these sentiments because he polls his constituency as a member of a state legislature. He is aware that many of the people that he represents have negative feelings concerning school and the teachers who operate them. How eager will this legislator be to sponsor and defend appropriation statutes for teacher education when he "*goes to the well*" in the hallowed halls of the legislature? He tends to be statesmanlike rather than political and partisan in his judgments. But he is an intelligent man and he knows well the primary principle of politics, i.e., "*keep elected.*"

What does this say to a profession struggling to gain a respected and controlling position regarding the governance of its programs? The profession needs the support of the disgruntled

or disenchanted public, the state legislatures, and the Congress in order to succeed. The time has come for all good persons who are interested in teachers and the nation's elementary and secondary schools to begin working toward a union of all groups. Today, this seems as impossible as landing a man on the moon did thirty years ago, it too can be done; it too must be done. It seems as impossible to unite educators today as Benjamin Franklin found such action to be when he attempted to unite the thirteen colonies. It took a crisis for the thirteen colonies to see that when one works for the good of all, survival becomes more probable. Teacher education and the public and private elementary and secondary schools may be facing such a crisis of survival. In times like these, the proposal of this paper should offer a direction to those who are educational builders. It will not serve exploiters, for they care not about education. They pretend to care, but their goal is to get all of the personal gain from education that they can, even if it kills education in the process.

Every person or group which has a piece of governance power in teacher education must be included in NUTPAD. Governance dictates policy and policy is made by those who can enforce it, directly or indirectly. Whether it is convenient or not, every organization which accepts this proposal will get more of what it wants than when a host of organizations choose to ignore it.

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## CHAPTER VIII

### LEADERSHIP CONSIDERATIONS

by

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Billy Paschal

#### Introduction

The need for effective leadership in teacher education has reached a crisis stage. Diversification and fragmentation among various educational associations and learned societies have helped create the crisis. A proactive stance involving collaborative action by the leadership of the many groups concerned with the quality of teacher education is imperative.

David Imig, Executive Director of AACTE, in his keynote address at the 1982 North Central Association Teacher Education Workshop held at Ball State University stated that determining the future direction of teacher education involves finding solutions to problems associated with a lack of:

1. rapid societal changes,
2. educational resources subject to economic conditions,
3. increasing global interdependence,
4. demographic changes,
5. highly mobile society, and
6. conflict between changing values and the status quo.

Task forces from several professional organizations have made proposals for improvement in teacher education. The extended program approach presented by Dale Scannell is one alternative for improved quality in teacher preparation. The position taken by the Task Force on Extended Programs is that the current four-year model is inadequate.

A rapidly expanding knowledge base, technological advances, legislative and judicial decisions, and societal changes mandate curricular changes at all educational levels, including teacher preparation programs. It is the responsibility of the leadership in teacher education to plan and implement curricular change in teacher preparation programs which will insure that teachers enter the profession competent to teach.

Another important issue facing educational leadership is professional image. Teacher education has an image problem resulting from the failure of the profession to make known to the various public the quality of its programs. It is essential that the profession assume responsibility for presenting a more accurate image.

The workshop group whose responsibility lay in the area of defining leadership problems have prepared Chapter VIII of the report. These workshoppers reacted to presentations made and reviewed the related papers by identifying the problems and proposing the solutions found on the following pages. No effort was made to prioritize these listings.



## SOME OF THE LEADERSHIP PROBLEMS OF THE EDUCATION PROFESSION:

Reaction to Papers Presented at the NCA Teacher Education Project Workshop

Ball State University, Muncie, Indiana, 1982

BASIC LEADERSHIP PROBLEMS	PROPOSED SOLUTIONS
<p>1. It appears no one professional organization is truly in control of education. Many special interest groups are working to solve their own problems. Yet, the total discipline continues without direction and professional goals.</p> <p>2. The field of teacher education is responsible to many taskmasters; many feel it is completely responsible for all varieties of education which concern society today.</p> <p>3. Leaders need to identify generic body of knowledge essential to the training of all teachers. More research must be completed to quantify this body data into an identifiable entry in its own right.</p> <p>4. Educational Leaders in Higher Education, professional organizations and teachers at all levels expect each other to provide for the solutions to the educational problems evident in society. Many have a wait and see attitude regarding direction and opportunity.</p> <p>5. The real power and line of authority in education is provided for by state statutes; state leaders may or may not be setting quality standards for our profession.</p> <p>6. The resources for the profession are currently limited. Educators find themselves in positions of increasing responsibility, but lack resources to accomplish their tasks according to high standards.</p>	<p>1. Professional organizations--PTA, NEA, NCA, AACTE, AFT, ATE, State Boards of Education, Chief State School Offices, State Directors of Accreditation, American Association of School Administrators must come together to provide for the development of professional goals and purposes for the field of education and must speak with one professional voice. In order for each segment of the profession to work together, each must give up some autonomy.</p> <p>2. In order for educators to become responsible to their own profession, a legal basis must be enacted within each state that would provide for the teacher education profession to set policy and administer standards within its profession.</p> <p>3. A common educational research data base should be developed, possibly an outgrowth of a practicing professional organization, which would provide research data available to educators in teacher preparation institutions. This should involve all types of educational research, particularly dealing with generic teaching skills within SCDEs.</p> <p>4. Leadership should provide for members of different organizations to input into the system, and to provide opportunities for appropriate change into individual organizations that support teacher education as a profession.</p> <p>5. The profession should encourage states to: seek advice from practitioners in schools and also in higher education; in determining accrediting policies and educational standards for each state. States should provide mechanisms for input on any items that may impact on the quality of teacher education. These may include program, certification, recertification, inservice, textbooks, competency based education, or any mandated standards regarding education.</p> <p>6. Resources at the national and state level need to be allocated to provide for quality educational programs. In order to avoid crisis and prepare for the future advanced planning should be implemented; teacher educators must plan ahead to accomplish certain objectives of their profession according to high standards.</p>



