DOCUMENT RESUME

ED 250 316 SP 025 594

AUTHOR Carlson, Ken, Comp.
TITLE Teacher Certification Struggle in New Jersey. Appendices.
SPONS AGENCY National Commission on Excellence in Teacher Education (ED), Washington, DC.
PUB DATE 84
NOTE 284p.; For the paper to which these appendices apply, see SP 025 593. For other related documents, see SP 025 564-595.
PUB TYPE Reports - Descriptive (141) -- Collected Works - General (020)

EDRS PRICE MF01/PC12 Plus Postage.
DESCRIPTORS Educational Change; Educational Legislation; Education Work Relationship; Higher Education; Preservice Teacher Education; *Relevance (Education); *Required Courses; *State Legislation; *State Standards; Teacher Attitudes; Teacher Background; *Teacher Certification; Teacher Educators; *Teacher Qualifications
IDENTIFIERS National Commission on Excellence in Teacher Educ; *New Jersey

ABSTRACT

This document contains appendices and supplementary materials to Ken Carlson's paper on a Jew Jersey teacher certification proposal. The following appendices are presented: (A) "An Alternative Route to Teacher Selection and Professional Quality Assurance: An Analysis of Initial Certification" (Saul Cooperman); (B) a letter to the members of the New Jersey State Board of Education; (C) a reply from the State Board President; (D) "An Analysis of the Proposal by the New Jersey Education Department for an Alternative Route to Teacher Certification"; (E) The Commissioner of Education's response/disagreement with the assessment made by the Chancellor of the proposed certification regulations; (F) a letter from Edward Bloustein; (G) "What's Wrong with Teacher Education: A Case Study" ("William Thornburn"--a pseudonym); (H) "Report of a Panel on the Preparation of Beginning Teachers" (Ernest L. Boyer); (I) Testimony by Hendrik D. Gideonse before the New Jersey State Board of Education; (I) Report of the State Commission on Alternative Teacher Certification; (K) Joint Testimony of the Montclair Public Schools and Montclair State College on Revisions in Teacher Education Regulations; (L) "Educational Reform: The New Jersey Experience" (an issue of the New Jersey Voice of Higher Education); and (M) Testimony to New Jersey State Board of Education by Ken Carlson. (CB)

Teacher Certification Struggle in New Jersey. Appendices.

Ken Carlson, Comp.

~~Carbon~~

~~ADDENDUM~~ A
APPENDIX

New Jersey State Department of Education
Trenton, New Jersey

An Alternative Route to Teacher Selection and Professional Quality Assurance: An Analysis of Initial Certification

Saul Cooperman, Commissioner

APPENDIX A

MEMBERS

NEW JERSEY STATE BOARD OF EDUCATION

S. David Brandt
President

Robert J. Wolfenbarger
Vice President

Maud Dahme

Betty A. Dean

Mateo F. DeCardenas

Anne S. Dillman

James Jones

John T. Klagholz

Ruth H. Mancuso

Gustavo A. Mellander

P. Paul Ricci

Sonia Ruby

Deborah P. Wolfe

Saul Cooperman
Secretary

T. Edward Hollander
Ex Officio

An Alternative Route to Teacher Selection and Professional Quality Assurance: An Analysis of Initial Certification

Saul Cooperman
Commissioner of Education

Division of Educational Programs
Bureau of Teacher Preparation and Certification

Arnold Webb
Assistant Commissioner
Educational Programs

Leo F. Klagholz, Director
Teacher Preparation and Certification

New Jersey State Department of Education
225 West State Street
CN 500
Trenton, New Jersey 08625

September 1983

PTM 300.80

New Jersey State Department of Education
Trenton, New Jersey

An Alternative Route To Teacher Selection and Professional Quality Assurance

what is the assurance?

Executive Summary

Saul Cooperman
Commissioner of Education

AN ALTERNATIVE ROUTE TO
TEACHER SELECTION AND PROFESSIONAL QUALITY ASSURANCE

Summary

A Crisis of Quality

Today New Jersey faces a crisis with respect to the quality of people seeking to become teachers. The poor image of the profession, low teacher salaries, lack of job security and the exodus of women from the field have contributed to the problem. While all of these factors interrelate, there is evidence that the crisis has been exacerbated by the inability of undergraduate teacher education programs to attract the most academically able students. Anything but the best is a crisis?

crisis?

Studies show that, during the 1970s in response to a declining teacher job market, college teacher preparation programs dropped their standards to attract more students and actively began to recruit students from open admission community colleges. National SAT scores of teacher education majors are now below those of nearly all other college majors. Last year in New Jersey the combined SAT scores of high school graduates who indicated they planned to major in education were lower than those of 22 out of 26 college fields of study. Of the education students who actually gained admission to New Jersey community and state colleges, 19 percent scored 299 or lower on the SAT verbal test, 60 percent scored 399 or lower, and only 12 percent received a score of 500 or better. At least one study conducted by the federal government, in 1976, showed that students of lower academic ability are not only getting into college teacher education programs, but they are graduating as well. We can only assume that they will pass on their academic deficiencies to the children they attempt to teach.

Attempt to get black teachers for city schools

Teacher Selection and Certification

We cannot be content with minimal levels of quality in the selection of those who are to assume one of the most important roles in our society. Our nation's strength is its people, and its foundation our children. Our obligation to these children and to ourselves is to provide the best education system possible. To accomplish this, we must find alternative ways of attracting men and women of outstanding talent and ability to the teaching profession. We must recognize that talented people are going to continue to invest their energy and tuition dollars in fields of college study other than teacher education unless we can make teaching itself more attractive. other proposals besides the 18.5?

This goal confronts us with the need to re-examine our teacher certification requirements. On the one hand, they must be rigorous enough to screen out incompetence and, on the other, they must be meaningful enough not to present artificial barriers to those who are able and likely to succeed as teachers but may lack certain types of preparation.

Education courses are artificial?

Our certification system in New Jersey relies primarily on the completion of college teacher education courses for admission to the profession. We now assume that those who complete the courses are competent to teach. But, how relevant are these courses to the assurance of competence when current undergraduate teacher education program curricula are not consistent? The professional literature indicates that there is little or no relationship between taking courses and succeeding as a teacher. Except for student teaching, such courses seldom provide prospective teachers with an opportunity to integrate and apply theory in a practical classroom setting. In the areas of math and science where there is a known shortage of teachers, we consistently turn away top college graduates because they have not taken a "methods" or other education-related course. The public and the school children of our state are the losers when this occurs because present certification requirements exclude many competent applicants from teaching.

Elements of a New Certification System

If New Jersey's certification requirements are to be both rigorous and meaningful and if we are to provide our children with excellent new teachers, we must shift the emphasis from the titles of courses taken to the assessment of each individual's knowledge and ability. It is proposed, then, that the teacher licensing process be founded upon three basic requirements:

1. The Bachelor's Degree

   Each certified teacher must have successfully completed a bachelor's degree. We want teachers who have demonstrated academic competence.

2. A Test of Subject Knowledge

   Each candidate for certification must be able to pass a test in order to demonstrate that he or she knows the subject to be taught. For example, a physics teacher must be able to pass a test in physics while an elementary teacher must pass a general test of the various elementary subject fields. We must be able to assure the public that our teachers have achieved proficiency in their subjects.

3. Demonstrated Teaching Ability

   Each applicant for a certificate must demonstrate the ability to teach in the classroom. A rigorous assessment could be provided as part of a college teacher education program or, for those college graduates who did not prepare for teaching, it could be provided by a local school district. In either case, the same high standards should apply. An internship must be designed that incorporates the kind of supervision necessary to determine that prospective teachers are able to perform in ways that have been shown to be effective. The costs of the internship should be paid, in part, by the teacher candidate.

The Need for an Alternative

Confronted as we are with a problem as serious as the quality of new teacher candidates, we must rethink the way in which we certify new teachers. The proposed alternative will provide talented individuals with the opportunity to contribute to the education of our children while assuring the public of their competence. School districts will be able to hire, on a provisional basis, anyone who holds a Bachelor's degree and who has passed the state test in the subject which he or she will teach. However, during the first year the district must provide new teachers with the direction, supervision, support and on-the-job training which will enable them to succeed and which will enable district professionals, under state supervision, to determine the candidates' teaching ability and eligibility for a standard license. A panel of nationally recognized experts and members of the profession will be appointed to define the criteria for developing and judging teaching ability, as well as the practical knowledge about teaching which fosters that ability. The district internship will integrate that professional knowledge with practical experience in the classroom setting.

The present system for training and certifying teachers at its best can be very good, but it is deficient in two major respects. First, the present system frequently does not rest on explicit definitions of what constitutes effective teaching and what knowledge a beginning teacher must have. Second, it does not always apply and integrate that knowledge in a practical way. The present system of teacher training must continue to be improved by addressing these deficiencies. The alternative route to teacher training involving the internship is a promising alternative because it does address the deficiencies of the current approach. It rests on the conviction that effective teaching is important, that the teacher's knowledge of the subject to be taught is important, and that the practice of teaching must be learned in a manner that applies and integrates these basic elements.

Districts may continue to hire the graduates of teacher education programs if they are the best job candidates. But the new approach will open the doors of the teaching profession to a pool of potential talent that is now prevented from being considered. Along with that opportunity goes an obligation, for the district must assure that the new person will succeed and that the person's contribution is in the very best interest of school children. It is an opportunity which our education system, the public and our children have long deserved.

LK/lp/0001f

New Jersey State Department of Education
Trenton, New Jersey

An Alternative Route to Teacher Selection and Professional Quality Assurance: An Analysis of Initial Certification

Saul Cooperman, Commissioner

THE INITIAL CERTIFICATION OF TEACHERS IN NEW JERSEY

A Discussion Paper

Should it have more than its share?

A Crisis of Quality

Traditionally the teaching profession in New Jersey has attracted its share of intelligent, capable, and dedicated men and women, and our education system has made significant progress as a result of their efforts. Yet, there now are indications that the education system and the profession itself are facing a serious crisis of quality.

During the 1970s, changing demographic and economic circumstances in the country resulted in a decline in the teacher job market. This decline placed severe economic stress on college teacher preparation programs and these programs "...have responded by lowering academic standards to attract more students and by doing little else (Weaver, 1979)." The research documents the precipitous decline of the last decade in the quality of those entering the teaching profession. The Weaver survey and others show that, between 1970 and 1979:

- SAT verbal and math scores for college-bound teacher education majors fell significantly below those of nearly all other college majors;
- the scores of freshman education majors on the American College Testing Program dropped to seventeenth place in math and fourteenth in English among 19 fields tested, including "other" and "undecided;"
- the National Longitudinal Study of graduating college seniors confirmed the persistence of an overall decline in the quality of education students throughout the four-year college program. The SAT scores of graduating teacher education majors were lower than those of all other groups except office/clerical and vocational trades;
- scores of education majors on the Graduate Record Examination (GRE) fell more rapidly than those of majors in eight other professional fields and at a significantly faster rate than overall GRE scores;
- the average score on the National Teachers Examination, which is taken only by prospective teachers, fell 20 points;
- a survey of colleges conducted by Brubaker (1976) revealed that 90 percent of those applying to selected teacher preparation programs were being admitted.

The statistical profile of those now seeking to enter the teaching profession in New Jersey is equally alarming and indicates that the decline which began during the 1970s has continued and, indeed, reached serious proportions during the first years of the 1980s. SAT scores of students entering New Jersey teacher preparation programs have been consistently lower than those of nearly all other college majors. In addition, correlational studies between SAT scores and those of the Department of Higher Education's collegiate basic skills test indicate the existence of a basic literacy problem among these prospective teachers. National data, such as that presented in the Weaver survey, which document declines on several measures for graduating seniors as well as entering freshmen, establish that academically weak individuals are not only gaining admission to preparation programs, they are staying in these programs and being graduated as well.

Did Pearson deal with this?

Weaver states:

> It has been argued that education faculties sort out the academically weak students prior to student teaching and graduation. The NLS data do not support that argument, at least insofar as basic skills in reading, math, and vocabulary are the selection criteria. Instead, I find that teacher education is the field showing the least selectivity, from college-bound applicant to completion of degree (Weaver, 1979).

The changing profile of the college student body has required adaptations in college curricula, particularly in those programs which attract students who are at the low end of the academic scale. Remedial programs for college students became commonplace during the 1970s and college instruction generally became more concerned with the ability levels of individual students and less with rigors of academic disciplines. Much has been written about the dilution of collegiate liberal studies programs which occurred during the same period in which many of the more difficult course requirements were dropped or made optional. For example, the elimination of basic math and science course requirements from programs in elementary education may have taken into account the academic backgrounds of prospective elementary teachers, but it left them ill-prepared to provide school children with the foundation of knowledge, interest and motivation needed to succeed in these fields at more advanced levels. The elimination or dilution of other course requirements, such as foreign languages, served to narrow even further the education of students in all collegiate fields, including education. One New Jersey college candidly reports that, while statistical student profiles indicate the low ability levels of its education majors, these students have college grades which are higher than average. This may be attributed to grade inflation or curriculum dilution trends stimulated by the need to maintain enrollment levels. The implication of these trends is that the academic deficiencies possessed by new teachers may be passed on to elementary and secondary students, the least able of whom in turn will seek to become teachers.

Will Soul make foreign language requirement? Evidence of its value?

The new standards for teacher education programs approved last July by the State Boards of Education and Higher Education will stimulate some improvement. These standards emphasize increased depth and breadth of exposure to academic areas of study in which teacher preparation majors appear to be deficient.

given a chance to work

BEST

They also set minimum standards for screening those who seek admission to the programs and those who graduate. The standards represent a valuable first step in that they will restrict access to those college students who are able to demonstrate minimum ability and will provide some assurance of a solid academic education.

However, we cannot be content with the assurance of minimal quality among those who are to assume one of the most important roles in our society. Our nation's strength is its people and the foundation of our future lies in our children. Our obligation to these children and to ourselves is to provide the best system of education possible. To accomplish this we must find ways of attracting to the teaching profession men and women of outstanding talent and academic achievement.

Professional Access and Quality Control

Many reasons have been cited to explain why individuals are not choosing to pursue teaching as a career; among them are low salary levels and the decline in public esteem for the education system. No one can doubt that factors such as these discourage even the most dedicated individuals from investing four years in preparation for a teaching career, particularly when the type of training involved is not recognized as appropriate for other career fields. The Weaver survey and others like it confirm that college graduates with degrees in education "show higher rates of unemployment and underemployment than graduates as a whole (Weaver, 1979, p. 32)" Therefore, those interested in the profession must spend four years preparing for teaching, and only teaching, with limited hope of employment or concrete rewards once employed. The new collegiate regulations notwithstanding, we are forced to recognize that our most able college students are going to invest their energies and their tuition dollars in fields of college study other than education. Many of these fields, such as the liberal arts and sciences, are generalized and do not necessarily lead to a career per se. Students majoring in these non-education fields represent a potential resource to our education system which is valuable and should not be overlooked. We must find ways to attract them, or at least we must not discourage them from considering teaching as a career possibility.

not true

That's all of them now!

The need to expand the teacher recruitment pool beyond those enrolled in college teacher preparation programs is recognized widely. A 1982 policy paper of the American Association of Colleges for Teacher Education, a representative organization of collegiate teacher educators, acknowledged the need to improve student recruitment, but expressed frustration over the limited potential for doing so within the field of teacher education:

> Research results are making schools, colleges, and departments of education 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.... Significant changes in teacher quality could come from improving the quality of the students admitted to preparation programs, and yet schools, colleges and departments of education have almost no control over the political, social, and economic forces that are determining who will apply to become teachers (Sandefur, 1982).

Should respond to use of this quote.

It's not just SCDEs; it's the profession.

In addition to revealing the inability of teacher education programs to attract talented college students, this statement expresses the difficulty which the programs face in attempting to affect improvements in the professional quality of graduates.

In its report on the advancement of teaching, the Carnegie Commission also emphasized the importance of the teacher selection problem by saying that, in order to maintain the quality of our education system, "the quality of teachers recruited for the nation's schools must improve (Boyer and Hechinger, 1981)." More recently, the National Commission on Excellence in Education found that not enough academically able students are being attracted to teaching. The Commission's report indicated that "...too many teachers are being drawn from the bottom quarter of graduating high school and college students."

but not to lower these requirements

This goal of improving teacher selection confronts us with the need to re-examine our certification requirements very closely. Entry level certification is intended to be a means by which the state attests to the public that an individual is sufficiently knowledgeable and competent to begin teaching. It does not ensure continued growth and improvement, nor is it necessarily intended to. Yet, how well do our requirements achieve even their essential purpose of assuring basic entry-level competence? They must, on the one hand, be rigorous enough that they screen out those having little chance of success and, on the other, they must be sufficiently meaningful that they do not discourage on arbitrary or artificial grounds those who are likely to succeed but do not possess certain types of training. We do not want highly intelligent people who are insensitive or have not learned to deal with children, nor do we want those who are sensitive or technically capable but academically unsuccessful. The essential certification problem is one of determining that critical mix of background, knowledge and ability which is absolutely essential before we are willing to attest to a new teacher's minimal competence. If we are to recruit teachers from a broader talent pool, we must devise creative ways of providing professional training and we must develop meaningful and valid standards for certifying individual competence.

on basis of test alone?

At the present time, we in New Jersey rely on the completion of college teacher education courses as our basis for determining competence. We make the assumption that those, and only those, who complete the courses are competent to teach and should be certified. Some professions are able to rely heavily on their degree programs as the primary basis for licensing. This is only possible when there is a great deal of consensus on the knowledge and skills to be acquired, a high degree of consistency between the college curriculum and effective knowledge/skills, and when the college program itself provides for such rigorous assessment of candidates that other external certification measures would be redundant. However, even the most selective and rigorous professions rely at least in part on evaluations of individual achievement. For example, medicine has its internship while law and accounting require professional examinations. Yet, education is a profession in which the relationship between success in the training program and actual competence in the classroom is tenuous. There are individual studies which can be cited to support the predictive validity of some teacher education programs. However, in general, the literature on teacher education indicates a low degree of consistency among the programs and does not establish a relationship between success in the program and future teaching effectiveness.

Within the teaching profession, then, one must question the validity of our reliance on collegiate preparation courses to a degree which is uncharacteristic of most professions. In terms of educational quality, the public and the educational system "lose" on two counts - we really are not assured of the competence of those who complete the courses and we prevent ourselves from drawing upon a vast reservoir of potential talent by requirements which have no empirical validity or reliability. Nowhere is this problem more evident and dramatic than in the areas of science and mathematics where teachers are in short supply. This situation is particularly acute because New Jersey is a highly industralized state in which a large percentage of jobs require computational and technological literacy. Yet, on the one hand, our system prevents us ordinarily from issuing standard certificates to the many competent scientists who apply while, in an economic emergency, we are willing to accept as teachers individuals who have not even acquired a college degree.

The "Theoretical Knowledge" Debate

The debate to establish or disprove the contention that there exists a body of theoretical teaching knowledge continues to persist within the profession. The numerous conceptual proposals and the resultant variability among college preparation programs is prima facie evidence of the unreliability of the programs as predictors of competence.

Within the professional literature are many attempts to establish that one or another of the liberal arts and sciences provides or ought to provide the theoretical foundation for teaching.

Some experts view learning as a physiological process and believe that knowledge of human anatomy, human neurology, and neurophysiology are critical to the teacher's understanding of the functioning and dysfunctioning of the brain. Others (see Weil and Joyce 1978) see teachers as social change agents whose responsibility it is to socialize the child and thereby shape society; these authors generally espouse the study of sociology as containing the knowledge most essential to teachers. Some propose that teachers ought to be humanists whose primary purpose it is to enhance students' ability to appreciate life; these humanistic educators advocate the humanities and philosophy as core disciplines. A well-formulated school of thought within the field of anthropology contends that education is intended to foster the transmission of culture from one generation to the next and that "...many, if not all, theoretical approaches in anthropology may be of value to our understanding of education (Comitas, 1978)." Still others contend that teaching ought to conform to a clinical psychological model based on theories of individual learning, motivation, and measurement. Many authors presently view teaching as a communications technology and argue that the effective teacher is one who is an expert in the sophisticated use of media. Some within the field believe that good teachers are "born, not made" and that teacher training involves mainly the enhancement of an already-existing talent. Some prominent thinkers in education (see, for example, Travers, 1979; also Lessinger, 1979) have claimed that teaching is a performing art and that preparation should be so designed. Travers states that "teaching as a performing art requires that teacher preparation give emphasis to...the prospective teacher's personality," and disclaims the body of knowledge contention saying "unfortunately, the bag-of-tricks approach has had strong support - all too often from psychologists...teacher education must resist this approach... if we are to move beyond mere replication of the past (1979)."

How has this relationship been established for other professions, e.g., law?

It is possible to go on to cite credible thinkers who have made seemingly legitimate cases for nearly every liberal discipline as comprising the core knowledge for teaching. Nevertheless, despite continued and extensive research, none has been able to establish the existence of a systematic relationship between theoretical courses, including pedagogical courses, and effective teaching practice. The more deeply one searches the literature for solutions, the more elusive they seem to become. In truth, the debate is largely academic and it goes on well apart from any actual practices that exist at colleges and universities. A few major research institutions might be considered at the "intellectual forefront" of theoretical teacher education; yet, these institutions themselves reflect major differences in the types of knowledge emphasized and little success in establishing a coherent base of theoretical knowledge. Nevertheless, education is a massive public service enterprise and most of our teachers are prepared at public colleges and small liberal arts institutions, the curricula of which are often not founded on a research base. The local debate, in practice, focuses more on such broad issues as the proportion of the curriculum devoted to professional vs. liberal education and whether the program ought to be field-or campus-based. Even in these respects, there is considerable inconsistency among programs offered in this and other states, many of the differences apparently due more to historical traditions than to research and curriculum planning. The curriculum patterns of our state colleges, with their strong emphasis on professional training, can be traced clearly and directly to the normal school heritage of these institutions, while the liberal arts emphasis of many private institutions is attributable simply to a different historical evolution. With respect to course requirements in the various cognate or undergirding disciplines, a full range of permutations exists.

** For certification purposes, there is litte basis for requiring specific theoretical courses. To do so would be merely to set up an artificial hurdle to professional access at a time when we can ill afford to turn away talented individuals. Part of the problem and, perhaps, the solution lie in the fact that, indeed, all of the liberal disciplines do contribute to the teacher's ability to perform. A strong case is made for the argument that a broad-based liberal arts education best provides the eclectic academic background needed for teaching. Jean Piaget, himself a biologist, addressing this point noted that "...there are links with biology on the one hand and, on the other hand, with all other disciplines that can teach us something about the nature and evolution of reason (Piaget, 1969)."

liberal arts theory is O.K. but not theory?

"Practical" Knowledge

The foregoing arguments should not be construed as laying the foundation for an anti-intellectual approach to certifying teachers. If anything, the current approach which is characterized by a lack of academic rigor and which allows for the emergency certification of virtually anyone, even those who do not possess a degree, is both anti-intellectual and heedless of our teacher preparation and selection process. On the contrary, it is absolutely essential that teachers be educated in all the subjects which might provide theoretical insights into their roles, and we should stand firmly by the baccalaurate degree as the essential credential for a profession of learned individuals.

of a liberal education?!!