## PUBLIC RELATIONS PROBLEMS OF THE EDUCATION PROFESSION:

Reaction to Papers Presented at the NCA Teacher Education Project Workshop

Ball State University, Muncie, Indiana, 1982

### BASIC PUBLIC RELATIONS PROBLEMS

1. The profession is reactive; decisions are made in reaction to external criticisms.
2. Consensus within the profession on matters of vital concern is difficult, if not impossible, to achieve. As a result, the profession is unable to speak with one voice on crucial matters affecting the welfare of the profession and the publics it serves.
3. The perceived negative self-image in the profession is partly the result of negative images transmitted by the profession itself.
4. The profession suffers from poor visibility via the media (except for negative publicity).
5. Lack of sensitivity of leadership in the profession to the various informational needs of the publics served is a problem.
6. The low esteem in which the profession is held, combined with low salaries, is seen as a major difficulty affecting recruitment and retention of the most able people.
7. The purported expanding knowledge base, which should impact upon programs, fails to result in change within reasonable time frames.
8. The profession has failed to demonstrate to the satisfaction of the publics it serves that quality control exists and that the profession assumes responsibility for accountability.

### PROPOSED SOLUTIONS

1. Become proactive. Publicize the good things that are happening in the profession.
2. Build programs on a solid foundation. If knowledge base exists, use it; if it does not exist, admit it and build on the basis of "best" practices. In making program changes, use research studies which are definitive. Devise systematic ways to disseminate important information promptly to those with a need to know. Use technological advances to best advantage.
3. Avoid terminology which suggests weakness unless weakness does in fact exist and needs to be noted. If the profession has a contribution to make, make it without apology. Avoid "putting down" those who offer valid criticism; either make needed improvements or admit defeat. If existing programs are unworthy of the profession, change them in a positive direction.
4. Establish a task force of leaders from all segments of the profession to devise a plan of action to improve visibility in a positive way. Be proactive at all levels and through all interest groups in presenting education's story to the public. Counteract negative PR with positive; but be honest, even when it hurts.
5. Identify the various public served. Assess the informational needs which may be common to all as well as those which may be specific to some publics. Plan PR programs accordingly.
6. Change the public image of the profession by improving programs where needed, informing the public of the value of contributions made by education and educators, involving the various publics in program planning and change, and investing in the image-building process at every level and at every opportunity.
7. Build bridges of information between all segments of the educational community. Disseminate information which contributes to knowledge base promptly to those with a need to know in order that necessary program improvements can be effected.
8. Quality control in teacher preparation programs must be implemented, documented, and reported. Since everyone has a stake in teacher preparation programs, the public must assume responsibility for providing support for programs of high quality.

SOME OF THE LEADERSHIP PROBLEMS OF THE LEADERSHIP PROFESSION, Continued

BASIC LEADERSHIP PROBLEMS

PROPOSED SOLUTIONS

- | BASIC LEADERSHIP PROBLEMS  | PROPOSED SOLUTIONS   |
|--|--|
| 7. Leadership in teacher education is not in control of its own destiny. Educational leaders in teacher preparation react to critics and respond to pressures of society; they do not create the tone or face the issue of resources or governance until visible problems develop. | 7. A dynamic organization should be able to anticipate and respond appropriately to changes. It should monitor and provide feedback to educational institutions that are involved in teacher preparation so that teacher educators are aware of their present status and the current professional stances taken by the leadership. |
| 8. The profession as a whole is poorly informed about its purpose, goals definition and the sequence of activities required to produce desirable changes in its students.  | 8. Innovative delivery systems should be provided. In-service should become a way of life for all teachers, not drugery for them. Public relations and communication systems must be improved in order for people to keep current in their field.  |
| 9. The profession's leaders must recognize the politics of education understanding that the U.S. is the only society in the world with such a commitment to education for all of the masses of people. (Horace Mann, "Common School")  | 9. The profession must select, delineate and provide opportunities for the most talented and capable individuals to be successful in the profession. When the public becomes concerned, a unified plan should pull the profession together.  |
| 10. Teacher educators are faced with an inability to make curricular changes fast enough to meet the demands of society.   | 10. Teacher educators should set realistic goals, plans, set time tables, and identify resources.  |
| 11. Confusion exists as to what is being evaluated. Standards within the profession are not clearly written and interpreted.   | 11. Leadership must guarantee that professional competency exists. High standards need to be clearly identified in program, faculty, resource and education. Accreditation agencies are necessary to coordinate quality control in teacher education.  |

Summary

The profession should assume responsibility for leadership in bringing together a coalition to address the problems which face the profession. There is a critical need for efforts to prepare individuals for active leadership roles in the profession. In addition, there is an almost total lack of support by "the teacher education profession" for those few individuals who are adequately equipped and willing to go to battle for education. There has to be collective efforts to support and to reinforce the leadership persons at the institutional level and at state and national organization levels.