Nor is the discussion of theoretical courses intended to suggest that there are no concepts, techniques and practices which contribute to effective teaching. The research literature does indicate evidence that there is a body of applied knowledge and skills which does have relevance to professional success. Again, however, the knowledge is applied knowledge not purely theoretical, and it is rooted in inductive research on effective practice rather than on abstract theory building. In general, this knowledge involves effective management of the school classroom and, because it is applied and integrative, it is acquired best in an internship setting. Therefore, any approach to certification must ensure that such practical knowledge and skill is acquired in some way by all candidates, whether they possess a liberal arts or a professional education background. James Conant, in drawing the distinction between theoretical and applied knowledge in teacher education, stated:

> Professors of education have not yet discovered or agreed upon a common body of knowledge that they all feel should be held by school teachers before the student takes his first full time job. To put it another way, I find no reason to believe that students who have completed the sequence of courses in education in one college or university have considered the same, or even a similar set of facts or principles as their contemporaries in another institution even in the same state... Except for practice teaching and the special [methodological] work combined with it, I see no rational basis for a state prescription of the time devoted to education courses...[Methodology] should be made available at the moment the potential teacher most needs all the useful knowledge he can get; that is, when he actually begins to teach (Conant 1963).

Conant's early analysis has been borne out by those teachers who frequently identify actual teaching as the most valuable aspect of their preparation. It has been supported more recently by research on effective teaching and classroom management, which is discussed briefly below.

A Rationale for Initial Certification

Solutions to the talent crisis will require a renewed commitment to the mission of licensing as the primary rationale for any new certification procedures. As noted above, the purpose of the certificate is to assure consumers - local districts and the public at large - of an individual's basic competence to teach children. Given the inconsistency of teacher preparation programs and their limited effectiveness as predictors of competence, any new requirements should be concerned with process (courses taken) only in the most general sense and must instead emphasize the assessment of each individual candidate. There is little information and data on individuals in the certification process and a lack of clarity in the goals and standards for employment of teachers. Since our course-oriented approach provides no real information on individuals, districts find it difficult to distinguish between the best and the least able in the hiring process. Yet, the widespread and long-standing failure of efforts to improve teacher education and to "upgrade" the existing teaching force indicates the need to emphasize individual teacher selection as the goal of certification.

In addition, there is a practical need to bring our requirements for certification into line with the new standards for teacher preparation approved in July 1982 by the State Board of Education. Although these standards are intended for college programs, not individuals, they do provide an indication of the outcome and process elements which the State Board considers important, and they are consistent with the concepts advanced above. These standards require:

1. a sound basic college education, achieved by expanding liberal education requirements;

2. the selection of candidates who have proven academic success as indicated by the maintenance of a minimum grade point average and other academic measures;

3. the acquisition of subject matter knowledge as demonstrated by the requirement of an academic sequence and a terminal assessment procedure;

4. the demonstration of actual teaching competence in a school classroom, achieved through the Board's requirement that practice be provided beginning in the sophomore year and throughout the program.

Elements of an Initial Certification Process

It is proposed that certification requirements be revised to be consistent with the State Board's new criteria for undergraduate preparation in such a manner as to provide maximum professional access as well as meaningful selectivity.

Therefore, revised certification standards should emphasize the assessment of outcomes which the State Board has identified as essential. These standards should also take into account approaches used by other professions and the need to obtain data on individual candidates. They should provide for a meaningful evaluation of minimum competence and should at the same time open access to as many candidates with diverse backgrounds as possible. It is recommended that this new structure include the following basic elements for initial certification.

1. The Baccalaureate Degree

   All candidates for certification in New Jersey should be required to possess a baccalaureate degree from an accredited college or university.

   The purpose in requiring a college degree is to provide assurance that our new teachers are educated individuals who have demonstrated their intellectual competence by meeting the academic standards of an accredited college or university. Historically, the higher education of teachers has not received much emphasis in New Jersey. It was not until the 1930s that the state recognized the baccalaureate degree as an essential requirement for entry into teaching. However, many teachers at that time did not possess degrees and the standard was never enforced rigorously. Rather, it has been through

an evolutionary process over the past 20-30, years we hav reached a point at which the great majority of the state's teachers hold degrees. Even at the present time, various substandard certification and waiver procedures make it possible fo individuals to acquire teaching jobs without a college degree.

If we are to resolve the crisis of quality which confronts the teaching profession, we will have to stand more firmly behind the college degree as its minimum professional credential. We cannot accept as teachers individuals who, for one reason or another, have been unsuccessful themselves in meeting this minimum academic standard. This is particularly true in view of the fact that colleges and universities have not been rigorous in their selection and preparation of persons to become teachers. A profession which does not adhere to its own minimum standards will not be taken seriously by the public or by its members.

Our major purpose is to attract to teaching a significant number of intellectually capable individuals who will continue to pursue their own intellectual and professional development. Therefore, we must urge institutions of higher education to offer programs which are effective in preparing such individuals. We must begin to identify the intellectually able and cease relying on the courses which candidates take. We must not be predisposed to accept only one kind of program or to exclude automatically graduates of another. As discussed above, there is no defensible basis for doing so.

2. A Test of Knowledge

Candidates for certification in New Jersey should be required to demonstrate that they know the subject matter that they will teach.

Subject matter knowledge is one of the important variables to consider in determining a teacher's potential effectiveness, and it is appropriate to review the candidate's knowledge as part of the certification process. It is also clear that, although all certification candidates will have completed academic programs in their fields, there is a great deal of variability among institutions of higher education with respect to academic quality. For example, the science programs of various colleges differ in their content, faculty qualifications, level of rigor, and in the way in which grades are assigned to students of varying levels of ability and achievement. Conceivably, a "C" earned at one institution could be equivalent to an "A" at another. Total consistency in educating and evaluating college students may not be possible or even desirable, yet professional licensure is a device which is intended to assure individual competence. Therefore, a test of subject matter competence is necessary to identify the level of achievement of each candidate and to neutralize the effect of the variation in quality among institutions of higher learning.

Many professions administer written tests apart from the professional education process as external, objective measures of minimum achievement. The use of a professional certification test assumes

only that successful teachers must know the subject matter they will teach. The concept of a teacher certification test also is aligned philosophically with the teaching profession's inherent value of knowledge, its traditional use of knowledge testing as a primary assessment procedure with school students and the State Board's policy of requiring the graduation testing of high school students apart from their local education programs. Therefore, a test of subject matter knowledge for certification is both logically defensible and consistent with existing educational practice.

Presently, thirty-six states are engaged to some degree in teacher testing, and there are nationally standardized tests available which assess knowledge of subject matter.

3. Demonstrated Teaching Ability

Each candidate for licensure should be required to demonstrate teaching ability by completing a full-time internship under the supervision of a qualified expert and in accord with established assessment criteria.

Many professions require internships in one form or another and these experiences measure qualities not assessed on written tests. In addition, they provide the appropriate vehicle for transmitting the applied knowledge and techniques which are related to effective teaching and which undergird the profession.

The teaching profession has relied upon the student teaching experience as the heart of its system for preparing and evaluating prospective teachers. However, while this approach has served us well, it also has been characterized by a great deal of variability both in the qualifications of supervisors and in the methods of observation and evaluation criteria used. Variation exists from college to college and from professor to professor within particular departments of colleges. Such widespread inconsistency is inappropriate for an important element of what ought to be a standardized state certification system. Even more disturbing is that collegiate student teaching programs appear not to have systematically incorporated into their criteria and methods the research findings on teacher effectiveness which have evolved during the past decade.

The internship experience could be incorporated into the preparation program for students committed to a teaching career during college. For those who majored in the liberal arts or any non-education field, it could be provided after graduation by a local district. However, if practica are to be sufficiently effective to be worth requiring, they must be consistent in two major respects:

a. Criteria for Certifying Competence

The internship should both instruct the prospective teacher in the applied knowledge and skills of effective teaching and provide an opportunity to evaluate the candidate's performance

for purposes of certification. Therefore, evaluation criteria must be identified by the state, since certification is a state function, and these criteria should be based upon current research on teacher effectiveness. In a major summary of this topic, Shalock (1979) concludes that "...research on teacher effectiveness (Brophy, 1979; Berliner and Tikunoff, 1976; Good and Grouws, 1977; Veldman and Brophy, 1974) has shown clearly that some teachers are more effective than others in achieving desired learning outcomes in children." Although such research has failed to link theoretical study to effective teaching, it has established relationships with the kinds of applied knowledge and ability acquired and assessed in an actual classroom setting. Millman (1982) describes five categories of teacher attributes most often used in attempting to predict whether a candidate will be effective:

1. pre-existing personal characteristics;
2. teacher competence, i.e., the repertoire of knowledge, skills and values which a candidate possesses and might apply in a teaching situation;
3. the way the teacher performs in an "on-the-job" situation;
4. the way students behave under the supervision of the teacher candidate; and
5. pupil outcomes.

Within the research cited, both the ways in which teachers perform in a classroom setting and the ways in which their students behave are "...reliably associated with higher student achievement (Millman, 1982)." Most of the important teacher behaviors are related to the ability to manage the classroom, student conduct and the learning situation. Examples of such meaningful performance criteria provided in summaries of research include teacher time spent in providing direct instruction, assigning and correcting homework and reviewing and drilling lessons; the teacher's intellectual attention to the subject matter - having specific goals, organizing subject matter, attending to prerequisite skills, providing clear instructions; and consistency in giving encouragement and praise (see Millman, 1982).

Therefore, several states which require internship experiences have developed criteria for assessing each candidate's ability to plan and organize instruction, to manage student conduct, to present subject matter systematically, to keep students on the learning task, to evaluate objectively and consistently, etc. Again, these abilities result from the complex integration and application of many types of knowledge from nearly all disciplines refined through experience.

It is not the purpose of this document to provide a comprehensive summary of the research on teacher effectiveness, but rather to highlight the need and validity of developing criteria for assessing each certification candidate's potential

teaching ability. The research which undergirds this process is evolving and effective practice and criteria will be refined over time. Initially, even such a systematic approach as that proposed will be imperfect. However, as in the case of subject matter testing, the very initiation of the process itself will provide New Jersey with a means to research further the kinds of knowledge, abilities and characteristics which contribute to successful teaching and therefore will provide us with an opportunity to assume a leadership role in this field.

b. Expertise of Evaluators

The expertise of those who assess candidates for purposes of state certification must also be defined and subject to standards. Whether the evaluator is a college professor or a school district principal or supervisor, he or she must be expert in the skills of systematic observation and evaluation and in the research on teacher effectiveness. Because these individuals act as agents of the state in the certification process, they must be required to conform to state standards and professional development programs should be made available to assist in achieving this goal. Several states which presently have first year internships in place have well developed criteria and procedures for maintaining the competence of internship supervisor-evaluators. Florida's Performance Measurement Teams are composed of district and college personnel whose primary function is to train selected school administrators and teachers to use the state's performance measurement system. Each of 40 team leaders completed a program which "focused on understanding the [research] knowledge base of the system, the use of...observation instruments, conferencing skills, and the delivery of training to administrators and...staff members (Florida Department of Eduation, 1982)."

Initially, the expertise of New Jersey's internship evaluators - whether they are college or school district personnel - will be at least equivalent to that of the present "student teaching supervisor" and "cooperating teacher." However, organizational improvements can be instituted at the outset and a substantial upgrading will be achieved during the first three years of the internship program. This will involve a thorough review of the programs of various other states - such as Florida, Georgia, and Oregon - and the development and refinement of criteria and programs for those in New Jersey who serve the primary role in determining who enters the teaching profession.

A Proposed Structure

Having identified the elements of certification, acquired knowledge, demonstrated skills and abilities, and a sound educational background, it is necessary to propose a structure for incorporating them into the licensing system. The following is proposed:

1. Approved College Internships

All that the college programs will consist of?

The ordinary route to certification will be through the completion of a state-approved internship offered by a college or university. Any student who completes such an internship as part of a baccalaureate or Master's program and who passes the state licensing examination will be certified in the appropriate subject field.

2. Equivalency

There is a need to provide an alternate route to certification for those who possess a degree but who have not completed an internship, and thereby open the doors of the teaching profession to talented persons from all collegiate fields of study. The existing equivalency mechanisms provide access but are weak. Neither the college transcript (course-counting) approach nor the waiver proceedings of the Board of Examiners involves any attempt to determine the actual knowledge or ability of the candidate. Nor do any of these processes provide for the identification of areas of strength or weakness. An equivalency system must be developed which is more reliable and rigorous, yet not arbitrary.

It is recommended that school districts be permitted to hire anyone who holds the Bachelor's degree and who has passed the appropriate state subject matter test. Anyone who holds a degree may take the test of general knowledge for elementary certification. Individuals may sit for the state licensing examination in a particular secondary field if they have completed a college's requirements for a minor in that field or if it is determined by the State Board of Examiners that they possess the equivalent in formal study and/or experience. Upon employment the individual will be issued a one-year provisional certificate and will be placed in a district-operated, on-the-job internship under the supervision of a qualified professional. If the one-year internship is completed successfully, the candidate will be awarded a standard certificate.

Why?

It should be noted that there are many instances in the current system in which candidates lacking student teaching are hired provisionally while on-the-job experience is applied to meet the student teaching requirement. Presently, as a matter of policy, New Jersey accepts any form of supervised experience in lieu of student teaching for purposes of certification. For example, if a candidate can demonstrate that his/her work as a substitute or emergency teacher was supervised, then that experience is an acceptable alternative to student teaching. Therefore, districts now provide such practicum experiences for certification, but no structure or standards exist to guide their participation.

The proposed internship approach will formalize district participation so it can be supported and improved. Once an individual has actually been hired, both the district and the candidate will have a specific vested interest in the quality of the internship experience. Our goal is to use all of our best resources to provide these candidates with an excellent training experience.

What about the present probationary experience?

In addition, that training will take place in an "on-the-job" setting where supervision is directly available on a regular basis. In the case of existing college practica, districts participate out of a general sense of professional responsibility, but they have no other stake in the outcome nor any real role in the licensing process. Although the recently adopted teacher education standards will increase the number of observations made by college supervisors, these individuals will continue to provide only a fraction of the supervision provided by public school staff.

4. Endorsements

Holders of an initial certificate may obtain additional endorsements by passing the knowledge test in the appropriate field.

5. Transcript Evaluation

Since the process is founded upon courses taken, and because a more rigorous equivalency system would be established, there would be no need for a transcript analysis procedure. All candidates, regardless of their academic backgrounds, must demonstrate their knowledge through testing and their ability through an internship. As in other professional fields, there will continue to be credentials reviews for applicants to sit for the state examinations.

6. Emergency Certification

There would be no need for an "emergency certificate" since districts could hire any holder of a baccalaureate degree. However, unlike the current system and consistent with quality, these initially employed teachers would have to demonstrate their knowledge and ability within a relatively short period of time and would then receive a standard certificate. Under the existing emergency certificate, no progress toward standard certification is required.

Reciprocity

The proposed plan is one that will enable New Jersey to maintain its reciprocal agreements with other states. As is true of the present system, those of our teachers who go through approved college programs would be acceptable to reciprocating states while those who are certified through the equivalency route would not. The academic and professional backgrounds of those coming from reciprocating states would be accepted in New Jersey and each such candidate would have to pass the state knowledge exam. Candidates from non-reciprocating states will continue to be reviewed case-by-case.

More important, however, is the need to anticipate the direction in which the nation is headed with respect to certification reciprocity generally. Presently, we have agreements with 28 other states based upon college program approvals. At the same time, as many states are involved in knowledge testing and performance assessment. As one might expect, these states are working together to develop regional and national reciprocal arrangements based on testing. Regional consortia are being organized for the purpose of facili-

a regional or even a national model ?

tating state department initiatives in teacher preparation and testing. They can be used to pool resources for test development and validation. There is enough consistency now among neighboring states to implement the proposed policies and test development projects. However, the real benefit of interstate cooperation will not be the resultant agreements on teacher mobility, but rather the long-term improvement of teaching nationally. Research-based certification through knowledge testing and performance observation is a reality and states are involving top teacher effectiveness researchers in the country in this effort and are exchanging information. The Southeastern Regional Council for Education Improvement, an organization of twelve southeastern states has been exploring avenues for regional teacher certification through outcome assessment. Over time these states and others which proceed with them to converge upon a research-based consensus as to the most important characteristics to measure and are likely to evolve licensing systems which are superior to those of states which emphasize process.

List of References

Berliner (Ed.), D.C. Review of Research in Education, American Educational Research Assn., Washington, D.C., 1979.

Boyer, E.L. and R. Hechinger, Higher Learning in the Nation's Service, The Carnegie Foundation for the Advancement of Teaching, Washington, D.C., 1981.

Brubaker, H.A., Who Should Become a Teacher? Current Student Selection/Retention Policies of Teacher Education Institutions, Bowling Green University, Bowling Green, Ohio (ERIC #115-608), 1976.

Comitas, Lambros, Anthropology and Education, National Academy of Education, Washington, D.C., 1978.

Conant, James B., The Education of American Teachers, McGraw-Hill, New York, 1963.

Florida Department of Education, The Florida Beginning Teacher Program, Tallahassee, November. 1982.

Gardner, D.P. A Nation at Risk: The Imperative for Educational Reform, final report of the National Commission on Excellence in Education, Washington, D.C., April 1983.

Lessinger, L.M., "Teaching as a performing art," Contemporary Education, 4:39, Fall, 1979.

McDaniel, T.R., "Liberal arts and the education of teachers: Another look," Journal of Teacher Education, 15:31-5, 1980.

Mayhew, L.B. Legacy of the Seventies, Jossey-Bass Publ., San Franciso, 1977.

Millman, J., "Research on teacher effectiveness: Implications for teacher assessment," Proceedings of the 12th Annual Large-Scale Assessment Conference, Boulder, Colo., June 1982.

Piaget, J., "Introduction," Piaget and Knowledge by Hans Furth, MacMillan and Co., New York, 1971.

Sandefur, J.T., J. Herald, J. Lanier, and E. Witty, Teacher Competency Assessment: A Position Paper Prepared by an AACTE Task Force, American Association of Colleges for Teacher Education, Washington, D.C., 1982.

Shalock, D., "Research on Teacher Selection," Review of Research in Education, Washington, D.C., 1979.

Travers, R. "Training the teacher as a performing artist," Contemporary Education, 51:14-18, Fall 1979.

Watts, D. "Admissions standards for teacher preparation programs: Time for a change," Phi Delta Kappan," 62:120-2, 1980.

Weaver, W.T., "In search of quality: The need for talent in teaching," Phi Delta Kappan, September 1979.

Weil, M. and B. Joyce, Social Models of Teaching, Prentice Hall, Inc., Englewood Cliffs, N.J. 1978.

LK/ckb17I

New Jersey State Department of Education
Trenton, New Jersey

An Addendum
The Elements of a District Internship

Saul Cooperman, Commissioner

The Elements of a District Internship

INTRODUCTION

The new certification proposal under consideration by the State Board of Education establishes that there is a very serious problem with respect to the quality of those who are enrolling in college teacher education.* Many reasons have been advanced to explain why this trend has developed. Some have suggested that the image of the profession has contributed greatly to the problem. The inadequacy of salaries and job security for beginning teachers have also discouraged many from seeking to enter the profession. In addition, many candidates who now apply for certification express doubt over the value of required courses. and their doubt is determinative?

All of these factors, and perhaps others as well, have diminished the attractiveness of teaching as a career choice. The factors are so complex and interrelated that a comprehensive solution can only be arrived at over time. Thus far, even partial solutions have been elusive. For example, it is difficult to convince the public to raise teacher salaries at a time when the image of the profession is poor; yet low salary levels perpetuate the poor image by discouraging talented persons from becoming part of the profession. If progress is to be made, each contributing factor must be analyzed one-by-one and, where problems are identified, they must be addressed even though the resolution of any one set of difficulties may not provide a complete solution.

The State Board of Education has taken one step forward in adopting new seniority regulations. These regulations provide the new teacher with some additional measure of job security because, in the event of a staff reduction, that teacher cannot be displaced by senior teachers who have never taught the relevant subject. A new math teacher, for example, is no longer subject to being replaced by other teachers who have never taught math.

The proposed certification plan attempts to address the crisis of professional quality in another way. Certification is the gateway to teaching and is intended to ensure that those who pass through the process are likely to succeed as teachers while only those unlikely to succeed are turned away. The new proposal results from an analysis of that system which revealed significant problems.

Why can't they change the present system to correct its weaknesses?

Although we need not abandon present practice, we must consider alternatives to the present system when it becomes clear that system is not serving us as well as it should. The new proposal is intended to expand the pool of candidates from which school districts may select their teachers while, at the same time, establishing more stringent minimum standards to safeguard the public trust.

The proposed requirements that each teacher possess a college degree and pass a test of knowledge of the subject to be taught are straightforward and their intended effect on teacher quality should be apparent. However the district internship component is more complicated and needs further elaboration. It is

---

*An Alternative Route to Teacher Selection and Professional Quality Assurance: An Analysis of Initial Certification. New Jersey State Department of Education. Trenton, New Jersey. September 1983.

this component which enables school districts to compete for talented individuals and provides them with a means to train these persons. However, the overall effect of the internship on teacher quality may be less obvious than that of the other elements.

Therefore, this paper will analyze the current system for training teachers, outlining both its strengths and weaknesses. It will propose an alternative approach which builds on the strengths of what exists while addressing the weaknesses. This discussion will emphasize the ways in which new teachers acquire professional knowledge and teaching ability in the existing system and the ways in which this will be accomplished in the district internship.

I. PRESENT PRACTICE

A. Background

It has always been common practice in the education profession to hire on a provisional basis those who have not previously taught or studied education and to accept their actual teaching in lieu of formal training. The emergency certification procedures which have always existed in most states permit the hiring of such persons in fields of teacher shortage. In New Jersey last year, 1,726 emergency and provisionally certified persons were employed of whom 71 percent lacked complete preparation in the subject to be taught, 30 percent were deficient in professional study, and 20 percent had not had student teaching. The emergency certification route is not being advocated as desirable; in fact, its elimination is recommended strongly because it has come to be a door through which undereducated persons may pass. This system should be replaced. However its existence does illustrate the long term practice in New Jersey and in other states of hiring previously inexperienced teachers.

In addition, several other states now permit schools to employ those who possess liberal arts degrees but have no practice teaching experience. For example, the states of Maine, New Hampshire and Virginia all have regulations which encourage this practice. The approaches used by those states are not emergency measures. They actively seek the employment in all fields of previously "untrained" persons regardless of the availability of certified individuals.

Perhaps the most obvious and widespread example of the active hiring of so-called untrained persons is embodied in the parochial and private schools of New Jersey and the nation. Parochial dioceses indicate that they employ significant numbers of teachers who are uncertified. During recent years, the oversupply of certified teachers has led to an increase in the number of these persons hired by the parochial schools. However, many parochial school teachers attained certification after employment and were originally hired without having had any formal preparation.