CHAPTER IX  
INDIVIDUAL STUDY REPORTS

by

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Dr. Beth Snee

Dr. Glenn Einspahr

Drs. Ted Bitner, William  
Chance, Glenn Einspahr,  
Sharon Ocker, and Edgar  
Petty

Dr. Sharon Ocker

EDUCATION, SCHOOLING, AND TEACHING: IMPLICATIONS  
FOR THE COMPETENCY OF TEACHERS

By Dr. Fred Bunt

Introduction

The Canadian Secretary General of the Quebec Association of Protestant School Boards recently stated:

A large portion of the problems that plague public education ... today have their genesis in a regrettable but all too popular tendency to confuse education and school. (1982, p. 18)

The imprecise use of "education" and "schooling" is posited as a major contributor to the latest round of severe criticism of teacher training in America. A specific case in point is the difference in approach and language used by the National Education Association and the American Association of Colleges for Teacher Education in their respective proposals on entry level, cognitive, affective and psychomotor competencies for teachers. (1981 a,b)

There is little likelihood that AACTE and NEA will be able to unify their positions on initial teacher preparation while teacher educators and school teachers are linguistically aiming at different targets. Hechinger has stated that the American language is in trouble and that instead of conveying meaning, it often is used to hide meanings. (1981, p. 19) In an effort to

defuse the critics and to contribute to professional harmony, this monograph attempts to clarify and delineate three terms, often used interchangeably by the profession and the lay public, and to suggest a future course of action for all persons involved with the preparation of teachers.

### Education, Schooling and Teaching

The dictionary defines education as a process of training and developing the mind; schooling as formal instruction at school; teaching as having to do with the actions of a teacher. While these statements hint at the differences in the three words, the writer suggests that much more precise definitions can be stated and utilized to improve communications and understanding among the various groups concerned with the education of children and youth. To begin the process of differentiation note the following assertions which are admittedly personal.

Education is a process. It is a process designed to fulfill a number of general goals or purposes. It seeks to enlighten the individual and to cultivate his latent talents. The process is one of discovery, of searching for and locating ideas, concepts, principles and generalizations about our physical and social world. Education is characterized by invention and innovation in the acquisition of knowledge. It seeks to open new windows on the world, to help individuals form new perspectives, to whet their appetites for learning and above-all to assist them in learning how to learn. In sum, the purpose of education is to develop the individual's intellectual and other capacities to the fullest extent through a variety of means. Schooling is one of these means. It is a part of education.

Schooling as indicated previously has to do with the formal instruction which takes place within a school. Schooling operates under the prescribed limitations of specific objectives, curricula and instructional techniques. In general, the school strives to perpetuate the culture.

The school seeks to inculcate and instill certain prescribed bodies of knowledge and specific skills and attitudes which will insure the individual's conformity to society's needs and regulations. Intellectual tools such as reading, writing, speaking and computing must be used with skill by the responsible citizen in a democracy. Therefore the future citizen must discipline her/himself to the task of acquiring skill in the use of these tools. The school is the major vehicle for achieving such skills.

As indicated, schooling insures the continuity and security of those ideas, procedures and beliefs which society holds dear. It is the process which promises the learner the necessary ingredients for a happy, productive and comfortable life. Jacob Getzels and Phillip Jackson have (in a sense) distinguished between education and schooling in their book, Creativity and Intelligence. In speaking about intelligence tests, the authors say:

The one mode tends toward retaining the known, learning the pre-determined, and conserving what is (Schooling). The second mode tends toward revising the known, exploring the undetermined, and constructing what might be. . .

(Education). One process represents intellectual acquiesitiveness and conformity, the other, intellectual inventiveness and innovation. One focuses on knowing what is already discovered; the other focuses on discovering what is yet to be known, (1962, pp. 13-14)

The writer believes that the goals of education may encompass and yet, conflict with the goals of schooling. Since education as a process should seek new knowledge and should thrive on creative thinking, the conservative goals of schooling are often challenged by the inventive character of the educational process. An example of this was the many demonstrations by student activists on campuses all over the nation in the 1960s. Many college students were challenging established patterns of American life. From the burning of draft cards to the wearing of mini-mini skirts, our society felt the pangs of critical and creative thought. Education promotes such criticism, creativity, and innovation. Education is designed for the individual.

Schooling shudders under the impact of extraordinary and non-forming student behavior. Familiar patterns of living have been and are now being shaken to the core. When commonly accepted beliefs are challenged and/or cast aside, the school as a major institution of society is in the "front lines" of the battle between the old and the new. Caught in a "no-mans land" like the citizens of Beirut the schools suffer attacks from both sides. Right now the "scientific creationists," representing the heritage conservationists, are mounting an assault on the so-called secular humanism and Darwinian evolution taught in the schools. Here is a case where the "old" is not old and/or conservative enough. Society's needs and values follow cyclical patterns and after each transition period runs its course, the new (or renewed "old") values, beliefs, standards, and procedures become entrenched. The schools then indoctrinate and propagate the new as they did the old. Schooling is a process designed for society, for meeting society's needs and goals. Schools resist change but once change has taken place, they adapt to and adopt the new conditions.

Now, where does teaching enter into the discussion? Teaching is an act. It is a natural phenomenon related to the cultural survival of a group of people. It is the overt and covert, verbal and non-verbal actions of one person seeking to assist another person or group of persons to learn bodies of knowledge, attitudes and skills. Teaching is the means by which either (or both) education and schooling may take place. Teachers act in various ways which are designed to produce conditions suitable for effecting changes in the behavior of learners.

Should teachers be educators seeking the goals of education or school masters seeking to meet the goals of the school--or both? It depends upon what we want teachers to do for our children. If we want our children to be creative, critical, enlightened, thoughtful, inquisitive, inventive and innovative, if we seek the cultivation of children's rational powers to the fullest extent, then perhaps we want educators for teachers and education for our children. If we want our children to conform to, to accept, believe in and perpetuate the present culture,

if we see social adjustment and economic self-sufficiency as all-important goals of our schools, then maybe we want school masters and schooling for our children.

Perhaps we do want both. If such is the case, then we must recognize the inherent problems of striving for a balance in creative, critical though against conformity and perpetuation of the culture. We must realize that the task of the teacher is most complex in a society which simultaneously seeks inventiveness and innovation while treasuring the past, conserving the heritage, and conforming to an idealized set of values.

### Implications for Teacher Training

Both the NEA and the AACTE proposals for teacher preparation are constructs of a reality called teaching. In the NEA's case there is a pronounced effort to tie teaching to the functions of schooling. The following examples of basic assumptions in the NEA proposal are cited as evidence:

Teachers are the most critical part of the schooling process.

In order to enhance the quality of public schooling, teachers must be given appropriate recognition . . .

Effective instruction is dependent on teacher receiving substantial support services that are consistent with the purposes of schooling.

Decisions about teacher preparation must be made by the profession and supported through the political system which influences the operation of the schools.

(1982, pp. 2-3)

In the AACTE proposal the focus is on preparing teachers to be educators and providing education for children and youth. As evidence of the AACTE position, the following quotations are offered:

. . . the goal of teacher education (is) to convey the knowledge, skills and attitudes that should typify graduates of approved programs.

. . . teachers are generalists as well as specialists, they need to be knowledgeable in a wide range of areas and capable of understanding them in broad conceptual contexts.

. . . teacher (education) candidates (should) explore the interrelationship of knowledge, to use evidence and logic to make rational decisions, and to convey their knowledge and understanding to others.

(1982, pp. 5-6, 9)

The AACTE position is not as clearly tied to a concept of "education" as the NEA proposal is connected to "schooling." Nevertheless, when the AACTE proposal is read in full context, one readily recognizes that the preparation of future teachers is closely connected with the goals of "education."

Larry Cremin of Teachers College, Columbia University has identified the problem/dilemma/paradox which we face as teacher educators. In the Nineteenth Annual, Charles W. Hunt Lecture, Cremin stated, as he has on several previous occasions, that Colleges of Education should stop being Colleges of Schooling--alone--but should be aware of the changing relationship between different institutions and should be making more effort to educate the public. (1978) SCDE's will never gain the respect of practitioners in the field or their colleagues in academia if the mission of education schools or departments is not clarified and unique and relevant.

### Conclusion

Until and unless the practitioners in the schools understand and accept that schooling is only one part of the education of an individual and that most SCDE's are committed to the preparation of educators, the profession will face insurmountable hurdles in establishing harmonious and fruitful relationships. And the reverse is true. Teacher educators must realize that preparing a young adult to be an "educator" may not be meeting the goals of schooling. Before the profession can decide what a profile of a beginning teacher should be, there is a distinct need to establish a dialogue on the role of the school in American society, what part of an individual's education should be the school's responsibility, and what should be the role of the teacher in full education of children and youth.

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## HELP I'M MEETING THE NCATE TEAM FOR THE FIRST TIME

Dr. Beth Musser Snee

Seasoned college faculty may have weathered numerous NCATE visitations. However, a new faculty member may have no concept of what to expect when an NCATE team arrives on campus. It is for this reason that a group which included an AACTE staff member, a NCATE staff member, five experienced college faculty members from different areas of the country, and a new college faculty member joined together to discuss what NCATE teams look for when the visit a college campus.

The first and most basic bit of information the new faculty member must know is that NCATE stands for The National Council for Accreditation of Teacher Education. The Council's purposes as listed below are to: (NCATE pamphlet, 1982)

improve teacher education in the United States and elsewhere through the formulation of professional standards and application of these standards through the accreditation of programs of teacher education;

stimulate institutional self-evaluation and provide for exchanges of viewpoints and experience among representatives of institutions;

assure the quality of programs of professional education to all institutions, organizations, agencies, and individuals interested in the products of these products;

assemble and disseminate information relating to programs of teacher education in professionally accredited institutions;

provide a wide range of reciprocity in the granting of certification privileges to graduates of NCATE-accredited institutions;

publish and otherwise advance and protect the interests of teacher education in the United States.

After the new faculty member becomes familiar with NCATE and its purposes, it is time to find out about the practical aspects of the NCATE team visitation such as how the faculty is prepared before the visit and what happens during the visit.

### Faculty Preparation Prior to NCATE Visit

If the college has a NCATE trained faculty member, he or she will help the new faculty member by giving resource information to that member as well as to the whole staff. In order to be trained, a college faculty member must belong to one of the NCATE member organizations, make application through that organization, be approved by that organization, and participate in a two to three day training session. NCATE needs women and minority members on its training teams; this is a point to keep in mind when deciding who the college might encourage to attend

a training session. The training schedule may be obtained from the NCATE office in Washington, D.C. or from any one of the member organizations of NCATE.

The teacher education staff needs to be thoroughly familiar with the NCATE standards which are enumerated in the NCATE Standards Book, better known as the Blue Book. The preamble to each standard is very important and the new faculty member should study each standard phrase by phrase, sentence by sentence. Each standard must be met and answered in the institutional report.

Each staff member needs to be familiar with new standards added to the Blue Book. Two new standards are listed under Curricula for Basic Programs. The new standards included in the Blue Book are Multicultural Education and Special Education. A list of multicultural requirements that meet NCATE guidelines may be found in the 1980 Ball State/NCA Workshop Book.

The teacher education staff needs to know exactly what is contained in its institutional report. Each staff member, including the new faculty member should help to write the report and should have a working knowledge of what is contained in the report.

Materials should be developed which will be helpful both to the teacher education staff and the visiting team. Of course a syllabus for each course should be on file. Faculty vitae should also be available to the team. In addition, matrices may be developed which show how standards are being met in the various courses throughout the department.