Private schools show far higher rates of employment of uncertified teachers than do parochial schools. The dean of one prestigious

New Jersey school indicated that only two of his 60 teachers were formally prepared and certified. However, he and other headmasters spoke proudly of the outstanding educational backgrounds and personal competence and dedication of their teachers and informed us that, in the selection process, these variables prove more predictive of success than practice teaching. Louis Knight of the National Association of Independent Schools indicates that only about one-third of the teachers in the nation's private schools enter the system with formal preparation. He states that college methods courses and practice teaching do not meet the needs of the schools and that effective practice is developed readily on the job by intelligent candidates who know their subject matter.

How was dedication assessed?

Of course, many of these private and parochial schools do not share the complex problems of some public schools even though, for example, the problems of urban parochial schools are not unlike those of urban public schools. Still, private school enrollments are not guaranteed by statute in the way public school enrollments are ensured. Rather, these institutions must rely on their reputations for quality to attract students particularly since they must often charge tuition in competing with the "free" public schools. It is interesting that the more competitive institutions - those which must establish and maintain reputations for quality in order to survive - are less likely to be concerned about whether their new teachers have had practice teaching and more inclined to seek those who are generally competent individuals.

What kind of "quality" do their clients seek?

A final example of the hiring of persons who have not had practice teaching or the study of pedagogy is found in our colleges and universities. College professors are required to possess an appropriate advanced degree which represents mastery of the subject to be taught. Although many colleges are providing professional development experiences to improve the teaching ability of professors, these are on-the-job programs and nothing comparable to professional preparation is prerequisite to employment, not even for professors of education. Although the pressure to require college courses of school teachers most often comes from professors, they do not adhere to the same requirements themselves. The illogic of this dual standard is illustrated dramatically when a college education professor applies for certification as a public school teacher and is rejected because he has not taken courses taught by his colleagues.

At issue in each of these examples is the relative effectiveness of college preparation programs in developing the teaching ability and professional knowledge of new teachers, and the feasibility of accomplishing these goals through an on-the-job internship. An analysis of the main components of formal teacher preparation programs is warranted in order to place in context the district internship which is being proposed as an equivalent alternative.

B. Ability To Teach

In general, college preparation programs attempt to foster actual teaching ability through practical experience, in particular student

teaching, accompanied by theoretical courses which present pedagogical theories and principles.

The student teaching experience has been the one element of teacher preparation which most professionals agree has served us well. Teachers often say that their professional preparation would have benefited from more of these experiences. Many teachers view as less valuable the courses which accompany practice teaching and which are intended to provide a theoretical base for the development of teaching ability. Indeed, teachers will sometimes comment that actual abilities would have been enhanced by replacing the theoretical courses with practical experiences. However, because they have been part of this component of teacher education programs, the value and disadvantages of "methods" courses will also be discussed. Some of the advantages of the collegiate approach to developing the ability to teach through practical experience are:

1. Cooperating Teacher: One of the greatest strengths of the college practice teaching approach is that it provides the candidate with an opportunity to work under the day-to-day supervision of an experienced teacher. Therefore, the candidate is relieved of the pressure of ultimate responsibility and is provided with the collegial relationship, support, and advice of someone who does the job effectively. Few would disagree that the cooperating teacher is a central figure in college student teaching. While this one-to-one relationship tends not to exist in sophomore and junior year practica, colleges do make certain that a practicing teacher is involved in some way with groups of candidates. The participation of experienced practicing teachers in the preparation, supervision and evaluation of new teachers deserves praise.

2. College Supervisor: All college practica provide the teacher candidate with the benefit of supervision by a college professor. College education professors often have backgrounds as outstanding school teachers and, as part of their present roles, they are expected to keep abreast of research on effective teaching practices and supervisory techniques. The college supervisor can provide the student teacher with a point of reference and analysis which is removed from the immediate concerns of routine classroom duties and, therefore, often can contribute a perspective different from that of the cooperating teacher.

3. Gradual Induction: The format of the college approach allows for the gradual induction of candidates over the course of the sophomore, junior and senior years. Although this approach has disadvantages which are discussed below, a major benefit is that it can allow the new teacher to work out problems systematically and at a leisurely rate. It can provide the chance for reflective analysis of each difficulty as it arises without the pressure of ongoing responsibility.

4. Integration of Skills: The direct experiences of college practica provide a better vehicle for the development and integration of teaching methodology than do theoretical courses. This notion is discussed at length in the main certification proposal and has strong support in the professional literature cited.

5. Study of Methodology: As noted above, the methods course component of the college practicum experience has not received wide praise. However, those who espouse theoretical methodology cite certain strengths which seem legitimate. One advantage of the methods course, although not its major purpose, is that it provides practice teachers with an opportunity to share their successes and difficulties with others who also are in the experience. In addition, the courses provide candidates with the chance to confer with an education professor whose job it is to be familiar with state-of-the-art practice. The major purpose, though, and perhaps the greatest potential advantage of methods courses is that they provide pedagogical principles which are intended to be the foundation of knowledge for learning how to teach.

These major advantages, and perhaps others as well, last year [illegible] lated the adoption of new standards which require more [illegible]t practical experience in college teacher education programs. [illegible]t, although this action was needed and warrants support, a close examination of the practice teaching approach reveals flaws. At its best, practice teaching is characterized by highly motivated and able candidates assisted jointly by effective school teachers and college professors under a well-planned and clearly defined set of goals. In many cases, however, serious problems are evident:

1. Changing Role of the Supervisor: Until the 1960s, the student teaching supervisor often worked on a day-to-day basis with the teacher candidate and the public school staff. In fact, the supervisor was frequently a teacher at the public demonstration school who also had adjunct faculty status at the college. However, over the past 20 years, pressures from the higher education community forced these individuals to assume full-time roles as college professors and, to a large extent, they had to compromise their immediate accessibility to the school situation. Many professors have done their utmost to remain in close contact with school districts and have been frustrated in their efforts. Others have acquiesced to the pressures toward minimal involvement in public school education.

2. Quantity of Supervision: The change in the status of the college supervisor has reduced greatly the amount of direct supervision which many are able to provide practice teachers. An individual supervisor may have responsibility during an eight-week period for as many as 15 different candidates placed in different schools in disparate locations. Therefore, supervisors have been forced to limit their observations of each candidate to as few as three for the entire experience and many

first time Leo has specified this?

school districts indicate that some college supervisors visit even less often. The requirement in the new teacher education standards that the minimum number of visits be set at five or six met with some resistance from collegiate education schools because of the expense and logistical problems it would create.

In part because of the amount of travel and time associated with supervision as compared with other college faculty assignments, and in part because faculty promotions are based largely on scholarship and publications, the supervision of practice teachers is viewed by many education professors as an onerous tasks. Too often, it is an assignment which the more senior professors refuse and which many junior professors, who are under pressure to compete for promotions and tenure, accept unwillingly. Again, education professors have advocated that the supervision of practice teachers and work with the public schools be given higher consideration in the college faculty promotions process. In general, this has not happened. In any case, the contention that practice teachers are closely supervised and evaluated does not always hold up well under a close scrutiny.

3. The Participation of School Districts: Although school districts accept practice teachers into their charge, the entire process of supervision - criteria, forms, evaluation, and the authority to exercise judgment - belongs to the college. On the one hand, the college has great difficulty in maintaining contact with the candidate and, on the other, school personnel do not have ownership of the process and often do not feel responsible. There are college supervisors who manage to remain in close contact with their student teachers and who provide excellent supervision. Yet, school staff sometimes complain that certain professors rarely visit their student teachers. Some school principals assign candidates only to their outstanding teachers while others simply rotate the responsibility among all of their teachers. Therefore, college professors sometimes indicate that the experience is not taken seriously and that candidates are used merely as extra staff. Clearly, concrete steps must be taken to foster a sense of ownership on the part of the districts.

4. Disadvantages of a Gradual Induction: It has been noted that one of the major advantages of introducing a candidate to teaching gradually over a period of three years, assuming there is adequate supervision, is that the individual is able to remediate difficiencies gradually. However, a few colleges resisted the requirement that practice teaching be spread across the sophomore, junior and senior years indicating that districts would be reluctant to accept their candidates. To do so would mean that, at any given time, college sophomores, juniors and seniors could be practicing in a school at one time. This is more than three times the number of individuals for whom the districts must be responsible at any given time than under the terminal internship approach. Those involved in

the design of the requirements for expansion of the practical component of the college program originally suggested a full-time internship in the senior year. However, the recommendation would have caused logistical problems in the undergraduate college curriculum and therefore the three-year approach was adopted. On balance, it was thought that the advantages to the quality of teacher preparation programs outweighed the disadvantages associated with the increase in the number of practice teachers in the schools. For this reason, the approach was advocated, not as a perfect one, but as an improvement over previous practice.

In addition, districts indicate that the maturity and commitment of some sophomore practice teachers is questionable, as is their ability to benefit significantly from a limited experience. The concern was expressed that sophomores and juniors have other significant academic responsibilities and that their transient, part-time involvement might not always be in the best interest of school children. One private school headmaster explained that he would prefer to hire one mature and committed, yet untrained teacher and work with the individual for three months than to have perpetually on hand five college students who have other obligations and commitments and who are not likely to ever be associated with his school again.

Nevertheless, the practicum approach appears to remain a valuable way of preparing college students for teaching and, again, its expansion under carefully controlled and improved conditions on balance warrants support.

5. Responsibility for Practice Teachers: Many school districts participate in practice teaching programs out of a sense of professional obligation. Nevertheless, some districts indicate that they do not want practice teachers in their classrooms. The acceptance of practice teachers is sometimes viewed at the local level as a responsibility which is not accompanied by authority and control. In addition, there is little substantive basis by which the district can screen student teachers before accepting them and, in some cases, it is difficult for the district to remove them when problems arise. Further, for many reasons, colleges have difficulty in removing a mediocre student teacher if that person has thus far been successful in other parts of the program. Therefore, the "washout" rate of practice teaching programs is generally low. The reluctance of some districts to accept practice teachers stems primarily from the fact that the students are not under their authority.

They can be live to continue them.

6. Quality of Supervision: A survey of the criteria and forms which colleges use to direct student teaching experiences reflect a lack of consistency. A supervisor from one college apparently does not consider the same variables as one from another institution in judging whether the teacher is effective. Nor is there a clear link between the types of criteria used and those identified by research as important. Apart from

the inconsistency problem, the criteria often tend to reflect an emphasis on the personal characteristics of candidates, such as clarity of voice and personal appearance which may or may not have resulted from systematic training. Absent are the consistent, research-based criteria which have proven to be related to effective teaching. Finally, it is difficult to provide systematic supervision with infrequent contact, yet the guidelines of many student teaching programs do not reflect a clear approach which would provide consistent direction to school personnel.

7. Predictive Validity: Despite the consensus over the perceived value of student teaching, educational researchers have not been successful in establishing that there is a strong correlation between success in practice teaching and later success as a full-time teacher. Ultimately, success appears to come with experience and responsibility and the greater part of professional learning seems to occur on the job.

How are the 2 kinds of success measured?

8. Methods Courses: The most common criticism of methods courses is that they sometimes violate the principles of teaching and learning which they present to their students.

Many of the pedagogical principles which are the content of methods courses emphasize the need for active learning, the importance of direct experience, and the need for the learner to integrate knowledge, apply it and evaluate its application as a means of adjusting and refining understanding. Yet, too many methods courses remain on the college campus and are not integrated into the learning environment of the practice teacher. Instead of modeling pedogogy, these courses frequently adhere to the traditional college course format and its emphasis on lecture, demonstration and reading. While it is important for the candidate to receive valid information, there frequently is little opportunity to integrate it in a practial form into a repertoire of teaching skills or to test its application under the supervision of an expert teacher. Often the methods course professor and the practice teaching supervisor are not the same person and may have different expectations. A better integration of pedagogical study and practical experience is needed. Of course, there are some methods professors who attempt to exemplify pedagogical principles by simulating a school classroom within their college course. However, they are all too few and they are restricted by the fact that these experiences are only simulations. Without a direct opportunity to apply specific practical approaches, new teachers are often at a loss to synthesize and translate broad theories into meaningful activity in the classroom.

Finally, some critics say that many methods professors do not spend enough time in the public schools. As a result, it is difficult for these professors to know first hand the actual

effect that a particular theoretical principle is likely to have on student learning or the ways in which it might best be applied.

In summary, college practice teaching is viewed generally as a positive element. There are advantages to the collegiate approach to developing teaching abilities which justify current efforts to improve it. There are, however, significant problems that justify a search for alternatives.

C. Knowledge of the Profession

College teacher education programs also offer or require a wide range of courses intended to provide the prospective teacher with a base of knowledge about the teaching profession and the education system as well as information about pupils.

A few examples of the course topics listed in New Jersey college catalogues are:

- contemporary society
- history of education
- development of the child
- politics of education
- health and hygiene
- educational philosophy
- storytelling and children's literature
- the modern school
- revolutions in education
- linguistics
- curriculum development
- professional ethics
- testing
- international education
- school and community

The following section summarizes the contributions of professional knowledge courses.

1. Teaching as Profession: Most professions which require advanced degrees are characterized by bodies of professional knowledge which identify and distinguish them from other fields. A group of professional courses in education, then, has the potential to distinguish teaching as a profession and to raise its public image.

2. Breadth of Perspective: A sequence of well-chosen courses could provide new teachers with certain concepts which might broaden their perspective of the work they do. The teaching effectiveness of these individuals might be increased if they are able to view the technical aspects of their jobs within the broader scheme of American education.

3. Repertoire of Ideas: One purpose of education courses, and the one most often cited as their main contribution, is to provide teachers with a repertoire of ideas upon which they can draw in making the many decisions which confront them in the classroom. The "box-of-tools" rationale is perhaps the one most frequently advanced in support of professional knowledge courses.

However, despite the potential advantages and strength of some courses as taught by certain professors, teachers and prospective teachers often express doubt over the value of professional knowledge courses. Some of the weaknesses of education courses are:

1. Lack of Consistency: It would be possible to construct a very long list of education courses which are commonly offered to, and required of prospective teachers. Some of those which are required most often result from state mandates unchanged in many instances for decades, and which vary from college to college and from professor to professor. Those courses which are offered (and from which prospective teachers must select a certain number) show even greater inconsistency and cover such a diverse range of topics that there is little discernable pattern. Therefore, it seems that educators have been unable to arrive at consensus on what knowledge about teaching characterizes the profession. It is not clear as to who within the profession is to make the determination as to what is essential knowledge.

2. Research Base: A large body of teacher education research has failed to establish a relationship between success in professional knowledge courses and success on the job. This appears partly due to the inconsistency in approaches and also to the lack of a systematic incorporation of the results of other research on teacher effectiveness. The vast diversity of course topics implies that the nature of the courses offered is determined by the individual philosophies and interests of those who teach them. There appears to be a somewhat arbitrary assignment of study time to each topic. In most cases, the amount of time devoted to each topic is dictated by the typical three-credit course structure of colleges so that, for example, the same amount of time might be devoted to both storytelling and the history of education.

3. The Beginning Teacher: The professional knowledge which is essential to the success of the first-year teacher should receive primary emphasis in the preparation of new teachers. Teacher education courses appear not to have been able to achieve this focus on the knowledge required by the beginning teacher. As a result, the new teacher could be confused by what may be a random exposure to an array of ideas and information.

4. Integration and Application of Knowledge: Perhaps the major criticism of professional knowledge courses is that, like methods courses, they most often do not incorporate principles of pedagogy into their presentation of information. As pointed out in the main certification proposal, the act of teaching is very much an applied art or science. In order to succeed in the classroom, it is not enough for the teacher to "know;" rather, he or she must "know how to..." Professional knowledge courses often fail to provide opportunities for the student to experience knowledge in a vivid, real context, to translate it

into practice, to apply it, to test its application, and to integrate it into the overall repertoire of approaches. Without this opportunity the prospective teacher is left with a large amount of abstract knowledge but with little sense of its relevance. Beginning teachers often face a "sink-or-swim" situation when first placed in the classroom after formal preparation; yet they frequently receive little assistance because it is assumed that they have been trained.

II. AN ALTERNATIVE APPROACH

A. Background

The crisis which confronts us with respect to the quality of new teachers forces us to consider alternative approaches to selecting and preparing them. The district internship is proposed as a means for achieving these goals.

Any alternative approach must incorporate the strengths of the present system while avoiding its drawbacks. Therefore, the internship must be able to train teachers to teach through practical experiences, but it must do so as part of a well structured system which involves close and frequent supervision, includes the substantive participation of those who themselves are successful school teachers, and which is guided by clear and consistent criteria for identifying effective teaching.

It must assure that each provisional teacher acquires professional knowledge, and it must be based on a determination of what is minimally essential for the beginning teacher. The internship must convey that knowledge in a way that is vivid and provides opportunities to apply and test knowledge and to integrate it into practice. Finally, there must be a means to pay the additional costs of the internship, so that the alternative is feasible for both candidates and local districts.

B. Teaching Ability

In order to establish an adequate means for developing the ability to teach, it is first necessary to identify those things which research tells us effective teachers do. Therefore, the Commissioner of Education will form a panel of nationally recognized educational researchers, the leadership of teacher organizations, experts on supervision and evaluation, and other appropriate professional representatives. The first part of this panel's charge will be to define those practical criteria for judging a provisional teacher's mastery of these techniques, and the means for assisting and supervising provisional teachers in their efforts to acquire and refine these skills and techniques.

The findings and recommendations of the panel will be used in structuring that aspect of the internship which will be aimed at ensuring that the provisional teacher learns how to teach children. The panel's criteria and procedures will be applied at the state

level through adoption of guidelines and standards and the development of training programs for support personnel. They will be implemented at the district level by the participating school principals and supervisors who will provide supervision and guidance, by collegial teachers who will lend peer support, and by Certification Evaluation Teams which will assist in determining a candidate's eligibility for a standard certificate.

C. Knowledge of the Profession

The second part of the charge to the internship study panel will be to define those elements of knowledge about the profession which are essential to the success of the beginning teacher. These elements will not be abstract statements but practical knowledge which, although it may emanate from theory, will provide the provisional teacher with specific direction in areas which may be deemed important by the panel. The rationale for accepting certain knowledge as essential will be its potential for helping first-year teachers do their jobs better.

III. THE ELEMENTS OF A DISTRICT INTERNSHIP

Once teacher effectiveness criteria and aspects of practical knowledge about teaching have been identified, an organizational structure for incorporating them into the internship must be established. It is not the purpose of this paper to present the details of the internship. This must be accomplished in cooperation with the professional community. The commitment of time and resources necessary for that effort can be made only after the State Board of Education provides a mandate. Rather, this paper will outline the elements of the internship in order to show that it is not only feasible, but that it has considerable potential for improving professional certification. The specific dimensions of the internship (for example, the number of observations by principals) are intended to illustrate the degree of commitment involved. The major elements will include:

A. Orientation of the Provisional Teacher

Prior to the start of the school year, participating districts will provide a one week orientation of provisional teachers to introduce them to the philosophy of the school, its basic organization, and fundamental teaching approaches. The content of the orientation would be very pragmatic and aimed at giving the new teacher a sense of the routine of the school and the management of the classroom. For example, with respect to learning how to handle the mainstreamed child, the orientation could provide a meeting with the Child Study

Tear, basic readings and an opportunity to review and discuss IEPs.* The orientation will emphasize the professional knowledge aspect of training as it applies to the work of the new teacher.

B. Minimum Observations

The school principal or a supervisor will observe the new candidate a minimum of 15 times during the first three months of the school year with a special focus on providing frequent assistance during the first weeks. The principal or supervisor will follow these observations with conferences with the new teacher to improve techniques and address weaknesses. As the intern progresses, observations will become less frequent and more evaluative in nature. The principal will assume the overall responsibility for coordinating the training and supervision of the provisional teacher during the one-year provisional period. The supervision component will focus on the development of teaching ability and the application of information gained in the orientation.

C. Peer Support

An important aspect of the internship will be the opportunity to interact with a collegial teacher. The school principal will provide released time to at least one experienced teacher to assist in the training of the provisional teacher. Criteria must be devised for the selection of teachers who have been outstanding and have had sufficient experience to succeed in this role. During the first six months of the internship, there will be a minimum of 20 interactions, involving observations of the intern by the teacher or vice versa. The collagial teacher will recommend readings and other sources of information and, through observation, demonstration and discussion, will integrate the provisional teacher's growing knowledge and ability. The peer support aspect of the internship will foster the ongoing integration of knowledge and practice in the classroom and will be a major stimulus for continued growth.

D. Training Programs

The Department of Education, through its regional offices, will provide training sessions for principals and collegial teachers who will be involved in local internship programs. These workshops will emphasize the findings and recommendations of the internship study panel by presenting criteria, reading lists, techniques for integrating knowledge about teaching with ability to teach, supervisory skills and the like. The overall focus will be on the panel's findings regarding ability to teach and knowledge of the profession, and the integration of the two. The regional training programs will provide the link among the findings of the internship panel, new techniques emanating from research or from the experiences of collegial teachers, and the internship.

*Interns, when they begin the internship program, will have completed two of the three components of certification as it has been described in the main proposal. That is, they will have the bachelor's degree and will have passed the subject matter test. The participating district will have hired them for a one-year internship period. The state will have issued a one-year provisional certificate.

E. Inservice Days

At least three inservice days will be scheduled for each provisional teacher during the first six months of employment. The activities of these days will be structured to enable the candidate to follow-up on other activities of the internship, to test ideas on other professionals, and to seek additional guidance. For example, having had an introduction in the orientation to educating the mainstreamed special child, the inservice day could provide an opportunity to follow-up on individual children who are actually under the charge of the provisional teacher through consultation with the school psychologist or observations of other teachers. The inservice days will serve as a means by which the new teacher can acquire additional professional knowledge as it relates to his/her work in the classroom.

IV. CERTIFICATION EVALUATION TEAM

At the conclusion of the internship, the principal will formulate two recommendations based on assessment of the provisional teacher during the one-year experience. First, the principal must decide whether to recommend the continuation of the provisional teacher in the local district. The final decision in this regard will, of course, be made by the local board of education.

A second type of decision concerns the determination of whether the provisionsal teacher should be granted a license to enter teaching as a member in full standing. This decision belongs to the State Board of Examiners and it is important that professional licensure maintain its own integrity and stand apart from matters of local employment. Although likely to be few in number, there could be cases in which a candidate is not retained in the local district, for example, in the event of a reduction of force, even though that individual completes the internship and receives a favorable recommendation for certification.

Despite this legitimate distinction between licensure and employment, it is nonetheless possible and desirable to use an integrated process for arriving at the two types of decisions. Obviously, the State Board of Examiners cannot observe every provisional teacher and, therefore, must delegate this function. College professors now act on the Board's behalf in this regard when they assign passing or failing grades to teacher education students. This decision can also be delegated as effectively to local professionals under criteria and procedures established and monitored by the Board.

Therefore, each school principal employing a provisional teacher will form a Certification Evaluation Team comprising the principal, the supervisor, the collegial teacher, and at least one additional expert teacher. This team, chaired by the principal and acting on behalf of the State Board of Examiners, will observe the candidate near the midpoint and end of the internship, review observation records of the principal and collegial teacher, meet to discuss the provisional teacher's performance, and formulate a recommendation which, along with appropriate documentation, will be forwarded to the Secretary of the Board of Examiners for final action.