The chairperson of the NCATE team will visit the college about one month before the team's visit. This is a time to get added information about the perspective of the team. The teacher education staff should get all the information possible about the chairperson. If they decide this person is biased, they should ask for a replacement. Conversely, this visit may alleviate fears that the faculty may have about the chairperson so that they will begin to perceive the team visit as non-threatening.

### The NCATE Visit

Each NCATE team is as unique as the makeup of its individual members; therefore, it is impossible to make blanket predictions as to what will happen on the NCATE visit. However, there are some suggestions listed below which may prove helpful to faculty members who are going to experience a NCATE visit for the first time.

1. The team will arrive on a Sunday evening. It is at this time that faculty members meet team members. Each faculty member will want to make a point of meeting the team member whose area of interest correspond with his or her area of interest.
2. Each faculty member should be prepared to discuss questions which are asked of him or her.
3. Much time and effort goes into preparation for this visit so it behooves the faculty to set aside a room where staff publications and awards are displayed. In other words, the faculty should not be afraid to boast about the teacher education program and the faculty who staff the program.

4. The faculty should utilize past graduates who are teachers and principals. They should be on campus to meet with the team.
5. Finally, the faculty should try to enjoy the visit because it is a growing experience, a time to find out strengths and weaknesses of the teacher education program from a team of unbiased observers whose judgments emphasize objective observation, data, and analysis.

Good luck!

### AACTE TASK FORCES

1982

1. *International Education*
2. *Extended Programs*
3. *Profiles of Excellence and Competency Assessment*
4. *Standards for Preparation of Bilingual Education Teachers*
5. *Multi-Cultural Education*
6. *Accreditation*
7. *Status of Teacher Education*
8. *Shortage/Surplus/Quality Issues*
9. *Inquiry and Teacher Education*
10. *Private/Corporate Sector*
11. *Preparation of Education Professionals for Educating Exceptional Children*
12. *Continuing Education/Inservice Education*
13. *Accreditation Alternatives (a committee)*
14. *Governmental Relations*
15. *Technology and Teacher Education*
16. *Human Services*
17. *School Health in Teacher Education*
18. *Teacher Certification*
19. *Deans' Institute*

### OTHER COMMITTEES/GROUPS

1. *ERIC Clearinghouse on Teacher Education Advisory Board*
2. *Advisory Council of State Representatives*
3. *Publications and Editorial Advisory Board (includes Journal of Teacher Education)*
4. *Nominating Committee*
5. *Representatives to NCATE Council*
6. *Representatives to NCATE Coordinating Board*
7. *Representatives to NCATE Appeals Board*
8. *Issues and Resolutions*
9. *Annual Meeting Planning Committee*

Dr. Donna Gollnick

TEN BASIC CONSIDERATIONS FOR TEACHER EVALUATION  
IN A SMALL COLLEGE

By DR. GLENN EINSPAHR

The following is a list of factors that should be weighted when revising the teacher education program at a small college. It is not an exhaustive list but, hopefully, the items will be a useful starting point for developing a revised plan once the process of working with curriculum revision begins.

1. Review the objectives for the teacher education program first. Evaluation should be for the purpose of determining whether or not the objectives of the program are being met; therefore it is essential that the objectives are satisfactory. Otherwise unnecessary revisions in the evaluation procedures will have to be made at a later date.
2. Involve all of the groups who have an interest in and are a part of the college's teacher education program. Involve all groups in the process of developing the evaluation program, for direct involvement yields a higher probability that they will cooperate in the evaluative process when it is implemented. For the same reason all groups should be involved in the review of the objectives suggested in Item 1.

Among the groups that should be consulted are the members of the faculty who teach courses in any department in which students can take a major. To limit involvement to the education department would be a mistake. Representatives of the teacher education student body can be helpful, too. They will be the subjects of the evaluation process and can therefore make suggestions about the types of evaluation that might provide information that can help them become successful teachers. Personnel in elementary and secondary schools who work with the education students and college supervisors will also have insights that should be considered when revising the evaluation process. Parents of school aged children will also have ideas on what a teacher--pupil relationship should be. Parents and teachers are partners in the education of children and youth. Performance in developing their team effort has been less than noteworthy, and it is advisable to prepare future teachers to meet parental expectations better than has been done in the past. The advice of graduates should also be useful.

3. Try to keep the evaluative process as simple as possible. Small colleges do not have the resources to adopt the sophisticated models of larger institutions because the small college does not have the manpower available nor the research facilities to do highly involved analyses. Teachers in K-12 classrooms often take on working with teacher education students as an extra duty and will probably do a better job of contributing to the evaluative process if the expectations of them are kept as simple as possible and if the tasks will require a minimum of time and record keeping on their part.

4. In the interest of economy of time and effort it is advisable to coordinate the evaluation effort. There is no point in repeating assessments that are being done by the Field Experiences Office, student teaching supervisors, or the Placement Office. When the college's evaluation process is reviewed, the time should be right to check on whether or not the various evaluations of the education students and of the teacher education programs are really measuring knowledge and teaching skills that have been agreed upon as the objectives of the teacher education programs. Where there are discrepancies, it is important to come to a decision either (a) to change the teacher education objectives to include the items being evaluated by these offices or (b) to drop the items as superfluous because they are not in harmony with the objectives of teacher education.
5. The development of an evaluation procedure should also answer the question, "How will the data being gathered be useful in helping the college know what changes are needed to improve the teacher education programs?" One of the chief criticisms of evaluations by NCATE has been that teacher education institutions do not use the evaluative data for program improvement. It is probable that one of the reasons for this deficiency is that the data being collected for NCATE were not chosen on the basis of what they would reveal regarding needed specific program reforms.
6. Before the evaluative processes and instruments are finalized, they should be tested. It is important, for example, to know whether or not college supervisors, classroom teachers who work with teacher education students, and others who will be involved interpret what is being requested in the same way. A preliminary use of the processes should be made to check out whether or not everyone involved decodes the same messages from the directions and the evaluation items. A revision or two to improve uniformity of interpretation of the instruments and procedures will be worth the extra time that will be required for such fine tuning.
7. The procedures used to analyze a college's teacher education evaluation data should be developed before the evaluation process is considered to be complete. Much time, money and effort can be saved. It is especially important to involve computer personnel in this process. It is usually expensive to make changes; therefore, the total evaluation process should be worked out in detail before it is initiated.
8. Since documentation of some portions of the teacher education program are important for the accreditation procedures of state, regional and national organizations, it is essential that a college's evaluation of its teacher education programs include data which will be needed when the college's time for accreditation or re-accreditation comes. Checking criteria and standards