V. RESOURCES

Fiscal resources will be made available through an internship fee to be paid by the provisional teacher to the local district. This fee would be relatively small compared with the tuition and other costs associated with taking the education courses at a college which are now required for certification. Internship fees will be used strictly to support the training of the provisional teacher, primarily for stipends for collegial teachers and to cover the purchase of needed materials.

VII. CONCLUSION

The details of the district internship will be defined in consultation with the professional community once a mandate is provided by the State Board of Education. This paper is intended to present a discussion of the strengths and weaknesses of the existing system and to illustrate the feasibility of the internship as an alternative.

The district internship has the potential to be an outstanding professional preparation experience. The national panel on the internship will provide a foundation of criteria and knowledge which is focused and research-based. The panel will provide answers to the two important questions: what do effective teachers do, and what does the beginning teacher have to know? The internship will be the means to implement those answers in a way that is vivid and practical, and that integrates theory and application. The use of district professionals, teachers and administrators, will give the internship those qualities, not only because of the day-to-day proximity of these professionals to the provisional teacher, but also because these individuals are in fact the ones who practice successfully in public school education. The vested interest that a participating district will have in the success of provisional teachers will motivate active participation in their training. The internship will provide teaching practitioners with a role in determining who should and should not enter their profession. Not only are teachers and administrators in the best position to judge teaching ability, their direct participation in decisions of licensure will do much to professionalize certification in New Jersey.

Finally, the internship program will attract greater numbers of talented persons to the teaching profession. The internship will foster in them a sense of what is involved in professional life: consultation with peers, collaboration with instructional leaders, reference to readings as means of resolving classroom problems, the constant search for better approaches, and the ongoing attempt to acquire new knowledge and apply it. Those who complete the internship should have more than a disposition toward professionalism and they should have acquired specific avenues for maintaining it.

Those districts which want to rely on traditional teacher preparation and selection may do so by hiring those teacher education graduates who pass the state certification test. Those districts which seek candidates through the alternative route of the internship will have to make a

significant commitment in time and energy, but that effort will contribute directly to the effectiveness of their own teaching staff and educational program in general. Districts will be investing in their own futures.

LFK/ckb/HD13A

APPENDIX B

RUTGERS
THE STATE UNIVERSITY
OF NEW JERSEY

GRADUATE SCHOOL OF EDUCATION • 10 SEMINARY PLACE • NEW BRUNSWICK • NEW JERSEY 08903

August 18, 1983

Dr. T. Edward Hollander
State Board of Education
225 West State Street
Trenton, NJ 08625

Dear Dr. Hollander:

There recently have been front page articles in the Sunday Star-Ledger trumpeting a new proposal for teacher certification in New Jersey. The proposal is that anyone will become eligible for a New Jersey teaching certificate by passing a test in the subject he or she wishes to teach and satisfactorily completing a one-year teaching internship under state supervision. The proposal is reported to have the support of Governor Kean, Education Commissioner Cooperman, and the Director of Teacher Education for the State Education Department, Leo Klagholz. The justification for this proposed certification procedure is that it will attract more competent people into the teaching profession. Implicit in the proposal are several assumptions which raise even more questions. One trusts that all of these assumptions and almost all of the questions have been considered carefully by the people who have put forth the proposal.

The most obvious assumption behind the proposal is that "high quality" people will be glad to be teachers once the requirement that they take education courses has been eliminated. It is really not low salaries, low prestige, low job control, and low pupil regard for learning that keep people out of teaching careers; it is education courses. The question this raises is, On what basis has this assumption been made? Since this assumption appears to be the key one in justifying the proposal, one can be sure that there is a basis for the assumption. The proposers should tell us what it is.

A second assumption is that education courses are not only discouraging, they are dispensable. The reason they are dispensable is because there is nothing important about teaching that cannot be learned on the job by a person who already knows the subject matter to be taught. Teaching is just another skilled trade, where an apprenticeship can provide all the practice that is needed. The apprentice teacher will be given a demonstration of teaching skills by a journeyman teacher, under supervision by the master teachers of the State Education Department. The apprentice will be judged by how well his or her performance of the skills approximates that of the journeyman and masters.

The question which this second sweeping assumption raises is,

Is that all there is to teaching? The education courses that are being dispensed with cover such topics as the social contexts within which teaching occurs and the reciprocal influences of these contexts and teaching, the cognitive development of children and how to enhance that development for different types of children, the purposes of schooling for both students and society, the relationships between the purposes of schooling and the instructional strategies that are used. In other words, the education courses, taught properly, intellectualize teaching; they give it a critical, reflective dimension and cast it into a societal frame of reference. Moreover, in college courses educational issues can be discussed without the intimidation that would occur when these issues are discussed with prospective employers in an apprenticeship setting. Therefore, to propose the abandonment of education courses as prerequisite to teacher certification is to be anti-intellectual. To suggest that this abandonment will improve teaching is to be ingenuous. Is there any other profession whose officials have recommended that its intellectual moorings be shoved away? Since the officials responsible for the new certification proposal have degrees in education, one might infer that they are prepared to jettison education courses because they never learned anything in the education courses they took. If that is the case, it should be borne in mind that their failure to learn something is not necessarily a reflection on the courses.

A third assumption in the proposed procedure is that the officials of the State Education Department know precisely what constitutes effective teaching and how to bring it about. That is why it is they who will supervise the apprenticeships. This assumption raises two questions, both of which will seem disrespectful. First, what evidence of this expertise can they adduce? This may seem to be a rude question, but it is not an unreasonable one. The state officials are implying clearly that they can supervise teaching internships better than the college education faculties who have been doing it for years. Such a bold claim requires more than its mere pronouncement. The second question is, How can the state officials supervise all the school districts which will be apprentice sites for the flood of people attracted to teaching by the new certification procedure when they (the state officials) have had trouble handling inquiries from the relatively few teacher training institutions in the state? Are the tentacles of the Trenton bureaucracy to increase in diameter and length, contrary to the promise of Commissioner Cooperman?

The fourth assumption in the proposed certification procedure is that a test can be devised to measure relevant subject mastery. For example, for prospective social studies teachers a test of the really important anthropological, economic, geographical, historical, political, and sociological knowledge needed by social studies teachers can be developed. Not only is the really important knowledge knowable, but the level of essential mastery

can also be known. Thus, if a person has graduated summa cum laude from Rutgers with a double major in economics and political science, that will be as nought compared to his or her score on the New Jersey Social Studies Teacher Test. And since teachers are expected to develop higher order thinking skills in their pupils, the state test should also measure the extent to which prospective teachers possess these skills, so it will not be a simple fact recall test.

The question raised by this test fetishist assumption is, If the test can really do all that, why not allow a passing score to serve in lieu of a college major? After all, the proposed certification procedure, as reported (and presumably as fed to the press), does not make it clear that one even has to be a college graduate to take the test. There would be a certain retributive justice to having a passing score on the test be tantamount to a liberal arts major. The liberal arts departments have thus far been exempted from public censure for the deficiencies of teachers. If a math teacher does not have a firm grasp of calculus or an English teacher does not have a strong command of Shakespeare, it is the college education department which invariably bears the blame. However, calculus is taught in math departments and Shakespeare is taught in English departments, as everyone should know. The education departments, which have students for approximately 20 to 30 percent of the students' coursework, are assigned 100 percent of the responsibility when a teacher falters in explaining polygons or the Webster-Ashburton Treaty. And if the education departments have been so remiss that their courses can be replaced by a one-year apprenticeship, perhaps the liberal arts majors can be supplanted by the state tests.

In conclusion, it is hoped that those who have been developing state education policy through press release will extend to those of us affected by the policy the courtesy of some elaboration. The insistence on elaboration should not be dismissed as the resistance of professionalist protectionism. Our motives are beside the point in any event. The proposed procedure has to stand on its intrinsic merits, not on its passing political popularity.

Sincerely,

Ken Carlson

Ken Carlson
Associate Dean

APPENDIX C

BRANDT, HAUGHEY, PENBERTHY, LEWIS & HYLAND
A PROFESSIONAL CORPORATION
Counsellors at Law

S. DAVID BRANDT*
GERALD E. HAUGHEY
EDWARD A. PENBERTHY
ROBERT S. LEWIS*
WILLIAM F. HYLAND, JR.
NANCY P. MORGENSTERN**
MITCHELL T. GRAYSON**
*MEMBER N.J. & FLA. BAR
**MEMBER N.J. & PA. BAR

FOUR KINGS HIGHWAY EAST
HADDONFIELD, NEW JERSEY 08033
(609) 428-4333

OUR FILE NO. 834

August 29, 1983

Rutgers
The State University
of New Jersey
Graduate School of Education
10 Seminary Place
New Brunswick, N.J. 08903

Attention: Ken Carlson, Associate Dean

Dear Mr. Carlson:

I received your letter of August 18,1983 regarding teacher certification. Unfortunately, when one relies upon the newspapers for information one starts with a very weak base of data. I suggest that you wait until you see the entire proposal before reacting.

I simply want to correct the impression that the newspaper article was "fed to the press". This is absolutely untrue but unfortunately the press does seem to have a way of obtaining drafts of documents before they are in final form. I hope you will wait to see the actual proposal which should be available for public comment in early October.

Yours very truly,

S. DAVID BRANDT

SDB:jt

APPENDIX D

AN ANALYSIS OF THE PROPOSAL BY THE NEW JERSEY EDUCATION DEPARTMENT FOR AN ALTERNATIVE ROUTE TO TEACHER CERTIFICATION

Graduate School of Education
Rutgers - The State University

November 15, 1983

CONTENTS

AUTHORS

This analysis of Commissioner Cooperman's proposal for teacher certification was prepared by a committee of faculty of the Graduate School of Education at Rutgers University. The members of the committee were:

Kenneth Carlson
Lawrence Kaplan
Carolyn Maher
Jack Nelson
Daniel Tanner
Stanley J. Vitello
Carol Weinstein
Anita Woolfolk

PREFACE

The current debate over the quality of schools and teachers has generated a concern about teacher education and some alarm at a potential crisis in the staffing of schools with highly qualified personnel.

Much of the concern and alarm is justified. Students need and deserve the best teachers available, but a variety of social and school conditions have made teaching less desirable than many other professions (Bloustein, 1982). Poor salaries, low prestige, increasing numbers of non-teaching duties, and the lack of meaningful opportunities for professional advancement within a teaching career all deter many talented individuals from a career in teaching. Meanwhile, opportunities outside of schools--in science, business, and other occupations--attract those who would make excellent teachers; indeed, they often attract those who have been fine teachers. This flow of high quality people to other careers is a major loss both to the profession and to the children of New Jersey. We commend Governor Kean for his leadership in addressing some of these matters, more particularly, his call for dramatic increases in teacher salaries.

Much of the current commentary about teacher quality is, however, inaccurate, misleading, and demeaning to the very teachers who have made the necessary

sacrifices to remain in classrooms during the period when society seemed unconcerned. Moreover, some of the very recent alarm about schools, having reached national political forums, has spawned well-meaning but simplistic answers to long term and complicated issues. We think that the new proposal for an alternative route to teacher certification as submitted to the New Jersey State Board of Education (An Alternative Route . . .) suffers from this condition. That proposal was developed without the broad critical study necessary for thoughtful policy; it undercuts the operation of newly enacted requirements for college education programs (the "Newman standards") without appropriate rationale or testing; and it is actually less rigorous in the preparation expected of beginning teachers than either the old regulations or the newly enacted ones.

This analysis will detail the defects in the proposed alternative route to teacher certification. Consequently, the analysis may at points appear to be harsh and excessively negative. That is not our intention, however. Our purpose is to enter into constructive dialogue about the Commissioner's proposal and to make positive suggestions for the improvement of teacher preparation in New Jersey. We commend Governor Kean and Commissioner Cooperman for putting teacher preparation so high on the public agenda. We are grateful that they have drawn the issue for discussion so dramatically. We are ready, as always, to cooperate with them toward the improvement of teacher education and the quality of New Jersey's teachers. It is because we are committed to improvements in teacher education that we oppose the proposed alternative certification system as outdated, defective and potentially destructive.

HISTORICAL OVERVIEW

At times of teacher shortage there is the inevitable call to enlarge the pool of teacher candidates by allowing college graduates to enter teaching without

meeting the operative qualifications as developed by our colleges and universities. Such efforts invariably have been coupled with attacks on teacher education and promoted under the guise of "raising standards," when in fact the agenda is to reduce the requirements so as to enlarge the pool of possible recruits.

The most dramatic previous episode in this direction occurred during the critical teacher shortage in the years following World War II. The widespread failure of the emergency certification programs led to a heightening of the criticisms leveled at teacher education. During the decade of the fifties, many patterns of teacher education were developed and implemented, including programs strikingly similar to that now proposed for New Jersey. These were designed to attract liberal arts graduates to teaching by reducing the professional studies required for certification, and by replacing practice teaching with a paid internship. However, these programs failed to provide the anticipated quality and quantity of teacher candidates for our schools and, as a result, some of the leaders in the field of teacher education asked James B. Conant, in 1961, to undertake a nationwide study of the education of teachers.

At that time, California had gained wide recognition for its five-year program of preservice teacher education for the secondary schools. Before being accepted into the professional sequence of studies and supervised teaching, candidates in California colleges and universities were required to have completed the undergraduate program in general education, and a major and minor concentration in the liberal arts as offered by various academic departments of the college or university. Moreover, the candidates generally were required to have attained a grade point average markedly above the minimum required for the bachelor's degree. The professional sequence typically was designed to bridge the senior year and the graduate year with course work in the foundations of education, and supervised community experience with youth. The fifth year included graduate

studies in the teaching field(s), directed observation of classroom teaching, course work in curriculum and instruction, and supervised teaching or a paid internship under the joint supervision of a professor from the student's major academic department and a professor from the education faculty.

During the decade of the fifties, California gained wide recognition for having developed the leading program of public elementary, secondary, and higher education in the nation--despite the fact that this occurred during a period of unprecedented growth in the student population at all levels.

However, in the wake of Sputnik, new waves of criticism were leveled at teacher education in California. As Dr. Conant (1961) recounted the events in California:

> By autumn of 1960 it was clear that the reform of teacher certification could be made a profitable political issue; and Governor Brown, his appointed state Board of Education, and the legislative leaders seized upon it. The upshot was the Fisher Bill, which became law in 1961 . . . (pp. 24-25).

The Fisher Bill was an example of hurriedly developed legislation on certification which ignored a substantial body of literature on teacher education and which imposed requirements in the face of opposing professional and scholarly opinion. Almost immediately The Fisher Law was found to be extremely defective and it no longer governs teacher certification in California.

The views of a distinguished and impartial observer, James B. Conant, make it clear that any attempt to seize upon the reform of teacher education in New Jersey as a profitable political issue would be a tragic disservice to the people of our state, and especially to the children and youth in our public schools. To ignore the findings and recommendations of Dr. Conant and other leading educators who have scrutinized teacher education in the past is to feed on either ignorance or opportunism. From past studies it was widely concluded

that the improvement of teacher education hinges on the development of five-year programs (Woodring, 1975). Among Dr. Conant's recommendations were that: (1) the colleges and universities should issue a specially endorsed teaching certificate attesting to the qualifications of the candidate to teach in a designated field or grade level; (2) the state would provide financial assistance to local boards to insure high quality practice teaching; (3) each college or university should be permitted to develop its own program of teacher education and that each program should be an all-institution responsibility encompassing a state approved practice teaching arrangement; (4) the colleges and universities should provide for a staff of "clinical professors" responsible for supervising and evaluating the practice teaching, and that the status of the clinical professor should be analogous to that of a clincical professor in medical schools; and (5) the colleges and universities should develop master's degree programs designed to improve the competence of teachers as teachers, and such programs should require the passing of a comprehensive examination (Conant, 1961, pp. 210-216).

It is generally well recognized that if the public is to be well served and protected, and if the work of the professional practitioner is to be advanced, then programs of preparation for all major professions must be under the jurisdiction of colleges and universities, with review by accrediting agencies. To devise any alternative route flies in the face of all that is known about professional preparation and practice. To create an alternative route to teacher certification that bypasses the college or university, and places the supervision and evaluation of the candidate under the local school district, is tantamount to reviving the old apprenticeship system. The apprenticeship system failed because even the best in existing practice was inadequate. The advancement of knowledge and the improvement of professional practice are central

functions of the college and university. From Abraham Flexner to James Conant to New Jersey Higher Education Chancellor T. Edward Hollander, this lesson has been affirmed and reaffirmed.

Literature subsequent to the Conant study, including research specifically concerned with the relative value of professional education course work in the preparation of teachers, confirms that such education work should be required. A large scale study by the National Science Foundation (1979) of teachers in mathematics, science and social studies programs who had undergone National Science Foundation subject field programs found among other things: "For the most part teachers of mathematics education feel relatively competent in dealing with the content of mathematics . . . More emphasis needs to be given to teaching techiques and classroom techniques" (p. 125).

Similar findings were reported for science teachers: "The greatest need is for obtaining information about instructional materials, learning new teaching methods, implementing the discovery/inquiry approach . . ." (p. 128), and for social studies teachers: "More than 75% of the teachers surveyed indicated that they do not usually need assistance from a subject matter resource person . . . [many want] information about instructional materials, learning new teaching methods . . ." (p.129).

An interesting point is made in a 1978 study by the National Science Foundation of the needs of math, science and social studies teachers nationwide. In rating the relative value of various sources of the kind of information teachers want (instructional materials, teaching methods, professional assistance), the national sample of over 4,900 classroom teachers rated the state education department at the bottom of the list in terms of usefulness in providing needed information. Colleges courses were rated among the top most useful sources. The disparity in these ratings is shown by the fact that only about 5% rated the state

education departments as very useful, while about 40% rated college courses as very useful.

Still other studies related to the value of professional education course work, but apparently overlooked in Commissioner Cooperman's preparation of the proposal for an alternative certification plan, include the research of Beery, conducted under auspices of a Ford Foundation grant, to compare the teaching performance of emergency certified teachers (degrees, but no education course work) with fully certified teachers. Beery (1960) concluded that:

> On the basis of systematic observation, the fully certified beginning teachers who had completed the prescribed courses in education were consistently and significantly rated by competent observers to be more effective than the provisionally certified teachers who lacked all or part of the sequence in education courses.

Bledsoe, Cox and Burnham (1967) found that professionally certified teachers had better attitudes toward teaching and were "overall more competent." Copley (1975) found that those who were fully prepared with education course work had statistically significantly higher ratings in effective teaching and other teaching areas than did those who only had liberal arts degrees without work in education.

These other studies, though unmentioned by the commissioner, are cited in a current article which makes the case for the continuation and extension of professional education course work (Greenberg, 1983).

DEFECTS IN THE PROCEDURES UNDER WHICH THE COOPERMAN PROPOSAL WAS DEVELOPED

There are serious defects in the manner by which the proposal was developed, and the means of review for the proposal. It is ironic, though sad, that a proposal which argues rhetorically for rigorous academic preparation of teachers and increased standards of talent should itself exemplify such inadequacies in development, logic and critical review. The commissioner did not provide for

critical commentary by outside experts on drafts of his proposal. Secrecy shrouded the preparation of the document. An unfortunate anti-intellectual climate was fostered where consultation, review and criticism in the formative stages of the proposal were disdained. A similar climate continues in which all critics are perceived to hold the same easily dismissable views.

The proposal was ceremonicusly presented at a major news conference, and is more of a political than an educational statement, but the level of insensitivity demonstrated by the State Department of Education in refusing to provide information to interested and knowledgeable parties in advance is neither educationally nor politically sound. The proposal might, in fact, obtain quick passage because of media coverage or previous commitments obtained, but this procedure cannot produce good public policy. The failure to open the preliminary concept to expert and public review, the prejudicial labelling of critics in advance of knowing their criticisms, and the unresponsiveness of the State Department of Education to substantive criticism suggest an authoritarianism that does not countenance disagreement. These are scarcely the marks of good education or appropriate public policy making in a democracy.

Further, the remarkable political efforts undertaken by the Office of the Commissioner to secure approval of the proposal in advance of critical debate or open hearings represent a form of lobbying which does not characterize thoughtful and careful development of policy. A select group of organizations and individuals has been contacted to organize activities to gain support for the proposal while those persons and organizations identified as critical or potentially in opposition have been excluded.

Letters sent to school administrators implied clearly that only those who supported the proposal would be invited to special meetings. Also, the Citizens Support Network was formed to "support the teacher certification proposal." The

members of this network were asked to identify at least five individuals "based on your feeling that they would be supportive of the certification proposal . . ." Network members were asked to enlarge the network in this manner and to have these people engage in lobbying activities with members of the State Legislature, Board of Education, professional organizations and civic associations.

While these are typical techniques used in political arenas by special interest groups, it is unusual for a commissioner of education and state education department to engage in this form of lobbying for a proposal which should stand on its own educational or intellectual merits. This is especially troubling since the proposal was developed in secret, critics were excluded from involvement and information until the news conference announcing the proposal, and major efforts have been made to segregate and label those who raise questions about the proposal. Rather than an open debate on the merits of the argument and the proposal, the actions taken by the State Education Department have been exclusionary, imperial and divisive. The primary attempt has apparently been one of manipulation to avoid hard questioning and the kind of discussion that one would otherwise expect in academic or educational discourse. If the manipulation is successful, it will haunt the regulations and New Jersey will have earned an unfortunate reputation in policy making.

DEFECTS IN THE RATIONALE PRESENTED: THE USE OF TEST RESULTS TO JUSTIFY THE PROPOSAL

The proposal claims that students of higher intellectual ability (as assessed by tests of scholastic aptitude) are less likely to enter the teaching profession today than formerly. The situation, however, is far more complex than a simple recitation of SAT scores might imply. As is well known, test results are weak indicators of likely success, and SAT scores of students in high school who may never

enter teaching do not seem to be appropriate grounds for judging teacher quality.

The Commissioner cites studies that describe drops in SAT scores for education majors. Many programs of teacher certification require a major in an academic discipline. The scores of these students, which may well be higher than the scores of students electing to major in education, are not included when the average for education majors is calculated. At Rutgers, for example, it has been the practice for more than four decades for students seeking K-12 subject field certificates to have academic majors, and students seeking elementary or special education certificates have had academic majors for several years. The SAT scores of these students would not be among the scores of those called "education" majors in the proposal. A cursory analysis of SAT scores of Rutgers students who completed teacher certification programs in 1983 indicates that the average combined mathematics and verbal score was 952, somewhat above the national average score but somewhat below the average score (1023) of 1983 Rutgers graduates in all fields. These differences do not reflect the complexity and the inadequacy of using simple measures like the SAT for predicting professional success. The average for all Rutgers graduates is only about 7 per cent above the average of those going into teaching. Rutgers graduates in other fields include students in engineering, pre-medicine, pre-law and other areas which tend to have students with disproportionately high SAT scores. The Rutgers graduates going into teaching have higher SAT scores than the average scores of students of all majors at most institutions of higher education. Furthermore, the 1983 graduating class of Rutgers students who undertook certification programs represented a trend toward fewer majors in history, English, math and other liberal arts subjects because of the worsening job market in these areas. The way that SAT scores were used to justify the Commissioner's proposal did not permit consideration of

these and other important factors. The citing of national data and supposed trends may misrepresent the situation in New Jersey or at any given institution.

Moreover, performance on scholastic aptitude tests like the SAT is correlated with factors such as family income. Students from lower income homes tend to score below other income groups on these tests, yet few people would argue that the poorer performance of these individuals can be explained totally by differences in their intellectual abilities. The correlation between family income and SAT score is approximately .30 (ETS, 1980). This is in keeping with the general finding for the relationship between SES and scores on standardized tests of scholastic achievement and aptitude. Jencks (1972) reports a correlation of about .35 while Spaeth (1976) states the relationship is around .30. Figures as high as .40 have been suggested (Nairn, et al., 1980). Particularly when the SAT scores of "college bound" high school students are being used as one basis to claim decline in quality among teacher education students, this relationship between SES and test performance must be considered. Few high income families, whose children tend to perform better on these tests, encourage their children to declare a major in education. Low salaries, less prestige, and inadequate support of schools contribute to this condition. Teaching has been a profession which offered upward mobility for children of the working class, especially males (Lieberman, 1956; Zeigler, 1969).

Scores on tests of scholastic aptitude are not very good predictors of success in a particular profession. Given a certain necessary level of ability, actual performance on the job seems to depend on other factors such as motivation, persistence, sensitivity, and the ability to influence people (Matarazzo, 1972). In a study published in 1969 by the American College Testing Program, Elton and Shevel found no consistent relationship between scholastic aptitude scores of college students and the actual accomplishments of those students in

social leadership, the arts, science, music, writing, and speech and drama. Even more directly related to the issue of teaching quality, McDonald (1976a, 1976b) found that teachers who know more about their subject do not necessarily have students who learn more, although a certain level of knowledge is required. However, McDonald determined that there is a relationship between the teacher's knowledge of teaching methods and student learning in the teacher's class.

If it is true that the quality of teacher education students is declining, even in New Jersey, then improving the status and salary of teachers should help to change this trend. Measures of intellectual ability are relatively accurate predictors of occupational attainment. Correlations of from .40 to .70 have been reported (Jensen, 1981; Matarazzo, 1972). These calculations often involve a definition of occupational attainment that is based on status rating of the occupation. While it is impossible to unravel all the causal factors that might be operating, it seems likely that one way (perhaps the only meaningful way) to "attract" more talented people into teaching is to focus on improving opportunities in the profession itself.

DEFECTS IN THE RATIONALE PRESENTED: MISUSE OF SOURCES

Ironically, the primary citation used in the rationale for the proposal is to an article by Weaver (1979). Interestingly, and in contrast to the narrow use made of Weaver's article in the proposal, Weaver concludes that "The declining test scores of new teacher graduates appear to be, to a large extent, the legacy of the collapsing job market for educators" (p. 32). Further, Weaver's main purpose is to call attention to an issue within the profession and to propose recommendations for schools of education - not for the abolition of education courses.

There is a pattern in the proposal of using citations to works as though these works supported the proposal, whereas an examination of the works themselves leads to an opposite conclusion. This is certainly the case in regard to the use that is made of the works of Conant, Weaver, Boyer, Piaget, Travers, Comitas, and Weil and Joyce. A close examination of these writings reveals a support for the professional study of education in universities and colleges.

Boyer (1983) makes a plea for improving teacher quality, as is true of virtually all knowledgeable writers in the field. But Boyer advocates improvements in the professional education offered in higher education. He does not advocate a return to the emergency certification problems of the 1950's, of which the Commissioner's proposal is a shadow. Boyer proposes:

> 1. A core of common learning for the first two years.
>
> 2. A cumulative grade point average of B or better
>
> 3. Junior and senior years primarily devoted to completion of an academic major and classroom observation in school settings.
>
> 4. A fifth year of instructional and apprenticeship experience, including a core of courses to meet special needs of teachers, to include study of such areas as schooling in America, learning theory and research, the teaching of writing and the use of technology. The fifth year would also include further classroom observation and practice teaching (pp. 175-178).

Similarly, Piaget, Travers, Weil and Joyce, and others have provided substantial literature for use in professional courses in teacher education, none of which suggests that they think a student with no such study can substitute a state-operated internship and be as well prepared.

To develop a rationale based upon a very selective use of material from certain scholars, and with little apparent regard for the larger body of those scholars' works or the obvious implications of the works utilized, is not in the tradition of fair representation. Weaver, an associate professor of education at

Boston University, provides important data and analysis to assist in improving schools of education. It taxes logic to imply that he would be party to an effort to circumvent schools of education in the preparation of teachers. References to Conant and others in the rationale imply a support for the commissioner's scheme that is not upheld by a review of these scholars' works.

OTHER DEFECTS IN THE RATIONALE: THE "THEORETICAL KNOWLEDGE" DEBATE

The rationale contains a surprising and disturbing idea that the intellectual debates which occur in regard to a theoretical basis for teacher education are the grounds for having no ideas presented to persons preparing to teach. The very nature of academic discourse, so essential to the development of every field, is used as a reason to disregard all education views. (The rationale then contains an explicit rejection of anti-intellectualism!) Kuhn (1970), in his widely regarded analysis of the history of science, describes eloquently the continual change in paradigms in scientific knowledge. The social sciences, education included, are subject to even more debate because they have been developed relatively recently (Natanson, 1963; Handy & Kurtz, 1964; Holton & Morison, 1979, and many others).

The conclusion drawn by the proposal is that since there is debate in education, the state should determine what is truth and then present this truth in a five-day orientation. However, the fact that there is strong debate among "credible thinkers" is an argument for exposing students in teacher education programs to the competing views. Schools of law, business, medicine and other professions present their students with different perspectives on issues related to theory and practice. Good professional schools provide guides to what is generally considered good practice and acceptable theory, but they do not close out students

from the important debates in the field. Intellectual growth depends upon challenges to dogma and normal practice. Education, of all fields, should encourage academic freedom and academic discourse.

DEFECTS IN THE ELEMENTS OF THE ALTERNATIVE ROUTE TO CERTIFICATION

I. The Bachelor's Degree

The first element of the proposed certification process is the baccalaureate degree. This is, in fact, no different from the present requirements for permanent certification. Indeed, the proposal weakens the current regulations, since it calls for only 18 credits in the subject matter to be taught and no minimum grade point average, compared with the current requirements of a 30+ credit major in the field to be taught and a GPA of 2.5 or better. Moreover, while we agree that a baccalaureate degree should ideally be required in all cases, we recognize the impracticality of doing so. In cases of emergency need in particular subjects, it may be impossible to find people who possess a baccalaureate degree. The proposal would do away with various substandard and waiver procedures that currently allow individuals without a baccalaureate degree to be hired, for example, in vocational education. What will happen if no college graduates are available to teach the needed vocational courses? That is not addressed in the proposal.

II. The Test of Content Mastery

The Commissioner's proposal calls for a comprehensive test of knowledge in the subject field to be taught. Since this requirement presently exists for students who go through a college teacher preparation program, we have already had occasion to give thought to it.

The utility of a test instrument for the determination of achievement depends entirely on its relationship to the objectives of public schooling. The general objectives of schooling call for an understanding of the concepts and processes of a discipline that constitute useful and durable learning; useful and durable because concepts and intellectual skills are capable of accommodating numerous specific facts and being employed in a variety of specific instances.

Thus, testing in these terms becomes testing of the achievement of the objectives of the public schools themselves. Testing for knowledge of specific facts can only measure a very partial and quite simple aspect of a school program. To mistake that as the only relevant achievement would be a serious error.

Considering the history of testing, whether locally derived or nationally standardized, it is obvious that testing for fact recall and low level skill display occupies a far greater proportion (in some cases all) of test instruments than testing for comprehension of general ideas and higher order reasoning ability. A possible explanation for this condition is the immeasurably greater difficulty of formulating tests of higher cognitive development.

The distinction becomes uniquely important if the certification of teachers is to depend on a test in their discipline. For teaching purposes, it is particularly important that the qualifying test accurately discriminate between candidates with unintegrated collections of isolated facts and candidates who have a large and useful background on which to draw for teaching purposes.

Why and how is teachers' content mastery useful to students? It takes but little reflection to recognize that detailed knowledge of the

Peloponnesian Wars does not effectively advance the education of modern children. Nor does mastery of advanced nuclear physics. The first confers no discernible benefit to school children; the second is quite beyond the capacity of typical school children.

It then becomes clear that content mastery has no inherent good but acquires good as it serves the educational needs and abilities of school-children. The first question to be decided, therefore, is what the needs of schoolchildren might be, and content mastery of even a relevant discipline is no qualification for making that judgment.

Further, the ability to pass a subject matter test has no discernible relationship to the ability for making judgments about children's needs. In fact, it may serve as a back door into teaching for persons who have serious disqualifications for teaching, but who can memorize and recite specific information in a field.

Content mastery alone without other qualifications tends to reproduce itself so as to develop children who can pass tests in content without having learned disciplined thinking but having learned only some facts that they will soon forget. John Dewey, Jerome Bruner and other distinguished scholars are especially enlightening in this regard (Bloom, 1956; Bruner, 1960; Dewey, 1933; Gagne, 1970; Guilford, 1959).

There is no necessary relationship between knowledge of a subject and the ability to teach that subject. Good teaching implies content mastery; content mastery does not imply good teaching. The assumption that some quick on-the-job training will relate them is unrealistic.

Any realistic assessment of the needs of students must recognize that teaching mathematics, for example, is not and cannot be the same in an affluent community as in an urban school. Understanding these differences

and dealing with them successfully is not conferred by a B.A. degree in a discipline and a successful score on a test in that discipline. In terms of needs, it is urban schools that have the greatest unsatisfied needs, as the results from the pilot administration of the new high school graduation tests demonstrate so starkly.

III. The Internship

The third element of the proposal is the internship experience. We concur with the value of a year-long, full-time paid internship under the supervision of qualified experts. However, the internship--as it is currently proposed--is problematic. Essentially, interns will assume a teaching position with minimal instruction in the "applied knowledge and skills of effective teaching." It is foolhardy to believe that a five-day orientation prior to the start of the school year and a few inservice days during the year will sufficiently prepare a person to educate children, including handicapped children. We agree with Chancellor Hollander who, when expressing his reservations regarding the proposed internship, supported the widely held professional opinion that an internship is more effective when it is preceded by instruction in child development, cognitive processes, and other applied behavioral sciences (Hollander, 1983). The internship should be designed as a culminating activity, not an initial one.

Those who believe that five days are enough to acquaint fledgling teachers with all they need to know are advised to read "Teacher Evaluation in the Organizational Context" in the fall 1983 issue of Review of Educational Research (Darling-Hammond, Wise, & Pease). This article (which, incidentally, is longer than the commissioner's proposal) is by three researchers at the Rand Corporation, who present a critical review

of the major research to date on teacher evaluation. The authors cite the massive Beginning Teacher Evaluation Study, conducted for California's Commission for Teacher Preparation and Licensing, to caution against a set of simple prescriptions for teaching. It is worth noting that the Beginning Teacher Evalution Study is not listed among the sources that were used for the Commissioner's proposal, and that the Commissioner seems to be intent on coming up with the kind of simple prescription that the BTES warns against.

In his invited address to the most recent meeting of the American Educational Research Association, Tom Good (whose excellent work is cited by the Commissioner as an example of the very type of research that ought to form the basis for teacher education) cautioned about the pitfalls of moving too directly and simplistically from research to prescription. He stressed that this research ought to be considered in the context of a broader understanding of child development and learning. Discussing the implications of research on teacher expectation effects, Good said:

> As I point out elsewhere (Good, in press) because the variables that affect teaching and learning are numerous, complex, and interrelated, knowledge of concepts related to teacher expectation effects is best provided along with judgmental and decision making skills about its appropriate use. Teachers should not be given a list of behaviors they need to perform routinely. Information about expectation effects has to be combined with extensive knowledge about how children learn as well as knowledge of child development if such information is to be used appropriately (pp. 23-24).

There is a danger in making the leap from the value of practical knowledge to the desirability of learning knowledge in practice. Research on problem solving and on the performance of experts in many fields indicates that a basis of knowledge, facts, concepts, rules, etc. is necessary to become proficient (Woolfolk & Nicolich, 1984). While a well designed internship may be a very good way to integrate and extend knowledge and

skill, it is not the best place to learn or acquire basic knowledge. No teaching hospital would allow an intern to learn basic anatomy while performing an appendectomy. No internship in clinical psychology would accept students who did not have knowledge of various systems of psychotherapy or of basic concepts in human development, psychopathology, or diagnostics. In fact, some internship settings in clinical psychology require specific courses in cognitive or personality assessment. It seems foolish to expect busy professionals to teach interns this fundamental knowledge. Yet the Cooperman proposal could result in situations such as supervisory teachers meeting with interns the day before parent conferences to "teach" the interns how to explain achievement test data. What are standard scores, percentiles, stanines, standard errors? How large must the difference between two scores be in order to indicate a significant difference in ability or achievement? What does IQ really mean? Can we expect anything but a superficial understanding of these and other complicated concepts under these conditions? Surely some kind of ongoing study coupled with a gradual increase in responsibility, moving from observing to assisting to teaching, makes more sense.

It is not yet clear what criteria will be used to evaluate teaching effectiveness during the internship year. Moreover, the 20 observations by the collegial teacher during the first six months of the internship are meager for a new teacher compared to the continuous support provided by a cooperating teacher during student teaching. The proposal indicates that both principals and collegial teachers are to be responsible for supervising and evaluating the intern, but fails to specify what procedures will be used to train these professionals in order to ensure effectiveness.

Also absent from the proposal is a projection of the dollar costs of diverting principals and teachers into heavy teacher training responsibilities.

The stated purpose of the proposed alternative route to certification is to attract intellectually capable individuals. No one could argue with such an intent. Yet we do not see the desirability of accepting into teaching intellectually able individuals without training, when it is possible to have intellectually able individuals with training. The Commissioner's belief that doing away with professional college training will result in a more qualified pool of teachers is unjustified.

There is also the question of where the internships will be allowed to take place. Draft administrative code language indicates that not all schools or school districts will be deemed suitable sites for intern training. Apparently, the Commissioner will decide which schools and districts are suitable training sites for interns. Although he has not yet announced the criteria and process by which the site-approvals will be granted, the commissioner will be hard put to approve urban schools as intern sites after all the dismay he has registered publicly about these schools. Thus, the alternative route to certification may do nothing for those schools that are most in need of help.

SPECIAL CONCERNS ABOUT THE COMMISSIONER'S PROPOSAL

Much of Dr. Cooperman's professional efforts have been concerned with time management and efficiency. Intrinsic in this concern is the need for a clear problem analysis which would lead to a selection from a range of potential approaches to the problem. Then a set of proposals which would address

the identified problem would emerge. By the Commissioner's own statement, this current proposal is not targeted at, nor will it have a significant impact upon urban education. There have been considerable lobbying efforts by the Commissioner and his staff at the state, regional, and county levels; a variety of networks has been constructed and extensive legislative contacts have been made. At issue is the commitment of these finite resources on a proposal which fails to address the monumental problems of urban education. Indeed, the Commissioner's efforts are diverting public attention from the area where it is needed most -- urban education.

Attacks on public education are much in vogue. Positive changes for improving education must be developed, but not at the cost of fractionalizing pro-public education groups. Media-exacerbated battling between those who must work together to improve education must be avoided. We have been told by legislators that if educators are on all sides of an issue, the issue is resolved in a process which is not based on educational concerns. The Cooperman proposal has succeeded as few others have in dividing pro-education organizations and has provoked heated and debilitating inter-organizational conflicts.

AN ALTERNATIVE TO THE COMMISSIONER'S ALTERNATIVE

The recently enacted teacher certification regulations, resulting from long and intensive development under the Newman Commission, move New Jersey in the right direction. They require a college degree with a liberal arts major and they impose a minimum grade point average needed for certification. They also require appropriate work in professional study, including knowledge of education, children and teaching, is well as supervised practice in schools. We think that parents and children deserve nothing less. These new regulations were carefully

constructed; they are rigorous; and they should be given the chance to be tested.

While we support these new regulations, we recognize that there needs to be consideration of even further strengthening of teacher education and certification as resources and conditions permit. Thus, we propose for future development a five-year teacher certification program, with provisional certification available after successful completion of a bachelor's degree, but a fifth year of work required for permanent certification. This proposal is consistent with new certification requirements in other leading states and with the expressed views of Chancellor Hollander.

Our proposal consists of the following:

A five-year program for permanent certification, with opportunity for students to become provisionally certified after four years, but a fifth year required within the first five years of employment as a teacher.

For provisional certification (valid for up to five years)

Undergraduate degree; higher grade point average than the minimum required at that college; broad liberal study with a liberal arts major; and an approved collegiate program of pre-professional education, including supervised field experience in schools. For secondary teachers, a major in the subject to be taught.

For permanent certification (completed within first 5 years of teaching)

1. Satisfactory performance as a teacher.

2. Advanced work at an accredited higher education institution equivalent to one year's academic study in the subject field and education.

This proposal is offered for consideration following a systematic evaluation of the certification regulations which have just gone into effect. It reflects our conviction that teacher education needs to become more demanding rather than

less demanding if we are to have well-prepared, high quality teachers. The quality of a profession is not upgraded by relaxing professional preparation.

Teacher education and certification are but parts of the problem. Improvements in the professional life of teachers, including economic and working conditions, are also necessary to provide career patterns which retain the kinds of talented people we all would like to keep in New Jersey classrooms. These career patterns must incorporate more than a competitive initial salary; they should provide for recognition of long-term development of teachers without those teachers having to seek administrative positions or out-of-school employment; and they should also include professional status within the school which permits teachers to devote their energies more fully to improvements in the process of teaching and diminishes the teacher's responsibilities for the large number of non-teaching duties in schools.

As educators we seek continued improvement in education, and as teacher educators we have a commitment to increasing the quality of teachers for the schools of New Jersey.

SOURCES

An alternative route to teacher selection and professional quality assurance: An analysis of initial certification. Trenton: New Jersey State Department

Beery, J. R. (1960). Professional preparation and effectiveness of beginning teachers. Coral Gables, FL: University of Miami. (ERIC Document Reproduction Service No. ED 052 156).

Bledsoe, J., Cox, J. V., & Burnham, R. (1967). Comparison between selected characteristics and performance of provisionally and professionally certified beginning teachers in Georgia. Athens, GA: University of Georgia. (ERIC Reproduction Service No. ED 015 553).

Bloom, Benjamin. Taxonomy of educational objectives: Cognitive domain. New York: David McKay, 1956.

Bloustein, Edward. Presentation to the New Jersey Association of School Administrators, as published in The Newark Star-Ledger of May 9, 1982 (pp. 53, 55) and May 16, 1982 (pp. 59, 62).

Boyer, Ernest. High school: A report on secondary education in America. The Carnegie Foundation for the Advancement of Teaching. New York: Harper & Row, 1983.

Bruner, Jerome. The process of education. Cambridge: Harvard University Press, 1960.

Comitas, Lambros. Anthropology and education. Washington, D.C.: National Academy of Education, 1978.

Conant, James B. The education of American teachers. New York: McGraw-Hill, 1963.

Copley, P. O. (1975). A study of the effects of professional education courses in beginning teachers. Springfield, MO: Southwest Missouri State University. (ERIC Document Reproduction Service No. ED 098 147).

Darling-Hammond, Linda, Wise, Arthur E., & Pease, Sara R. Teacher evaluation in the organizational context: A review of the literature. Review of Educational Research. 53(3), 285-328.

Dewey, John. How we think. Boston: Heath, 1933.

Educational Testing Service. Test scores and family income. Princeton, NJ: 1980.

Elton, C. & Shevel, L. Who is talented? An analysis of achievement. (No. 31). Iowa City, IA: American College Testing Program, 1969.

Gagne, Robert. The conditions of learning. New York: Holt, Rinehart & Winston, 1970.

Good, Thomas. Classroom research: A decade of progress. Paper presented at the annual meeting of the American Educational Research Association, Montreal,

April, 1983.

Good, Thomas. Classroom research: Past and present. In M. Sykes & L. Shulman (Eds.). Research and policy implications in education. New York: Longman, in press.

Guilford, J. P. The three faces of intellect. American Psychologist. 14, 469-479. 1959.

Greenberg, James D. The case for eacher education: Open and shut. Journal of Teacher Education. 34(4), 2-5. (1983)

Handy, Rollo, and Kurtz, Paul. A current appraisal of the behavioral sciences. Great Barrington, MA: Behavioral Research Council, 1964.

Hollander, T. Edward. Remarks to the Education Committee and Higher Education Committee of the New Jersey Assembly, October 3, 1983.

Holton, Gerald, and Morison, Robert. Limits of scientific inquiry. New York: W. W. Norton, 1979.

Jencks, Christopher. Inequality: A reassessment of the effect of family and schooling in America. New York: Harper & Row, 1972.

Jensen, Arthur. Straight talk about mental tests. New York: Free Press, 1981.

Kuhn, Thomas. The structure of scientific revolutions. Chicago: University of Chicago Press, 1970.

Lieberman, Myron. Education as a profession. Englewood Cliffs, NJ: Prentice Hall, 1956.

Matarazzo, J. D. Wechsler's measurement and appraisal of adult intelligence. 5/Ed. New York: Oxford University Press, 1972.

McDonald, Fred. Designing research for policy making. Paper presented at the annual meeting of the American Educational Research Association, San Francisco, April, 1976a.

McDonald, Fred. Teachers do make a difference. Princeton, NJ: Educational Testing Service, 1976b.

Narin, A. & Associates. The reign of ETS: The corporation that makes up minds. Washington, DC, 1980.

Natanson, Maurice, ed. Philosophy of the social sciences. New York: Random House, 1963.

National Science Foundation. Report of the 1977 national survey of science, mathematics, and social studies education. Washington, DC: Government Print-Office, 1978.

National Science Foundation. What are the needs in precollege science, mathematics, and social science education? Views from the field. Washington, DC: Government Printing Office, 1979.

Piaget, Jean. Piaget and knowledge. (Trans. by Hans Furth.) New York: MacMillan & Co., 1971.

Spaeth, J. L. Characteristics of the work setting and the job as determinants of income. In W. Sewell, R. Hauser, & D. Featherman (Eds.), Schooling and achievement in American society. New York: Academic Press, 1976.

Travers, R. Training the teacher as a performing artist. Contemporary Education. 51:14-18, Fall 1979.

Weaver, W. T. In search of quality: The need for talent in teaching. Phi Delta Kappan. 61:29-32+, 1979.

Weil, M. & Joyce, Bruce. Social models of teaching. Englewood Cliffs, NJ: Prentice Hall, 1978.

Woodring, Paul. The development of teacher education. Chapter 1 in Teacher education, Seventy-fourth Yearbook of the National Society for the Study of Education, Part II. Chicago: The University of Chicago Press, 1975.

Woolfolk, Anita & McCune-Nicolich, Lorraine. Educational psychology for teachers. 2nd Ed. Englewood Cliffs, NJ: Prentice Hall, 1984.

Zeigler, Harmon. The political life of American teachers. Englewood Cliffs, NJ: Prentice Hall, 1967.