- of accrediting organizations can improve the college's ability to document the degree to which its teacher education programs are in conformity with the expectations of these groups.
9. Evaluation of teacher education costs the college time and money. A plan for improved evaluation is not complete until the increased time and fiscal costs have been determined, justifications written, and approval obtained from the appropriate college administrators.
  10. To have credibility a teacher education evaluation program must come to grips with the fact that every procedure is subject to limitations; therefore it is advisable to recognize the limitations when the evaluation model is being planned. Otherwise the college may be tempted to have expectations of its evaluation program that are not warranted when the data seem especially favorable and to ignore those findings that suggest shortcomings in the teacher education programs. By stating limitations before the evaluation program is implemented, the college will be in a better position to assure credibility when the results of the data become available.

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#### HOW DO WE GET MORE AND BETTER CANDIDATES FOR TEACHER EDUCATION?

By DR. SHARON OCKER

In February, 1982, an AACTE task force on Profiles of Excellence, composed of Dale Scannell, George Denemark and Louise Dieterle, presented a position paper entitled, "Educating a Profession: Profile of a Beginning Teacher." The group attempted to outline a framework for an initial teacher education program which would better prepare beginning teachers and thereby upgrade the profession of teaching. The task force did not claim to introduce any startling new ideas, but did hope to "assist Association members in reaching consensus about the characteristics necessary for beginning teachers to practice safely on their first day of employment." (Profile, 1982, p. 3)

Many sound ideas are included in the position paper presented by the task force. Some of the ideas will no doubt have trouble in gaining wide acceptance by the profession, but they still seem to be worth serious consideration. Even if the task force's proposals are widely accepted and put into practice - and even if the proposals are sound and can be effectively carried out - there is still the problem of being able to recruit and retain enough highly qualified candidates who want to be teachers. For as Watts says, "Even a superb preparatory program cannot make a competent teacher out of an inadequate candidate."

(Watts, 1980, p. 120)

Evidence shows that the number of teacher education candidates in American colleges and universities is dramatically down from what it was only a few years ago. According to the National Center for Education Statistics, enrollments in education have fallen from 11.18 million in 1966 to 7.81 million in 1978. (National Center, 1980, p. 97) There is also evidence that the quality of the candidates for teaching has been lower in recent years. According to Weaver, "In recent years mean SAT scores have fallen nationally in both verbal and math areas; but, alarmingly, the rate of decline for future teachers is over twice as great as the national average." (Watts, 1980, p. 1)

Better teacher education programs would logically lead to better products for the classroom, but if the candidate "pool" is of poor quality, and if the pool is shrunken to the point of having many fewer total candidates to choose from, one wonders how much real change can be effected in the cadre of beginning teacher who will be graduated in the years to come. A burning question that teacher educators are asking is simply, "Why don't more capable young people decide to enter the teaching profession these days?"

Some believe that the reasons include the notion that teaching is only a semi-profession, thereby lacking the prestige of other professions such as law, medicine, etc. Some believe that horror stories about the dangers of being a teacher in some communities scare potential candidates away. Another factor often cited is the lack of competitive salaries for teachers. Still others feel that the reports of the over supply of teachers and the lack of jobs is the prime reason for choosing other fields where the news reports reveal better opportunities-- fields like computer science, nursing, accounting, etc. It is the author's belief that the strongest factor affecting the current number of students entering teacher education is the lack of jobs, with salaries a fairly close second.

Historically, the supply and demand for teachers has fluctuated like a roller coaster. Severe shortages are usually followed by a big over supply, to be followed by the same cycle a few years later. It is interesting to note that there are always enough teacher education graduates in the nation to fill all teaching vacancies (except when brand new, specialized positions develop, such as when something like learning disabilities became a new field a few years ago), but many of these qualified graduates are doing other things and aren't seeking a job in teaching.

Some of the supply and demand factors of importance are:

1. The number of new teacher education graduates (currently down).
2. The birth rate (currently much lower than it was some time ago).
3. The creation of new programs and positions, such as counseling, special reading, headstart, etc. (at a virtual standstill).
4. Death and retirement (no particular trend).



5. Quitters - those who stop teaching temporarily or permanently for a variety of reasons, such as pregnancy, low salaries, burnout, can't control students, etc. (currently high).
6. The appeal of other positions, such as nursing, accounting, etc. (currently high).
7. The economy - always a big factor - perhaps the biggest factor of all, since when the economy is "hot," lots of good paying jobs are available and many teachers drift into other fields (currently, very slow).
8. Media treatment of the shortage or over supply - the teacher supply always seems to be good story material for the media. They tend to blow the story out of proportion, mostly because they like sensational items. But right or wrong, the general public tends to believe what the media reports.