APPENDIX E

STATE OF NEW JERSEY
DEPARTMENT OF EDUCATION
[illegible]

OFFICE OF THE COMMISSIONER

September 20, 1984

Honorable T. Edward Hollander
Chancellor
Department of Higher Education
225 West State Street
Trenton, New Jersey 08625

Dear Ted:

I have your letter of September 5, 1984 expressing opposition to a provision in N.J.A.C. 6:11-7 which addresses requirements for collegiate teacher preparation. Essentially, it is your belief that the provision allowing "approximately 30 credits" for the undergraduate preparation of new teachers will result in the proliferation of weak courses in New Jersey colleges. You requested in your letter that the State Board of Education consider republishing that provision of the new regulations. Unfortunately, you delivered this request to me only 20 minutes prior to the time that the State Board of Education was scheduled to take action on the regulations. I distributed your letter to members of the board and, after consideration, the board decided not to republish the regulations. In addition, the timing of your request made it impossible for me to respond to you until after final action had been taken by the board.

I disagree with your assessment of our regulations and I will attempt at this time to discuss each of the points you raise as well as others which I consider relevant.

Process

In your public comments you have sought to dismiss the importance of the way in which you and your staff handled this matter. On the contrary, I cannot believe that a confrontation between us could have occurred had this matter not been permitted to "fall between the cracks."

During the evolution of our initiatives we have consistently solicited your participation to the point of actually allowing your staff to suggest language for our regulations. When there have been modifications, we have informed you and sought your reactions and advice. On

each of the many occasions you have privately raised problems and voiced criticisms of alternative certification or collegiate teacher preparation, we have been responsive. I have considered our relationship to be a good one on this issue.

In the case of the code language to which you are now objecting, precisely that section of the code was shared formally with your staff on July 27, six weeks prior to your formal response on the morning of the State Board of Education's meeting (see attachment "A"). Although there were extremely minor editorial revisions subsequently, the language shared with you is virtually identical to that voted upon by the Board and the proposed requirement of approximately 30 credits was clearly evident. After three weeks of not receiving a response from you or your staff, we reminded your staff on August 17 that our request for your reaction was still outstanding. We were told that the request was being "worked on" and that the proposed language "might be vague." We received no further response from you until the day before our Board meeting when your staff informed us that the code language would have to be clarified for colleges once adopted but was essentially acceptable. Specifically, your staff suggested that a joint letter be sent from you and me to college presidents after adoption of the code explaining how the language imposed a maximum of 30 credits of professional preparation and allowed colleges the flexibility to reduce that amount. We invited your staff to write the letter and we agreed to sign it. However, later that day, at 5:30 p.m., your staff representative told us that you did not agree with his recommendations, and I rearranged my schedule in order to meet with you until 7:00 p.m. on the eve of my Board meeting to address your concerns.

Communication problems occur within every organization. I only recount the process to make a point which is relevant to our continuing relationship. You have said to me you do not doubt that my goals and intentions on this issue are the same as your own. The problem in this case was that you believed, on first reading, that our code language would result in a proliferation of education courses in New Jersey colleges. I believed, and continue to believe, equally strongly that the implications of our plan had been considered carefully and that the language would produce exactly the opposite effect. However, by bringing the issue to my attention only at the eleventh hour, you deprived both of us of the opportunity to discuss and debate the matter. Instead, you presented me with an ultimatim to reverse my recommendation to the State Board, ignoring my own thoughtful planning and based only upon your quick analysis which I believe is inaccurate, or to engage in a public confrontation. My suggestion that we resolve our disagreement after my board meeting and outside the public arena was unacceptable to you. Yet, I was discouraged from accepting your analysis of the issue when, during our discussion, you asked me to consider alternative code language which was identical to that which we originally proposed but your staff flatly rejected weeks ago. Specifically, we originally suggested stating that no more than five nor fewer than three courses be allowed for professional preparation. This language was rejected by your staff. However, during our September 4 meeting you recommended that we use precisely such language. (Your staff acknowledged this in our meeting.) This discussion gave me an "Alice in Wonderland" feeling and it simply is not the manner in which I want to develop state policy.

There can be no doubt that you "dropped the ball" on this issue and forced an unnecessary confrontation. However, the fact that you reproposed language allowing 3-5 courses of preparation originally suggested by us but rejected by your staff encourages me to believe that the problem is simply one of misunderstanding. Again, I closed our discussion on the eve of my board meeting by agreeing to work with you on the issue in any way short of a hasty and ill-considered reversal of public policy.

Limitations Imposed on Professional Preparation

I want to discuss the limitations which the Department and Board of Education have imposed on undergraduate teacher preparation during the past year. These limitations discourage the proliferation of education courses within the professional component of these programs within the limits of my own jurisdiction.

1. Public Statements

I think that I have made my position on the proliferation of weak education courses clear. A major thrust of my teacher education initiative has been to make forceful public statements on the issue. During the past year, I identified 120 such courses and publicly exposed their titles, their inconsistencies, and their weaknesses. This public assessment was necessary and extremely controversial; yet, you were unwilling to concur, specifically and publicly, with my statements regarding individual courses. My statements have called national as well as state attention to the problems of quality associated with some education courses and have created public pressure on colleges to be more responsible in deciding which courses to offer, at least in the field of education.

2. A Competing Route

I created a new route to teacher certification, one goal of which is to place education colleges in a productive competition with alternative programs. I believe that much of the complacency evident in collegiate teacher education has resulted from the monopoly which institutions of higher education have had over a state-mandated training system. I believe that mediocrity would be spawned whether the monopoly were possessed by education or liberal arts faculties. The combination of state-mandated training and a monopoly of any kind simply discourages quality. Competition will force colleges to be judicious in imposing arbitrary and unnecessary requirements on students. Ironically, your original single objection to the alternate route concept was that it would indeed discourage colleges from offering, and students from enrolling in any education

courses at all. You have often stated that students will be discouraged from enrolling in college programs with "excessive professional requirements...[such] students will be encouraged to bypass teacher education programs for the 'alternate route.'" Now you appear to assume that, regardless of severe constraints and strong competition, colleges will be motivated to offer as many weak education courses and the least credible programs they can devise.

I agree with your original position and, therefore, disagree with your current one. I believe the competition of the alternate route will drive students away from those programs which have gratuitous or weak requirements.

3. Rigorous Evaluation

As you know, we have taken several steps toward increasing the rigor of the process by which the professional component of collegiate programs is evaluated. We have appointed more highly qualified evaluators, applied standards more strictly, pressed teams for more straightforward assessments, and initiated other improvements of which you are aware. This process resulted in the closing of more programs last year than in any prior year. No college evaluated was permitted to retain all of its programs, and scores of courses were terminated. As a case in point, the evaluation of Fairleigh Dickinson University's college of education resulted in the closing of two entire campuses and 13 programs including those with the largest enrollments. As a further result, we are beginning to see a greater degree of selectivity in the programs which institutions are willing to submit to this evaluation/approval process.

4. Credit-Hour Limitations

Again, you are objecting to the single requirement in our regulations that collegiate education programs offer "approximately 30 credits" in essential areas, yet you support other aspects of the same regulations. I believe you are overlooking the impact which those other provisions will have on the ability of colleges to proliferate courses.

In particular, we require that, of the total undergraduate program, 96 credits must be taken outside the area of professional education. This would mean that, in a typical 126-hour program (i.e., one involving about 16 credits per semester), no more than 30 credits may be devoted to professional preparation. The use of the word "approximately" allows colleges and universities to present, as Rutgers has done, justification for reducing professional preparation even further.

This 96-credit minimum of courses which must be taken outside the field of education is not only strict, it is extraordinary. I know of no other collegiate field in New Jersey, including teacher education, which is similarly restricted by your own requirements. Yet, teacher education is not the only collegiate field in which weak courses exist.

5. Field Experience Limitations

It is necessary to look beyond the mere "30-credit" language to see what is to be taught within this professional education component. Each college must offer sophomore and junior field experiences and a full semester of full-time student teaching. These field experiences are required by regulations of the Board of Higher Education and by our own as well, and they must, by our regulations, be met within the 30 or fewer credits of professional education. Therefore, the possible number of education courses is further limited by our joint decision, when we approve programs, as to how many credits (within the alloted 30 or fewer) must be used for field training.

6. Non-Professional Course Options

Our regulations require study in each of the topics identified by our Boyer Commission as essential to the preparation of beginning teachers. However, our regulations specify that in meeting this requirement, at least 9 credits must be taken in those "pure" liberal arts courses (e.g., psychology, and sociology) which relate to the essential topics identified by the Boyer Commission. Further, colleges are permitted to offer these liberal arts credits also within the 30 or fewer credits of professional training, thereby reducing the number of "education" courses, and are free to exceed this 9-credit minimum and offer all of professional training in liberal arts courses if they can justify the integrity of their curricula through the peer evaluation process. We are using the criteria which you have devised for assuring that these "behavioral/social science" courses are indeed liberal arts not professional education.

In short, our regulations allow New Jersey colleges to offer a professional preparation program which contains no education courses at all but rather is comprised solely of behavioral science courses and field experiences. We are now the only state in the country to allow this option, and this is yet another way in which the offering of weak education courses is discouraged by our regulations. It will be left to the academic leadership and boards of trustees in our colleges and universities to decide the types of programs they want to submit to us for review and approval.

7. Topical Limitations

Along with Governor Kean, I convened the Boyer Commission to identify those topics of study which are minimally essential to the preparation of beginning teachers. We have incorporated those topics into our regulations and have removed from the administrative code page after page of previously mandated course topics. Over 100 required course topics have been eliminated from the various fields such as physical education, elementary education, art education, etc. In place of these and common to all fields are only three topics identified by the Boyer Commission: the school curriculum, the student and his/her development, and the school as a social institution. Whatever coursework is offered within the professional component of undergraduate programs, it must - by our regulations - address only those topics. No other topics will be acceptable, or even considered by us for purposes of certification within this component for which I am responsible, and our evaluation process will insure that the coursework is substantive.

I believe I have done everything within the bounds of reason to discourage colleges and universities in this state from offering weak courses in an academic area over which I have but limited authority. The limitations and discouragements I have imposed exceed anything which you have devised for other collegiate fields. I believe that your contention in your September 5 letter that I have brought this state back to "square one" on the course proliferation issue is absurd. As I understand your fundamental argument, you believe that, even given these constraints, colleges will still act irresponsibly and search for any means which will allow them to offer the weakest possible programs. I cannot make this assumption.

Your Responsibility

You have frequently advised me as to how I might best fulfill my responsibility for certifying teachers. For the first time, I too must comment on your responsibility regarding the "proliferation problem." As you know, I have authority to set standards for that limited aspect of undergraduate education which is minimally required for certification to teach in the schools. By regulation, at least 96 credit hours within each baccalaureate program must be taken in courses outside the professional component in areas over which you have authority. Such areas include liberal education, majors in the academic departments, electives, etc. You have consistently asked that the State Board of Education not mandate specific requirements in these non-education fields and, as I have pointed out, we have eliminated all specialty field course requirements - none remain.

Now we must rely solely upon your standards and requirements to assure quality in these areas. Yet, in the absence of standards from you, even these academic, non-education areas are vulnerable to proliferation of weak courses, including "education" courses. I want to

discuss two examples which have come up in our joint efforts during the past two years and suggest ways in which you might want to address the problem you believe exists within the context of your own authority.

1. Standards for Courses

There is a need for you to develop some set of standards for judging the academic acceptability of collegiate courses in general. I can, through my evaluation system, prevent a weak education course from being accepted for purposes of certification. However, I have no authority, for example, to prevent a college or university from offering the same education course as an academic elective to all of its students. This problem is in your domain and is not peculiar to courses in teacher education. A quick review of New Jersey state college catalogues revealed elective courses offered by academic departments entitled cartoon rendering, soap opera and society, fairy tales, American sports history, winetasting, yoga, family history, basic clothing construction, birds of the seashore, Caribbean science study tour, recent American cultural songpoems, vegetable dyeing etc.

You criticize us for allowing weak courses when, as you know, we convened a prestigious commission to eliminate such courses by defining what is minimally essential and substantive. Yet, the very courses we have eliminated can be offered by colleges as electives. This problem lies outside the certification arena and, unless you address it, weak courses will continue to proliferate in all college fields. If you do not have the authority to specifically regulate courses, you can issue standards or guidelines, exercise vistorial powers, etc.

A similar problem has arisen in the area of general education where you have instituted no common standards for determining what constitutes liberal studies, as opposed to vocational, courses; nor are there standards or guidelines for the overall quality of general education.

There has been a resurgence nationally of interest in the academic quality of general education and several institutions, associations, and states have adopted standards or guidelines. Again, to my knowledge, New Jersey has not. As a result, one institution in our state may accept "Math for Elementary Teachers" as a liberal studies course while another may not, and we have seen this problem in our review of college proposals. The problem actually occurs and your own standards rely completely on institutional definitions which we have found virtually nonexistent.

My point with respect to electives and general education courses is this: Colleges and universities are now prevented under my authority from offering weak courses for

certification purposes. However, they can and do offer education courses and other weak courses in academic areas. They will continue to do so unless you initiate some formal standards or informal policies regarding course quality.

2. Expanded Programs

We have recently been engaged in the process of jointly reviewing and approving collegiate proposals for compliance with the 1982 teacher education standards. As you know, several colleges, recognizing the severe limitations placed on their ability to offer teacher education courses, asked your department whether they could simply expand their undergraduate curricula, from 126 credits to 132 for example, and thereby obtain additional credits to offer professional courses they consider essential. You and your staff advised the colleges (and us as well) that there are no Board of Higher Education rules which place a "cap" on the size of undergraduate programs. Colleges are completely unregulated in this regard and may decide whether they want to develop lengthy or credit-laden programs as a means of offering additional education courses.

I believe colleges which choose this option you have provided risk failure in attracting students. My point is that colleges which want to "proliferate" education courses can do so by expanding their programs and you have encouraged them to do so. Only you have the authority to limit them in this regard. As long as there is no "cap" on the length of undergraduate programs, nothing that I do with 30 credits of professional education will affect the problem you perceive. I am suggesting that another solution to the problem would be your recommendation that the rules of the Board of Higher Education be amended to limit undergraduate programs to 126 credits. This, in combination with my own requirement that 96 credits be taken outside education will insure that your "proliferation" problem is addressed.

The Need for a Consistent Minimum in Professional Preparation

I want to address an inaccuracy contained in your letter to me. You stated that there is an imbalance between the 30 credits of professional study required in the collegiate route and the "four weeks" of preparation required in the alternate route. This inaccurate characterization of the alternate route as a four-week program is one which was laid aside in the public debate some time ago by every group in the state except the leadership of the AFT and a few teacher education deans.

Our regulations require that alternate route teachers complete approximately 200 hours of study in the Boyer Commission topics and 34 weeks of supervised field experience on the job. By design, this parallels the collegiate requirement of field experiences in the sophomore, junior, and senior years and study in the Boyer topics through a limited number of education or liberal arts courses.

In any case, you have recommended that I not require any credits at all in professional preparation and leave all determinations to individual colleges and the peer review process. Therefore, I would like to explain in some detail my rationale for the decision to require approximately 30 credits of professional training in the collegiate route within the context of the many other limitations I have imposed.

In July 1982, I attended my first meeting of the State Board of Education and, at your request, recommended the adoption of new standards for collegiate teacher education. These standards were essentially the same as ones which had been adopted by the State Board of Higher Education although there were differences in detail. Most of these differences had to do with the content of professional training; for example, our version of the standards even then required a minimum of 30 credits of professional training for certification purposes. You and your staff also attended the July 1982 meeting of the Board of Education to support my version of the standards, including the 30-credit provision. You told the Board that, although the standards were not identical to those of the Board of Higher Education, they were "consistent."

This agreement ended months of debate over the standards. You may recall that, originally, members of the State Board of Education had been unwilling to adopt your version of the standards because they had no specific requirement for professional preparation. Members of the Board stated that, as the body which governs certification, the Board of Education must attend primarily to specific requirements for certification to teach in the schools. They indicated that, even if they adopted your standards, there still would exist a significant number of professional course requirements in regulations, some over 25 years old. They also indicated concern over the existing alternate route to certification, i.e., transcript evaluation. Members of my Board wanted to postpone adoption of your standards until they had an opportunity to consider a broader reform of certification and the content of professional training.

Ultimately, however, they decided at our joint recommendation to adopt the BHE standards in the interest of taking at least a first step. In doing so, the Board also: 1) reaffirmed its primary interest in the content of the professional training component of college programs and its strong belief that there is a body of knowledge and skills undergirding the teaching profession; 2) stated its intention to study and further define the content of that component and to eliminate outdated course requirements from its regulations; and 3) by formal resolution, charged me with completing such revisions and with developing a plan for eliminating transcript evaluation.

All of these provisions were discussed at the July 1982 meeting and you and your staff agreed with them. During the past two years, I have attempted to fulfill that original charge of my Board. I proposed an alternate route to certification which replaces the transcript evaluation method. I have eliminated all of the outdated course requirements from our regulations. With Governor Kean, I convened the Boyer Commission to advise my Board as to what knowledge and skills are essential to the professional training of teachers. Throughout this process, I have

kept you informed and have told the colleges that the Boyer study would have further implications for the content of the professional components of their programs. Attached is a December 30, 1983 letter, signed by you and me in which we told the colleges that adjustments in standards for professional preparation were likely as a result of the Boyer study. (see page four of Attachment "B")

Governor Kean appointed to the Boyer Commission some of the most prestigious educational leaders in the country, individuals who are renown for their research on what makes an effective teacher. We convened the Commission precisely in order to define the study topics which are minimally essential to the preparation of beginning teachers. I invited you to meet with members of the Commission to speak to this charge, and you sent Vice Chancellor Jenifer to do so. There is indeed, a body of knowledge and skills associated with the act of teaching and the Boyer Report constitutes the best definition to date of what is needed in this regard. It would be irresponsible for me, having gone to the trouble of completing the study, not to set some minimum requirement for study of those topics and to apply it consistently in both the collegiate and alternate routes which are under my jurisdiction. The collegiate route is particularly importance since it produces 2000-3000 certified graduates each year, and will remain the primary route to certification.

I am not willing to be neutral on this question or to leave professional training completely to collegiate academic and peer review processes. These processes have not always worked toward assuring either quality or consistency in either the professional preparation or the general academic education of teachers. To be neutral and open-ended would be an abdication of my legal authority over requirements for the certification of teachers. No college in this state is required by me to engage at all in the preparation of teachers or to offer education courses. However, for those that choose to do so, I want the Boyer topics taught, I want them taught effectively, and I want them to receive, along with field experience, the minimal attention suggested by a requirement of approximately, but no more than, 30 credits. I have made this clear to you and have attached an article (see Attachment "C") written by your staff and published recently in the Newark Star Ledger, as evidence that you have been fully aware that approximately, but no more than, 25 percent of the undergraduate program would be devoted to this preparation. My convictions on this matter are deeply felt and I regret that you have sought to misrepresent them as the result of political "deal-making."

The Change in Code Language

Our goal, then, has never been to deny that there is a body of knowledge which new teachers must master. Nor has it been to eliminate all preparation for beginning teachers. In fact, I have said consistently that I consider the college route to be the primary one for preparing new teachers. You also have insisted that there is a body of knowledge which teachers must possess. Our stated goals instead have been to eliminate weak and superfluous courses which are nothing more than artifical barriers, to identify and require only those which are minimally essential, and to insure through our evaluation process that

these essential courses are substantive, not trivial. Of course, we relied on established experts, rather than our own opinions, in determining what constitutes these essentials.

Rather, the task has been one of finding the appropriate code language which most effectively prevents a proliferation of weak courses while insuring that the minimum essentials are taught. You have contended that our final change in language was unexpected, substantive, politically motivated and educationally unsound. On the contrary, the change added nothing that was not already implicit in the original published language and, just as importantly, it represented precisely what you have known my intentions to be from the start.

I have attached a copy of a briefing paper entitled "Standards for Professional Preparation at New Jersey Colleges" (Attachment "D"). This paper was sent to members of the State Board of Education in June as an explanation of the original, published language regarding collegiate preparation requirements. Your copy was hand-delivered to you on June 21 and an extra copy was given to your director of teacher education on the same day. The document was also distributed widely within the professional community as our explanation of what the original code language meant. When you failed to comment, we solicited a reaction from your staff and were told that you had read it personally and thought it provided a good explanation. In fact, later on you requested an additional copy to use for a speech you were giving in Albany and that too was hand-delivered.

As you can see, pp. 10-12 of the paper show clearly that our expressed intention all along with respect to the original language was that, within a normal 126-hour program, 96 credits would be outside education with approximately, but no more than, 30 credits being devoted to professional education. We have been nothing less than 100% consistent on this matter. This is precisely what was also explained to the State Board through oral presentation at its June meeting when the code was placed before the members for publication. It is also consistent with what I have explained to you for the past year. You knew what we intended by the original language as did all those who were interested enough to attend to our explanations. Those who did listen did not ask us to change or add anything substantive; they merely suggested that we clarify our already-expressed intentions by being more explicit. That is, we were advised to indicate the approximately 30 credits directly rather than indirectly as the difference between 126 and 96. Nevertheless, we would have been glad to republish the regulations but did not because:

1. again, the clarification was sent to you on July 27 and you did not respond; and

2. the language was also sent in August to the OAL along with an explanation of its evolution and we were advised that, in the context of our previous explanations of the original language, the change was not substantive.

I am planning to ask the State Board of Education to consider republishing that section of the code, not because I believe there has been any substantive change, but because I want all aspects of the issue discussed in public. Our intentions were clear from the start and were made public long before we were approached in July by legislators for explanations of the code. However, I am most disturbed by the fact that you were fully aware from the start that the original language was intended to provide for approximately 30 credits of professional preparation. Therefore, we were not surprised when you failed to respond to the specific clarification - we had every reason to believe the change would be acceptable to you.

In our struggle, then, to move from the trivial to the essential and to find appropriate code language, we began in July 1982 with the standard of a "minimum of 30 credits," which you supported. After the Boyer Commission identified the essentials, we recommended a standard of "no fewer than three, nor more than five, courses," which you rejected. We then published a combination of standards which implicitly allowed approximately, but no more than, 30 credits (including field experiences) and we informed you of this implicit intention. Finally, based on public testimony, we made this implicit requirement clear and specific.

Roles and Responsibilities

Finally, I would like to comment further on my role and responsibilities vis-a-vis collegiate teacher education programs. As I have indicated, state law vests in the Department and Board of Education authority over the quality of those specific aspects of collegiate study needed in order to work in the public schools. During the past year, as we have pursued our initiative, many organizations and individuals presented ideas to us, many of which have been constructive and valid. However, some of the goals of these organizations, while valid, simply do not fall within my limited role of insuring the quality of professional teacher preparation. Therefore, I had to resist those who wanted to use my authority over college offerings inappropriately to achieve their goals, however worthy.

Even in our own relationship with respect to teacher preparation, there are some responsibilities which we share and others we do not. In our discussions with you and your staff, other issues have consistently come up which do not relate to certification. For example, over and over again you have described the problem of the number of tenured faculty members in education programs which have low enrollments. These faculty members, you have said, tie up the resources of the colleges without generating tuition revenues and therefore prevent the institutions from hiring new faculty in "growth" areas. You have stated that only through cooperation with me, can you gain influence at all in the independent sector to address the problem. However, you have emphasized primarily the state colleges which you say are funded by an enrollment formula, which have high numbers of tenured education faculties and which have achieved, in your judgment, only modest success in developing quality programs in new demand areas.

Your staff has referred often to the report on the future of the state colleges entitled, "Toward a University of New Jersey" and of the additional pressures created by that study toward a consolidation, not only of teacher education, but of the entire system, and of the need for you to meet at least some of these demands for consolidation. As you know, the report states:

> The percentage of students enrolled in baccalaureate programs in education has declined steadily. Nevertheless, the State Colleges still enroll significant numbers of students in education programs. In the 1981-82 academic year, 18.5% of the baccalaureate degrees granted by the State Colleges were in teacher education... We recommend that the State Colleges move boldly and imaginatively to ... replace existing four year baccalaureate level teacher education programs with new programs in the arts and sciences and a fifth year of professional education at the master's degree level..."*

I can only say that, if "boldly and imaginatively" means through the back door of the authority of the State Board of Education, then I must resist. And, indeed, your frequent allusions to these problems have always centered around the need for me to constrain collegiate education departments as a means of addressing the broader resource and flexibility issue. Yet, it is not my responsibility to address the problems of resource allocation and tenured faculty in higher education nor to allow the limited authority over certification which the Legislature has vested in me to be used for any purpose other than that for which it is intended. State law provides you with sufficient authority to address these matters. Your fundamental problem is a political one which needs to be resolved within the higher education community. Your contention that, by setting minimum requirements to teach in the schools, I am providing collegiate education faculties with an entitlement to their future existence is simply not true. The laws of this state obligate me to set such minimums which are in the best interest of children and the quality of education. However, by so doing, I do not force or require any institution to engage in the preparation of teachers at all. The decision to do so and to seek my approval comes from the trustees and academic leadership of the colleges. For those colleges which decide that they want to educate teachers, I do not require that preparation be conducted by particular faculties or departments. If a college wants to teach the Boyer topic, "the school as a social institution" out of its sociology department, or "the student and his development" out of the psychology department, that is fine with me. If a college wants to assign academic faculties to supervise practicum students, that too is fine. In fact, our regulations provide for such choices.

* New Jersey Department of Higher Education, Toward a University of New Jersey: The Report of the Commission on the Future of the State Colleges, February, 1984.

Summary

In summary, I want to reiterate the following main points:

1. The timing of your response to me on this issue eliminated all possibility for discussion and your ultimatim forced a public confrontation.

2. I have taken extraordinary steps to limit the possibility that weak courses will proliferate within the professional component of undergraduate education programs, that component over which I have authority.

3. The potential for "proliferation" of weak courses occurs far more frequently in those areas of baccalaureate education which are under your control. I urge that you develop academic standards to insure quality.

4. Given the prestige of the members of the Boyer Commission and the credibility and acceptance of its definition of study topics essential to the preparation of beginning teachers, I plan to insure that such preparation receives the appropriate attention in both the college and alternate routes.

5. You have known for over a year that my intention has been to require approximately, but no more than, 30 credits of professional preparation, including field experiences. You also knew that my interpretation of the original published language was that it provided for such a requirement implicitly. Because of this, the OAL advised us that our language change was not substantive.

6. I will resist efforts to use the State Board of Education's authority over certification to achieve goals unrelated to that authority.

Sincerely,

Saul Cooperman
Commissioner

SC/LK/ckb:1/0325f

Attachments

c: Governor Kean
Gary Stein
Members, State Board of Education

ATTACHMENT "A"

State of New Jersey

DEPARTMENT OF EDUCATION
225 WEST STATE STREET
CN 500
TRENTON, NEW JERSEY 08625

July 27, 1984

TO: Marty Friedman

FROM: Leo Klagholz

RE: Teacher Education Regulations

We are receiving public comment on the proposed certification regulations. Regarding the professional component of college programs, the language changes shown on the attached document have been recommended by collegiate representatives for inclusion in N.J.A.C. 6:11-7. Do you have any problem with the suggested wording (underlined)?

LK/dm

Attachment

For purposes of certification, the central focus of the undergraduate teacher education program is the professional component. This component must meet all standards and study requirements of the National Association of State Directors of Teacher Education and Certification. In addition, study must be provided in each of the topics listed in N.J.A.C. 6:11-8.2(a) (Boyer Report). Approximately 30 credit hours of instruction shall be devoted to professional preparation. At least 9 credits must be taken in the behavioral/social sciences, and may be included within the professional or liberal arts components of the program. The professional program shall also provide students, normally beginning in the sophomore year, with practical experiences in an elementary or secondary school setting; these opportunities shall increase in duration and intensity as the student advances in the program and culminate with a student teaching experience. At least 96 credits of each undergraduate program shall be distributed among the general education, academic sequence, and behavioral/social science aspects of the program.

ATTACHMENT "B"

SEE p. 4

STATE OF NEW JERSEY
225 WEST STATE STREET
TRENTON, NEW JERSEY 08625

DEPARTMENT OF EDUCATION
OFFICE OF THE COMMISSIONER

DEPARTMENT OF HIGHER EDUCATION
OFFICE OF THE CHANCELLOR

December 30, 1983

TO: Presidents,
Deans, and Directors of Teacher Education
New Jersey Colleges and Universities

SUBJECT: Compliance with State Standards for Teacher Education

In November, at our request, you submitted responses to a questionnaire on compliance with the new state standards for teacher preparation. Your responses provided a progress report, insofar as they described your general intentions concerning implementation of the standards, which was reviewed by a panel of the following consultants:

Roger Pankratz, Assistant Dean of Education,
W. Kentucky University

Charles Ruch, Dean of Education, Virginia
Commonwealth University

Dorothy Strickland, Professor of Reading,
Teachers College, Columbia University

Dwaine Eubanks, Professor of Chemistry,
Oklahoma State University

The purpose of this review was to examine the types of exceptions which colleges planned to request in order to determine whether certain principles could be established to guide you in preparing your final program proposals.

At this time, we are requesting that you submit by February 15, 1984, your final proposals for programs which comply with the new state standards. Enclosed are forms and guidelines for preparing these documents and listed below are several principles which should provide further guidance. Once received, the proposals will be evaluated by independent consultants chosen by us and, no later than April 1, 1984, you will be notified of any deficiencies in the programs. You will then have an opportunity to agree to improvements and changes, if any, in your programs before final evaluation in May 1984. If deficiencies are identified, they will reflect failure to meet stated requirements.

All decisions are expected to be made by May. Programs that fail to meet standards will not be approved. This would mean that the colleges could not admit students into programs for certification purposes, nor would graduates of the programs be eligible for certification. Therefore, we urge that proposals and responses be given your full attention.

The following principles resulted from our consultant review of your responses to our questionnaire, and they are to be used by you in preparing your proposals:

1. General Education

In general, this component is intended to include broad, introductory-level study in the "pure" arts and science disciplines and, therefore, should exclude professional or technical courses. For example, courses in accounting or in elementary school mathematics should not be included in place of college mathematics. In most cases, professional education courses, such as "The School in Society" will not be accepted in fulfillment of the general education requirement.

However, the regulations indicate that all courses in this component must meet the institution's standards for liberal education. It is recognized that, in some instances, the academic faculties of colleges and universities might have allowed for the inclusion of a limited number of technical/professional courses (e.g., introductory engineering) in general education. In any such instance, please document the policies, processes, and rationale used in establishing the acceptability of the course(s) in question.

2. Coherent Academic Sequence

Generally, the "coherent sequence" in a particular field for those who seek teacher certification is the academic major for all students. In cases where the requirements for an academic major cannot all be met by education students (e.g., where 56-60 credits are required in a B.S. program), the coherent sequence should be comprised of the core courses of the major.

3. Technical Majors

The following fields are recognized as having established technical majors which are acceptable in fulfillment of the "coherent sequence" requirement:

- Special Education
- Physical Education
- Industrial Arts/Technology (new)
- Home Economics
- Business Education

However, these majors are interdisciplinary and proposals will be evaluated on the basis of their having successfully integrated the arts and science foundation courses (e.g., biology and anatomy in physical education) with applied technical ones. Applied technical courses exclude education courses.

4. Interdisciplinary Majors

Interdisciplinary majors are acceptable in fulfillment of the coherent sequence requirement only if they are programs which have the approval of the college and the State Board of Higher Education and are offered to all students. As the regulations require, the academic program component must be both coherent and sequential. Therefore, collections of introductory courses, intended specifically for education students, are not acceptable.

5. Behavioral/Social Sciences

Courses offered in the behavioral and social sciences are expected to have credibility with academic faculties in the relevant field (e.g., psychology). In general, it is expected that such courses will be taught by faculty of the academic departments. However, regardless of which department offers a particular course, the curriculum and qualifications of those teaching it will be reviewed by consultants who are behavioral/social scientists. Colleges may seek exemptions from these requirements as stated in paragraph 6 below.

6. Professional Education

Several institutions requested exemptions from the Department of Education's requirement of a minimum of 30 credits in professional education including reading, and the minimum requirement of 18 credits in the behavioral sciences. These requests will be granted in cases where:

a. the academic requirements for certain subject fields, such as music, are so extensive as to preclude the possibility of requiring 30 credits in education; or

b. the reduction in credits is to increase the requirements in the coherent sequence (academic major) and/or in the number of courses taken in the arts and sciences.

7. Future Refinements

At the time the State Board of Education and Higher Education adopted requirements for behavioral science and education, they did so with some reservation. Members of the State Boards expressed the belief that the number of credits was less important than the substance required. The Boards therefore included in these areas tentative definitions of "topics" to be emphasized, and expressed the intention in the long term to devote further study to the question of what substance ought be required within these areas for purposes of certification. The Board of Education also resolved to revise the alternate routes to certification.

In January 1984, the State Board of Education will convene a panel of nationally recognized educators to define the areas of knowledge and types of skills essential for beginning teachers. This panel's report will be used in determining the need for modifications in both the primary and alternate routes to certification. The application of more specific requirements to the behavioral science and education components will not necessarily result in a major restructuring of your programs. Nevertheless, the definition of more precise requirements is likely to result in adjustments and refinements in the programs to be implemented as appropriate no earlier than Fall, 1985.

Finally, please note that the review and evaluation of your program documents will result only in tentative approval based on apparent compliance with the new standards. The regular continuing approval of your programs will be determined through the cyclical NASDTEC evaluations which will be conducted cooperatively by the Departments of Education and Higher Education. Because the new programs are to be implemented fully by the 1986-87 academic year, it will be necessary to adjust the evaluation schedule so that all institutions are evaluated between 1984 and 1987.

We look forward to receiving your proposals and offer any assistance you may require.

Saul Cooperman
Commissioner

T. Edward Hollander
Chancellor

Enclosure

Tighter rules promise 'only best' will teach

The Education Forum presents the second of two excerpts from a recent speech by Martin Friedman, director of teacher education for the state Department of Education.

By MARTIN FRIEDMAN

Teacher eduction programs will look more like many science, engineering, pre-med and other undergraduate programs which prescribe most, if not all, of the full four years of undergraduate coursework. Such programs characteristically demand more from their students in work and commitment.

In addition to curricular requirement, there are three more important requirements, which will be additions to many programs.

The first of these is the requirement that teacher education students achieve a minimum grade point average of 2.5 by the end of the sopho-

EDUCATION FORUM

more year and maintain that average through the junior and senior years. An examination of the final grade point averages of some recent graduates of teacher education programs reveals that, in some cases, fewer than half would have met this standard.

While there have been general allegations of grade inflation, and particular allegations of grade inflation in education courses—it is unlikely that this standard will lead to grade inflation. For one thing, we can probably count on a check of this being made during the site evaluations to be conducted over the next few years.

Far more importantly, under the new standards, most programs will now consist of only about 25 percent education courses; the rest being in arts and sciences. There will be little or no incentive for arts and science faculty to inflate grades in response to this standard. And while I truly believe few if any education faculty would be so inclined, even if they were, the fact that approximately three-fourths of the grade point average is composed of non-teacher education courses will seriously limit the effects of such grade inflation. Specifically, a student would have to get straight A's in education courses to raise a 2.0 grade point average in arts and science courses to the minimum overall 2.5 grade point average in a typical program.

In fact, the cynicism of those who prophesy grade inflation rendering this standard meaningless is strongly countered by those colleges who have instituted even higher grade point average standards. In a number of colleges the grade point average requirement is amended not only to require an overall 2.5 grade point average, but also to require a grade point average within the coherent sequence of between 2.5

many observers about the low quality of teacher education students are correct, this one requirement alone will go a long way to correcting that situation.

The next new requirement is for comprehensive testing at the end of the undergraduate program. We now require tests in both the major and the theoretical foundations of teaching. This is likely to change. It is likely the proposed statewide test in subject matter will be required for all certification candidates and that this test will relieve colleges of the obligation to test their students too. We may also see changes in the requirement for the second test.

However, we can expect a testing requirement to persist, and the chances are quite good the test will be tough and the cut-off score high.

I would speculate two direct effects. The first is that the tests will serve, in fact, as a screen and thus will further reinforce the notion that only the best need apply.

The second is that colleges will seek to avoid having a situation in which their successful students fail to pass the tests in substantial numbers. I hope colleges seek to avoid that situation in positive ways, such as assuring rigor in the curriculum and high standards in their courses.

The final specific regulations I want to refer to are those concerned with assessing teacher education students' performances in the field. The new regulations require three field experiences. Each must be assessed, in writing, and two require the assessments of public school people in addition to college faculty.

As with other regulations, these will require no change for some colleges, but large change for others. The attention to performance in classrooms is likely to become a larger focus of the evaluation/approval process beginning next year. Higher standards, greater reliability in evaluation, earlier corrective action based on evaluations of early field experiences, as well as reality testing of both commitment and curriculum are likely to result.

Teacher education students will not be able to hide in the backs of college classrooms until their senior years. They will not put their faculty in the difficult situation of dealing for student teaching experience in the context of academic success because of some quality which could have been easily discovered much earlier in the student's career.

In one other way the requirement for those field experiences with assessment will also create heavy demands on teacher education students. These field experiences themselves are likely to be difficult and time consuming. Yet, we are finding many colleges are not awarding much credit for them. It is likely that students will be carrying a substantial load of courses in addition to doing their field work, especially in the sophomore and junior years. This will undoubtedly be very taxing and may in itself serve to sort out the less able or committed.

Well, is all this puffery? Are the new regulations likely to lead to little more than old wine in new bottles?

There has been quite a bit of speculation in my remarks. But I remind you that the new standards will be the basis for evaluating each college's teacher education programs and it is our intention to evaluate rigorously. I believe programs which have let standards slide will either get stronger or will get out of the teacher education business. I believe colleges which correctly claim to have been wrongly maligned in much of the critical public discussion will find us documenting and supporting their claims to excellence.

The implication for students, for current high school students, should be clear. Teacher education programs will become, where they are not already, among the most demanding programs on any given college's campus. They will require more commitment, more seriousness, more effort, more assessment, more courses than they have required before and than are required of many other students now.

Star Ledger
9.9.84

phrase "only the best need apply" ... be hyperbolic, I now think not. (course our public schools need more the best undergraduates as teachers may be that only ... best will be ab to survive the new programs.

I have tried to convince you th changes in teacher education are re substantive, and strongly imply th only the best need apply.

I had initially planned on leavi it there. But I can't help but ra the question: Why should the be apply?

We know why they should, fr the perspective of the schools, sch children and society in general: O schools need them.

The attractiveness of a profess is much more dependent upon the n ture of the work, quality of life at t work place, and compensations - cluding but not limited to financ compensation—offered, than it is up some quality in the path to gain entry to the profession. While colle teacher education programs can ha some effect on attracting the best teaching, I believe their effect will small.

We are raising standards in t midst of declining student demar greater public awareness of the un sirable aspects of being a teacher, a while serious questions are being rais about the utility and desirability of re legiate teacher preparation programs

We are going to try to make t new standards a self-fulfilling prop cy. We will see.

ATTACHMENT C

ATTACHMENT "D"

State of New Jersey

DEPARTMENT OF EDUCATION
225 WEST STATE STREET
CN 500
TRENTON, NEW JERSEY 08625

June 21, 1984

TO: Members, State Board of Education

FROM: Leo Klagholz

RE: Certification Regulations

Enclosed is a copy of the certification regulations which you approved for publication at your June meeting. As you requested, all proposed deletions have been removed from the text.

Also enclosed is a paper presenting the rationale for proposed changes in the standards governing college teacher education programs. You may recall that questions were raised at the June meeting concerning N.J.A.C. 6:11-7.1(a)10-11 (pp. 54-55 of the enclosed). It was decided that a rationale for the changes should be developed and that the issue would be discussed further at the July meeting.

LK/dm

Enclosures

New Jersey Department of Education

Standards for Professional Preparation at New Jersey Colleges

A Briefing Paper

June 1984

Introduction

Since the mid-1970's, college teacher preparation in New Jersey has undergone a significant process of evolution and change. This process began with preliminary inquiries by the State Board of Education and continued with the Newman Commission study, the adoption of new standards first by the Board of Higher Education and subsequently by the Board of Education, implementation of those standards and evaluation of the colleges' revised programs, the proposal of a new alternate route to certification, and completion of the Boyer study of essential knowledge and skills for beginning teachers.

This process has been a difficult one for colleges in our state. Significant change always creates inconvenience for those who must implement it; yet, the degree of inconvenience is intensified when change follows decades of functioning under a static system. This process has also been difficult to coordinate. There are many legitimate vested interests involved and, as the locus of authority, it has fallen to the Department of Education to weigh and balance these disparate yet valid interests. The process of reforming college teacher education has been anything but simple or straightforward. Nevertheless, every effort has been made to insure that each successive step is handled firmly but fairly and with integrity.

The most recent and, for some time to come, the final step in the reform of beginning teacher preparation is the proposed adoption of the Boyer Report as the basis for defining the content of the professional training component of college programs. Because this proposal is made in the context of a long series of complex steps, it is important first to recount the chronology of events leading to it and then to abstract from this chronology the major issues and the options available.

Chronology of Events

1. Pre-1982

   Prior to 1982, the standards for the professional component of college teacher education programs required the following:

   a. Secondary Education

      - 15 credits in education courses; and
      - student teaching (3-9 credits).

   b. Elementary Education

      - 24 credits in education courses; and
      - student teaching (3-9 credits).

   Programs in elementary education, then, required 27-33 credits and secondary preparation programs required 18-21. The coursework was essentially the same except elementary candidates took more methods

courses. However, in certain areas - most notably elementary education - education was considered an academic major, taken in addition to the courses required for certification. For example, elementary candidates at some colleges took 30 credits of certification courses and also majored in education thereby bringing the total credits in education to 60-70. This was true in other fields such as physical education, special education, early childhood, etc.

2. The Newman Commission (1977-1981)

The Newman Commission was created in 1977 by the New Jersey Legislature to study problems associated with the quality of teacher education programs. The Commission was comprised of the Commissioner of Education, the Chancellor of Higher Education, legislators, representatives of colleges and public schools, and private citizens. Although the Legislature never acted upon the Commission's recommendations, the panel did reach consensus and issued a report which made the following points relevant to the current proposal:

a. that undergraduate teacher education students at some colleges were being "shortchanged" in their liberal education by the inordinate amount of professional study being required, in combination, by the state and the colleges themselves;

b. that, consistent with research, professional training should be provided through actual experiences in a school classroom; and

c. that any theoretical professional study should be taken in the traditional liberal arts foundation disciplines, i.e., the behavioral and social sciences.

In short, the Commission recommended that the professional training component of college programs be limited to 30 credits - the number typical of most undergraduate concentrations - that it be field-based, and that the amount of liberal education be increased.

3. Board of Higher Education Standards (February, 1982)

The Board of Higher Education adopted new standards for undergraduate teacher education in February 1982. These standards included three basic requirements for all programs:

a. 78 credits in the liberal arts (after allowed "overlapping");

b. 18 credits in the behavioral/social sciences; and

c. field training in professional education in the sophomore, junior and senior years (no credits specified).

These standards were intended to insure that, within each 126-credit undergraduate program:

a. at least 96 credits (78 in the liberal arts and 18 in the behavioral/social sciences) would be taken outside education;

b. acquisition of professional knowledge would occur through practical experiences, not education courses;

c. "theoretical" study of education would occur through the traditional foundation disciplines (psychology, sociology, political science, history, etc.; and

d. by requiring 96 credits outside education, no more than 30 credits (the typical amount for an undergraduate major concentration) would be taken in education.

4. State Board of Education (July 1982)

When first presented with the higher education standards, members of the State Board of Education expressed concern about the lack of any definition of substance in the professional component. There were, in fact, no course or study topics listed in the standards. The Board indicated the need to undertake a more comprehensive approach to reforming teacher education which would include defining the specific content of professional training and revising the requirements for alternative methods of certification, especially transcript evaluation. Ultimately, however, the Board decided to adopt the higher education standards as a first step in July 1982 and to pursue other needed changes over time. The Board of Education's version of the standards included three modifications:

a. the 18 credits in the behavioral/social sciences were tentatively defined in terms of education topics, e.g., teaching and learning, child development, etc. whereas the Board of Higher Education had not defined this component;

b. 30 credits were specified as a requirement in professional education as a minimum as compared with the Board of Higher Education's unspecified maximum; and

c. within the 30 credits, education courses were required in addition to the field-based training whereas the Board of Higher Education has required only field experiences in the professional component.

These changes clearly neutralized some of the intended impact of the Board of Higher Education's version. Nevertheless, they were adopted with the support of the Department of Higher Education with the understanding that, despite the education topics now inserted, courses in the behavioral/social sciences would be "pure," i.e., they would not be translated by education faculties into methods courses. In addition, it was agreed that the Chancellor and Commissioner would have the latitude to grant exceptions to the standards - this provision is actually contained in the regulations. Further, the State Board of Education

reiterated its intention ultimately to study and refine the content of professional training and, by formal resolution, to replace the alternative transcript evaluation approach to certification.

5. Implementation (September 1983)

The new standards became effective for freshmen entering the colleges in September 1983. There is little doubt that the implementation phase was entered with more than a little confusion resulting from two different sets of regulations, somewhat differing philosophies, and unresolved issues. However, staff of the two state departments met on several occasions with deans and directors of education programs to develop an agreed-upon schedule and procedure for implementing the standards and approving new programs. In addition, certain operating principles were evolved from explicit regulations, from administrative understandings, and from conclusions implicit in the standards. These principles were:

a. at least 96 credits of each program must be in the liberal arts and sciences, including the behavioral/social sciences;

b. no more than 30 credits may be in professional education;

c. the 30-credits in professional education must include field experiences at the sophomore/junior/senior level and any education coursework;

d. the behavioral/social sciences must be "pure;"

e. the Commissioner/Chancellor have the authority to waive requirements; and

f. the Department of Education would continue to study the issue of professional training and would redefine its specific content at some time in the future.

6. Implementation Problems (December 30, 1983)

By December 1983, colleges had raised specific implementation problems and requested exemptions from certain standards as explicitly permitted in the regulations.