A number of experts in teacher education believe that the most important factor in the supply of those who are going into teacher education programs today is that of low salaries. Dr. Sharon Robinson, Director of Instruction and Professional Development for the NEA told the Congressional Subcommittee on Postsecondary Education at a hearing in September, 1981, that "In order to attract talented people into the profession, teaching must have two essential elements: an attractive compensation system and professional legitimacy." (Postsecondary, 1981, p. 2) At the same hearings, where a number of experts in the teaching profession testified, Paul Simon, chairman of the committee, reported that there was a consensus that a problem exist in attracting the best students into teaching, with low pay the first item listed by the group. (Postsecondary, 1981, p. 4)

Teaching salaries, which seemed to improve during the early 1970s, have slipped behind inflation and in comparison to other fields in recent years. In fact, according to information from Richard Wynn, "between 1960 and 1979 the ratio of average U.S. teacher salaries to U.S. per capita income declined substantially." (Wynn, 1981, p. 240) One reason that salaries are such an important consideration for those who are possible teaching prospects is the pounding, pervasive message of economics in our society. The various news media in particular are so caught up in providing economic news that it is almost impossible to avoid the message. Nearly every five minute radio news broadcast includes information about the stock market, inflation, unemployment rates, etc. Television news programs harp on the same things. Typical newspaper headlines provide still more. As another example, there is constant attention to the high salaries of such modern heroes as professional athletes. Total winnings in golf, tennis, and the winner's share in the latest tournament are nearly always part of the reports of sportscasters.

Of course, salaries are an important element in the capitalistic system. But it is so completely overdone these days that it subtly (and not so subtly) warps minds to the point that people are too sensitive to money matters and it becomes more important that almost anything else in U.S. culture. To make matters worse, high school students are often told by their

teachers and counselors that teachers can't make it on current salaries. Such comments are vitally important as high school students graduate and make up their minds about possible careers. If one believes that these are the main reasons that there are substantially fewer teacher candidates, the next logical question is, "What can be done about them?" In this paper, the salary question will be dealt with first.

One way would perhaps be to improve the professional appreciation for teachers to the point that they would command higher salaries. AACTE Task Force, chaired by Dale Scannell of Kansas University which was the Task Force on Extended Programs, states that extended programs of teacher preparation would lead to the practice that "schools and states adopt salary structures to recognize the extended preparation of new teachers, demonstrating that the public is willing to pay more for better qualified teachers." (Extended Programs, 1981, p. 43) Better salaries would then interest those students who are attracted by the intellectual challenge of teaching along with better prospects for a professionally and monetarily rewarding career.

The author seriously doubts that the ratio of teaching salaries to per capita income will ever be significantly raised. Although the ratio has fluctuated in a minor way over the years that such figures have been computed, studies have continually shown that the ratio has remained virtually constant. The reason is simply that teachers work for the public and are under public control. Significant improvement is tied closely to increased taxation. The odds are not good.

As to supply and demand, another shortage of teachers seem imminent in the near future. A number of individuals and groups are predicting a general teacher shortage soon, including the National Center for Education Statistics. In a release dated May, 1980, they reported, "In the late 1980s, when (K-12) enrollments begin increasing, a shortage of new teacher graduates could possibly occur." (Department of Education, 1980) When the next shortage occurs, the news media will surely play it up and college students will again turn their attention to teacher education. But in the meantime, what can be done to prevent the shortage and the corresponding lag of several years that will likely occur?

One way would be to sell the notion to college students that although teaching salaries and prestige are not the best, the rewards of helping students to be successful and the appreciation that students and their parents have for good teaching are more than enough reward for a job well done. Does that sound impossible?

Then consider the success of the federal government's recent advertising campaign which pushed the idea that "you don't have to go to four years of college to be a success." Whether college personnel liked the idea or not, it definitely had an impact. A series of television, radio, newspaper and magazine ads, paid for by the profession as well as by state and/or federal governments, might very well appeal to those people who have altruistic blood running in their veins. Such ads would feature testimonials by good teachers about what a wonderful profession teaching is, along with appreciative statements made by students and parents.

As to the quality issue of the candidate pool, this writer is not convinced that insisting on high scholastic ability, either through such elements as SAT scores or grade point averages, would be a wise move. This writer has known too many fine, successful, and caring teachers who were at best marginal scholars. Such requirements may be necessary for doctors and lawyers, but they are not as necessary for teachers at the K-12 level.

A larger pool would allow for a kind of natural selection process, with the "cream coming to the top." Of course, there will be a few, poor teachers who will obtain jobs - as has always been the case, but that is largely due to mediocre hiring procedures in the schools.

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BENCHMARK EVENTS IN EDUCATION THAT ARE RESPONSIBLE FOR  
PRESENT PERPLEXING PROBLEMS IN TEACHER EDUCATION

DR. ROBERT BASHAM  
DR. TED BITNER  
DR. WILLIAM CHANCE  
DR. GLENN EINSPAHR  
DR. SHARON OCKER  
DR. EDGAR PETTY

A committee consisting of six teacher educators who were attending the NCA Teacher Education Workshop at Ball State University in July, 1982, was asked to answer the question, "What benchmark events in education are most responsible for the present perplexing problems in teacher education?" In responding to the question, the committee interpreted "events in education" to include anything that had a marked effect on education as we focused attention on the problems affecting teacher education.

Some of the problems in teacher education had been discussed during the three previous days of the workshop, including: Determining the current state of the art in teaching, improving public opinion about teachers and teacher educators, finding solutions to teacher education difficulties, coping with outside agencies that influence teachers and colleges of education, teachers' professional concerns about what body of knowledge is essential for teaching, what makes good teaching, and what is professionalism. The list is representative but not comprehensive.

The committee agreed that the early 1950s serve as a demarcation point in teacher education. Before that point in time, the professor took the initiative and gave leadership for making changes. Since then, outside forces have been dominant in initiating changes in teacher education programs.

The committee realizes that, although many different geographical areas, college settings, and years of cumulative experience are represented in the membership, these benchmark events represent a limited perspective.

After the benchmarks were listed and agreed upon, they were segregated into three broad categories: (1) Governmental influences, (2) societal influences, and (3) judicial influences. Each category is presented with references to the benchmarks identified by the group. An analysis of the benchmarks and a summary are also included.

### Governmental Influence

While there have been many benchmark events in the governmental sector which have influenced teacher education in the past three decades, this committee has selected the following as being among the most important:

The governmental influence has taken the form of legislation such as the National Defense Education Act which gave attention to the areas of math, science, and foreign language, offering financial support to educate students and to improve the teaching in these areas. At the same time, NDEA supported career counseling and guidance programs through grants to prepare counselors at all levels of education. Other legislation followed which increased aid to vocational and technical education, adult basic education, and special education. The funds included stipends for students in preservice teacher education as well as inservice programs for teachers in those areas.

The Great Society under President Johnson gave impetus to programs serving diverse areas, including early childhood, adult basic education, and economically deprived students. These programs included minority groups as they were identified in these areas of the population. The federal government, through control of these programs, became active in setting up guidelines for preparation of teachers and other personnel.

Two legislative acts which have had impact on the operation of the school and thus on teacher education are P.L. 94-142 and the Family Privacy Act. P.L. 94-142 mandated that exceptional children, youth, and adults be mainstreamed, thus increasing the need for the classroom teacher to be prepared to diagnose and assist in the prescription of instruction for all students. The Family Privacy Act addressed the legal and ethical aspects of handling personal records of students. This act increased the need for teachers to be prepared as knowledgeable professionals with human relations skills and legal knowledge.

An implicit governmental influence in these acts placed stress on the need for classroom teachers to be prepared in multicultural education, which is pluralistic in its emphasis. From this thrust and the freeing up of immigration laws following the Cuban and Vietnam experiences, there occurred an influx of refugees and immigrants. This called for public school teachers to teach in a multicultural classroom with two or more languages needed for instruction. Programs of Teacher Education had to include Multicultural Components and English as a second language.

As the United States Office of Education administered more and more financial aid to implement the legislations, it steadily gained in power and influence. In the same vein, the Teacher Corps placed stress on preparing teachers to serve all segments of the United States population. All of these federal projects have implications for teacher education.

Lastly, the recent economic recession led to the New Federalism of the Reagan Administration, causing cutbacks in nearly all federal programs. This means phasing out some programs at a time when the need for them still remains. Teacher Education Institutions are being asked to continue programs which were started with federal funds, but now must be funded by states and institutions.

### Societal Influence

Changes in our society have also been identified as benchmarks which have caused perplexing problems for teacher educators. Although these changes take place more slowly and subtly they are just as troublesome as are more dramatic events. One significant change is the shift in family patterns. Instead of the traditional two-parent families, statistics show an alarming rise in the number of one-parent families, including divorced parents, unmarried parents, etc. Children from those families come to school with a different set of background circumstances and problems, and even a different set of values. Teacher educators, traditionally coming from conservative family backgrounds, have had to try to adjust to the changing needs of the student populations they serve.

Another change has been the increase in family and teacher mobility. Ideas are spread from place to place through the rapid movement of families. Teachers who grew up in a certain section of America, went to school nearby, and took a teaching position nearby as well, are now more apt to move a long way from home. All of these changes tend to result in blurred values.

Still another societal shift has been the movement in choice of careers for children. At one time, male children often followed the career choice of the father, but now both male and female children are choosing careers without much regard for parental backgrounds. This has caused a need for career counseling which the schools have been asked to provide. Teachers have been tapped to help with the process and the school curriculum has had to be modified accordingly.

A profound effect on the American society has been caused by the rapid advance of technology. The advent and wide utilization of television, computers, robots, etc., has changed the world-of-work, transportation, and communication in a drastic way. All of these technological developments have had a significant impact on education and teacher education.

### Judicial Influence

There have been many court decisions which have had far-reaching impact in education, but the one deserving the benchmark title, in the opinion of the committee, was Brown vs. Topeka (1954). The reader must understand the socio-political climate of the time when this case was ruled upon by the Court in order to understand its implications. An increase in the number of minority students seeking admission into institutions of higher education and teacher education programs was one tip of the iceberg of societal changes that were taking place.

New admission standards were a result, as was the introduction of multicultural studies. The area of the cognitive domain was reexamined along with the new emphasis in the affective domain. A more diverse student body was now being served. This necessitated new procedures and content in the curriculum and was noticeably felt in teacher education.

### Summary

The categorization of educational benchmark events that have occurred in the second half of the twentieth century presents an alarming pattern. Even a cursory analysis of these events supports the contention that the source for many of the factors affecting teacher education today lies beyond the control of the profession itself. This makes the thrust for such change all the more difficult to respond to, and if need be, resisted.

Educators in the foreseeable future will find that they must continually respond to mandates inherent in the needs of society, the changing laws of the land, and the Constitution as it is continually reinterpreted by the judicial process.

Technology is often identified as one of the major agents for changes that have occurred in the past half-century. It has functioned in the dual role of solving some of mankind's greatest problems while creating new perplexing problems in the process. The charge to the teaching profession is to somehow utilize technology in an appropriate way as responses are instituted to the mandates emanating from the legislative, social and judicial sectors.

Historically, the American system of public education has functioned both as an agent of change and as a respondent to the forces for change. The pendulum has swung to the reactive end of the spectrum in recent years. It remains to be seen if the profession can regain some of its leadership momentum.