First, many of those colleges which prepare secondary teachers complained that, although the intent of the new standards was to limit professional education while increasing the liberal arts, the effect on them was exactly the opposite. Prior to 1982 they were required to offer only 15 credits in education plus student teaching; now, given the Board of Education's "pedagogical" topics under the behavioral/social sciences combined with its 30-credit education minimum, these colleges were forced to offer what amounts to 48 credits of mandated professional preparation. The point was made that a 48-credit requirement could hardly be considered a minimum, as state regulations are intended to be. Many of those colleges requested to reduce these numbers in order

to maintain study requirements in the liberal arts and subject field majors. Several of the better-known liberal arts colleges which traditionally prepared teachers - Princeton, Montclair, Rutgers - said they were unable to continue to do so without violating their own liberal arts requirements. In effect, the 48-hour requirement would put some of our better liberal arts colleges out of the teacher education business.

Other institutions indicated that the Board of Education's required topics listed under the behavioral/social sciences were not sufficiently broad and encompassing to justify 18 credits. In effect, they said that there is not 18 credits worth of knowledge in the topics either at the elementary or secondary level. They requested exceptions in order to maintain their liberal arts requirements and to avoid stretching out instruction merely to fill up six courses.

These requests for exceptions led the higher education community to urge that we eventually eliminate our 30-credit requirement in professional education as part of the overall reform effort. Some contended that this requirement, in combination with the 18 in behavioral/social sciences amounted to an atypically excessive professional concentration for a Bachelor of Arts program. Many pointed out the discrepancy between our position on "artificial barriers" in the alternate route and our requirement of 48 credits in the primary route. Several claimed that no one would want to go through the primary college route unless the requirements were reduced to a reasonable minimum.

7. <u>The December 1983 Letter</u>

The two departments surveyed the colleges and determined the specific kinds of exceptions they planned to request. After a meeting of the Commissioner and the Chancellor, the following was communicated to the colleges in a letter of December 30, 1983:

1. most types of requested exceptions would be <u>denied</u>;

2. requests for exceptions to the 48 credits of professional preparation would be granted in cases where the college could demonstrate that meeting that requirement would lower the colleges own academic requirements; e.g., if Princeton University, or any liberal arts college, could show that the requirement for all academic majors was 36 credits rather than the required 30, then that college would be permitted to reduce the 48 credits of professional preparation accordingly;

3. that, whatever behavioral/social sciences <u>were</u> offered would have to be in the "pure" disciplines (i.e., they could not be education courses); and

4. that the colleges might have to adjust to changes in the standards within a year depending on the results of the Boyer Study.

8. The Boyer Report (March, 1984)

The Boyer Report emerges as a definition of essential professional knowledge which must be applied to the colleges. It is a response to the Board of Education's initial promise to refine its definition of the content of college teacher preparation. Its authors provide a sound base of research credibility and authority lacking in previous definitions. The fact that the Boyer Report represents the consensus of some of the most respected educators and behavioral scientists in the country has contributed to its universal acceptance in all segments of the professional community. Some professional organizations have cited it as the best effort in recent years and they, along with other states, are using it as the foundation for their own standards.

The Report acknowledges that the essentials are fairly simple and focused - not as substantial as to confirm the validity of a 48-credit minimum. The report states that the knowledge and experiences needed by beginning teachers can be acquired in undergraduate programs or in year-long internships - usually an undergraduate concentration would be 24-30 credits, not 48. The topics it lists encompass both the behavioral/social sciences and education, yet it integrates these topics and organizes them across the lines of "pure" and "applied" disciplines.

Because the Boyer topics are essential ones recommended by those familiar with research, it is a necessity that they be incorporated into our standards for colleges. In addition, the number of credit hours now required should be re-examined in light of the Boyer topics to determine a reasonable minimum.

Major Issues

Several major issues should be considered in the process of applying the Boyer Report to college teacher preparation:

1. Minimums vs. Maximums

In general, it is the role of the state to prescribe minimums which colleges must meet but can go beyond. Mandating maximums (in effect, requiring the "ideal" in terms of defining the entire preparation curriculum or requiring lists of course titles and credits) has several negative effects. It deprives college faculty of the ability to exercise judgment in designing their programs. It offers a sort of protectionism to education faculties who often, in defending a weak course to the campus curriculum committee, will resort to the argument that "the course is required by the state." As a result, some college academic committees do not devote serious attention to determining the quality of those courses which we specifically require. They have learned that the course must be offered anyway regardless of its quality. Elaborately defined curricula also inhibit the ability of evaluation teams to use qualitative judgment in assessing programs. If the standard is a 3-credit course in _____ topic, then that is what gets emphasized rather than the quality of instruction and the depth and substance of the curriculum. Specific course/credit requirements create a false impression of consistency while providing accreditation terms with a "crutch" that distracts them from issues of quality. Again, in general, state regulations should define what is required minimally.

2. Normal Concentration

The usual amount of study devoted to a field of concentration within a Bachelor of Arts program is 24-30 credits. When external requirements force that number significantly higher, other aspects of program (liberal education, academic major, electives) considered essential by the collegiate community must be reduced to the point where the certification program no longer meets minimum requirements for the Bachelor of Arts degree. This problem has produced tension within the State of New Jersey and has motivated some colleges and states to create the B.Ed. degree, generally considered a low status degree, for education students who take large professional concentrations.

At the undergraduate level our focus should be on preparing beginning teachers, not master teachers, by providing essential knowledge and skills through a professional concentration of typical size and scope for the baccalaureate level.

3. Competition

A major goal of the alternative certification plan is the elimination of artificial requirements, or barriers, which discourage talented people from studying to become teachers. We must insure that new teachers coming through the alternate route acquire the essential knowledge and skills needed to succeed, but want to avoid hurdles which do not seem to make a difference. It is toward the achievement of this goal that the Boyer Report was aimed.

An expected benefit of the alternative route is a healthy competition between that approach and the primary collegiate route. Yet, to obtain the quality which competition might stimulate, we must insure that requirements in the two routes are comparable. In particular, we do not want to place colleges at a disadvantage by mandating that students who choose that route meet "extra" requirements. As many collegiate representatives have asked, "Why would a student choose to go through a 48-credit preparation program when they can get a sound liberal arts education and try to gain employment as a provisional teacher?" Colleges have claimed, not that we will close their programs directly, but that we will force them out of business by making their programs unattractive compared with the alternate route. An undergraduate student who must take 48 credits in a field of concentration has no room to explore other interests or to prepare for alternative career choices - he/she is locked into teaching, a field in which the chances of obtaining a job are slim.

We want college students to prepare for teaching and we want college teacher education to remain the primary route. Therefore, we must emphasize essential minimums while avoiding arbitrary maximums which discourage college students from studying education.

4. Field Experiences

It is important to keep in mind that, under the new standards of both state boards, colleges must now offer significant amounts of field experiences as part of professional training. Such experiences must be provided in the sophomore, junior and senior years. This is not an "extra;" it is the heart of the professional component of undergraduate programs. The experience requirements were adopted specifically because the research shows that professional knowledge is best acquired in the context of actual experiences in the classroom. The alternate route plan incorporates this same notion and, indeed, both the college and alternate routes in New Jersey are founded on the concept of internship. This point was apparently lost by those who supported the new college standards while opposing on-the-job training in the alternate route. The new college standards require on-the-job training.

In any case, the approximately 15 credits of field experiences which must now be included in college teacher education programs must be considered when assessing the amount of professional training offered under the auspices of teacher education faculties.

Options and Recommendations

Several options were considered and rejected in the process of deciding how best to apply the Boyer Report to college programs while achieving consistency between the college and alternate routes:

Option 1: Simply retain the 18-credit requirement in the behavioral and social sciences and the 30-credit requirement in professional education. Remove the "old" course/topics and insert those from the Boyer Report.

Arguments Against

a. As many colleges have argued, 48-credits is excessive for the undergraduate level. It is not a reasonable minimum and it is not consistent with minimum requirements in the alternate route.

b. Few students will want to go through the college route. The excessive requirements will discourage them from doing so and encourage them to take their chances with the alternate route.

c. Most requests for various types of exceptions to the new standards have been denied, as evidenced by the large proportion of colleges which did not gain initial approval of their compliance plans. However, as authorized by regulations, the Chancellor and Commissioner have waived the 48-credit requirement for certain colleges. To continue to present this requirement as a minimum is deceptive.

d. Strict adherence to a 48-credit minimum will prevent many of our best colleges from preparing teachers. Their own strict institutional standards for liberal education prevent them from offering 48 mandated credits in professional preparation.

e. There is not 48 credits worth of knowledge for beginning teachers, either in the Boyer Report or in the old topics in the code.

Option 2: Adopt the Board of Higher Education's version of the standards i.e., 18 credits in the behavioral/social sciences and no credits in professional education.

Arguments Against:

a. This would mean that education faculty would handle only field experiences while all professional coursework would be in the foundation disciplines. Yet, the Boyer Report presents some topics, such as classroom management, the setting of objectives, the planning of instruction and classroom disruption, which are more applied than "pure." Colleges of education could see limiting all study to the behavioral/social sciences as a direct attempt to eliminate their role.

b. The 18-credit minimum in the behavioral/social sciences still is arbitrary and the question remains as to whether six courses are needed to cover the Boyer topics.

Option 3: Eliminate the distinction between the behavioral/social sciences and professional education. Just require a 30-credit component in professional preparation and list the Boyer topics as content.

Arguments Against:

a. There would be no basis for assuring any substantive study in the foundation disciplines even though the Boyer Report clearly upholds their importance. Some colleges would return to offering only education courses.

b. Without an explicit provision for a minimum of 96 credits outside education, this option would open 18-credits of the curriculum up to elective education courses. Some institutions would return to 48-credits of education courses with disparate titles (story-telling, puppetry, etc.)

Option 4: Distinguish between elementary and secondary certification programs, e.g., require:

Elementary: 18 credits in behavioral/social sciences
30 credits in education (including field experience.

Secondary: 9 credits in behavioral/social sciences
18 credits in education (including field experience.

Arguments Against:

a. The same arguments raised in options 1-4 still would apply to elementary education.

b. The experts who served on the Boyer panel urged that we not distinguish between elementary and secondary education. They stated that the amount and areas of professional knowledge are the same while the difference comes in the type of classroom situation in which the candidate is placed and the emphases within the topics studied. For example, secondary teachers may emphasize adolescent development but should also understand child development. Professionals who operate training programs will know how to vary these emphases without state regulation and their judgments will be subject to peer evaluation.

c. The state panel advised against this sort of distinction because it denigrates the professionalism of secondary teachers by suggesting that high school teaching is simple and does not require specialized knowledge.

d. Distinctions between elementary and secondary preparation are artificial. Secondary certification authorizes one to teach a subject in grades K-12, while elementary certification allows the holder to teach self-contained classrooms K-8. In terms of state authorization and the potential students to be taught, there is no real difference - it is dependent, not on training or knowledge, but on the curriculum organization of the local district employing the teacher.

Recommendation

The recommendations in N.J.A.C. 6:11-7(a) 10-11 (attached), of the regulations approved for publication at the June meeting contain the following provisions:

1. Deletion of the 18- and 30-credit requirements of professional preparation.

2. - 126 credits for college degree

   -96 credits in liberal education including:

   a. general education and academic major; or

   b. general education, academic major, and behavioral/social sciences (0-9 credits in B/S sciences);

-15 credits in professional field experiences; and

-15 credits in professional education (whatever behavioral social science credits, of the required 9, are not offered under liberal education, must be offered under professional education).

3. A minimum of 9 credits in the "pure" behavioral/social sciences. The number of credits is based upon staff analysis of the Boyer topics and the normal organization of those topics within college courses. Again, these 9 credits can be placed by colleges in the 96-credit liberal arts component or the 30-credit professional component because, while they are truly social sciences courses, they are relevant to professional preparation.

4. A requirement that all of the Boyer topics be covered. This will be based upon the qualitative judgments of peer accrediation teams.

5. A required professional component which must include, but is not limited to, field experience in the sophomore, junior and senior year.

This combination of requirements accomplishes the following:

1. requires essential study in the college programs;

2. prevents traditional education preparation beyond 30 credits;

3. insures a strong field emphasis within the 30 credit component;

4. establishes a 9-credit minimum in the behavioral/social sciences; and

5. since the behavioral/social sciences can be counted in either (or both) the liberal arts or professional education, expansion of this aspect of preparation is possible so long as the courses are "pure."

This fact that the behavioral/social sciences can legitimately be considered as liberal arts or education is important. While we are imposing reasonable standards on the colleges, we are also providing flexibility to design a curriculum based on the types of teachers the college prepares, its mission, and its own local standards. Consider the following hypothetical examples:

1. Princeton University, which prepares only secondary teachers and has a strong liberal arts program, could devise a curriculum which includes:

   a. 96 credits in the liberal arts (no behavioral and social sciences); and

b. 30 credits in professional preparation which addresses the Boyer topics through:

- 9 credits in the behavioral/social sciences
- 6 credits in education courses; and
- 15 credits in field experiences.

2. Glassboro, which prepares elementary teachers and has a strong professional emphasis, might devise a program which includes:

a. 96 credits in the liberal arts including 12 in the behavioral/social sciences; and

b. 30 credits of professional education including:

- 15 credits in education courses; and
- 15 credits in field experience.

Other variations are possible. They all share the common standards and they all give colleges controlled flexibility to compete with the alternate route and to devise the kinds of programs which make the most sense locally in the judgment of the faculties.

* * *

In summary, standards for college programs have undergone an evolution which has included study by the Newman Commission, the adoption of standards - first by the Board of Higher Education and subsequently by the Board of Education - the implementation of new programs and the resolution of problems resulting from this process, the study of the Boyer panel, and the emergent competition with the proposed alternate route. Throughout this process, the Departments of Education and Higher Education have worked jointly with the colleges to insure that quality is maintained and the intent of standards adhered to strictly.

We have tightened standards in the college route in New Jersey considerably. We still must recognize that most of our new teachers come from colleges outside New Jersey and through alternative mechanisms. Our new regulations propose that standards for these other sources of teachers be tightened also. It remains for us now to align the two routes so that they are based on common essentials and can compete fairly to the benefit of our education system. Our proposed adjustments in the college standards, we believe, will accomplish this goal.

LK/ckb/0258f

THE STATE UNIVERSITY OF NEW JERSEY
RUTGERS

President

New Brunswick • New Jersey 08903

APPENDIX F

10 August 1984

Dear Saul:

We have now had an opportunity to review the Report of the State Commission on Alternative Teacher Certification, as well as the proposed Administrative Code regulations for teacher preparation and certification, and would like to offer our comments on these documents.

As you know, we share your belief that the long-term key to educational improvement lies in attracting the most talented to teaching. Thus, we support your efforts to bring into teaching more of our most able liberal arts graduates.

One of the most significant of the proposed changes is the requirement that all candidates for certification pass an externally administered test. We endorse this concept strongly, and urge that the Administrative Code make provisions for test content and norms of performance which make clear the intention to limit entry into the profession to academically well qualified candidates. Subject matter and general knowledge tests should cover material similar to that used to determine admission to graduate programs in the arts and sciences disciplines. The passing score should be roughly equivalent to the national mean scores of those entering graduate study in those disciplines. Rigorous test standards would enhance the teaching profession, which, in turn, would serve to attract more of the brightest students to teaching.

Further, we would urge that the testing program include a professional knowledge component. Teaching needs to be valued in the same way we value other professions such as law or accounting by recognizing that there is a body of knowledge common to the profession, and that a candidate for state licensure ought to be able to demonstrate a command of that knowledge. This need brings us again to the initiative you have lead to address the problem you identified before of defining that professional core. As you know, we agree that this is a most important task which should command the attention of faculties in the disciplines as well as those in professional education; we hope we may all now turn to it in this context.

We believe the responsibility for transmitting that body of knowledge, as well as for supervising a teacher-candidate's internship in the classroom, should rest with the colleges and universities. Although the proposed alternative route to certification recognizes that both the formal presentation of course content and the experience of supervised teaching are essential elements of a teacher training program, it places the basic responsibility for the conduct of the training program and the evaluation of teacher candidates on the school district rather than on college or university faculty. We think this would be a grave mistake. In order to assure its academic integrity, the seminar or practicum intended to provide the provisional teacher with the theoretical knowledge required to be fully certified should be taught by college or university faculty who have the requisite credentials in the field. Supervision and evaluation similarly should be carried out by properly qualified college or university faculty who, because they are insulated from local district political pressures and the tightly constrained, adversarial nature of the collective bargaining process, are in the best position to make fair assessments about whether prospective teachers merit certification by the state. With good reason, we have traditionally relied on the independent, objective judgment of faculty at academic institutions for this purpose, and we should strongly resist changing that practice.

The proposed alternative certification procedure, in effect, goes to great lengths to duplicate the features of the standard college or university-based process while largely circumventing the college and universities. The proposed

scheme appears to be so cumbersome and bureaucratic that it is unlikely to attract large numbers of candidates of quality or interested districts. Minimally, if the educational control of an alternative certification program is located in the schools, we hope you will reconsider the role of college and university faculty in such a program. Certainly the language of the proposed academic code regulations should be tightened to require school districts to rely on (not merely to "seek the involvement of") college or university faculty for instruction of the seminar or practicum. To insure canonical quality control by faculty, graduate credit should then be awarded for satisfactory completion of the program's academic component. In addition, college faculty, preferably from the institution offering the seminar, should supervise the provisional certificate holder's classroom teaching and submit an independent recommendation for certification to the State Board of Examiners.

Thank you for the opportunity to comment on this critical issue. Please accept our congratulations for your leadership in establishing the goal of upgrading entry into teaching. Our comments support this goal, which we believe can best be achieved by recognizing the State's responsibility to license teachers, the schools' responsibility to employ teachers from among those licensed by the State, and the colleges' and universities' responsibility to prepare prospective teachers for licensure and subsequent employment.

Sincerely,

Edward J. Bloustein

Dr. Saul Cooperman
Office of the Commissioner
Department of Education
225 West State Street
Trenton, New Jersey 08625

cc: S. David Brandt
T. Edward Hollander

bcc: Irene Athey
Nathaniel J. Pallone
T. Alexander Pond
Evelyn H. Wilson
University Council on Teacher Education

APPENDIX G

POLICY STUDIES IN EDUCATION

What's Wrong With Teacher Education:

A Case Study

by "William Thorburn"

LEARN, Inc.

The Education Foundation

LEARN, Inc., is a private, tax-exempt research foundation specializing in education policy and supported entirely by voluntary contributions. We believe that the collapse of educational excellence in the 1960's and 1970's was caused by the neglect of certain fundamental principles. Until educators are willing once again to heed those principles, schools will continue to be places of frustration and despair.

---

1. Not all subjects are equal: there are certain basic skills which students should not be free to avoid. These include competence at reading, writing and mathematics, and acquaintance with the worlds of literature, art and music, history, politics, and the natural sciences.

2. Real learning is hard work: homework, tests, and grading should be restored to their rightful places.

3. A sound disciplinary climate, with swift and sure penalties for misbehavior, is indispensable for academic effectiveness.

4. School faculties need more liberal-arts graduates with some measure of real learning, and fewer alumni of the warehouses for the semi-competent called "teacher colleges."

5. Schools should pay more attention to excellence than to equality. The schools which contribute most to the cause of equality are precisely those which concentrate on excellence.

6. Schools need leaders, not mere functionaries. Vigorous, responsible leadership is incompatible with the crazy-quilt of overlapping State and Federal agencies which have acquired the power to regulate, limit, and reverse local decisions.

7. Monopolies hurt both consumers and producers, and violate the basic principles of a pluralistic society. Vouchers, tax credits, and similar mechanisms for broadening parental choice are essential to education reform.

5010 WISCONSIN AVENUE, N.W. • SUITE 118 • WASHINGTON, D.C. 20016

WHAT'S WRONG WITH TEACHER EDUCATION: A CASE STUDY

By "William Thorburn"

When the National Commission on Excellence in Education issued its report last spring, its conclusions, however dramatically stated, did not address what may well be the most serious aspect of the crisis in education: the teaching of teachers.

No matter how many recommendations are implemented, no matter how much money is spent, the core of the crisis will remain until there are thoughtful, substantive reforms in the education of future teachers. This problem is not new, nor has it gone unnoticed. Gilbert Highet, the noted Columbia classicist and author of The Art of Teaching, remarked more than thirty years ago that West 120th Street in Manhattan was the widest street in the world: it separated the main part of Columbia's campus, with its traditional science and humanities departments, from Teachers College.

Another example of this gulf is the system of training public school teachers in the state of New Jersey. This state currently requires its teachers to have studied a minimum of five three-credit courses: Educational Psychology, two courses in the teaching of reading, one course from a broad category called Human and Intercultural Relations, and an elective such as Introduction to Education.

An undergraduate education major must take a minimum of 55 credits in education courses. These forty credits beyond the minimum mandated by the state are a requirement of the college's education department (or school). The same department requires 43 credits in education courses of [redacted] graduates without teaching experience who are returning to colleg[redacted] for the certificate. This requirement holds no matter how intense a [redacted] student's past concentration in a subject field and no matter how [redacted] the reputation of his college.

The reason candidate teachers find themselves compelled to more than double their exposure to education courses is the state requirement for them to have experience as a student teachers. In practice, arrangements to serve as a student teacher in a public school can only be made through a college with a recognized education program. It is this monopoly that endows the college with the power to mandate whatever education program it wishes.

"William Thorburn" is the pen name of a writer on education topics who recently completed an education program at a New Jersey state college. He is now authorized to teach in the state's public schools.

It is very difficult to circumvent this monopoly, although it can be minimized. Only Rutgers, the more selective state university, and Fairleigh Dickinson University will sponsor a student teacher who has completed only the state's minimum 15 credit requirement, and only if he already holds a degree.

These requirements are enforced inflexibly. Despite the acknowledged shortage of science teachers, the state's certification division recently refused to grant a certificate to a Scotswoman who had completed three of the five required education courses and over 100 credit hours in her science specialization. The woman obviously had both a desire to teach and the requisite academic credentials, but, not being able to satisfy adamantine requirements, she was forced to abandon the profession she had practiced in the United Kingdom.

What are all these required courses in education like? Only one college will be discussed here. It will go unnamed, but because there is little variation in the nature of the programs and the credentials of the faculty teaching the courses, it could very well serve as a composite of all six New Jersey state colleges which offer education programs. (It is also not atypical in its offering of graduate credit for summer programs devoted to the study of the geology of Hawaii or to "an extensive camping and canoeing experience in northern Ontario.") For the sake of convenience, the following discussion will concentrate on the five courses prescribed directly by the state government for <u>all</u> prospective teachers: educational psychology, two courses in the teaching of reading, a course in human and intercultural relations, and an elective.

EDUCATIONAL PSYCHOLOGY

Educational psychology is a fully independent department at the college under discussion, as at most colleges with education programs - not in any way connected to the Psychology Department. The not very felicitously phrased catalogue description for the basic course in educational psychology notes that the student will be exposed to an "analysis of learning theory and its application. Considers cognition, motivation, tests and measurements." But several students, with different instructors during the academic year 1982-83, agreed that there was a serious disparity between the catalogue description and the actual conduct of the class. They also agreed that their instructors appeared to be somewhat eccentric. (All of these students interviewed had at least one degree before entering the education program and were comparing the instructors in the program with college professors in traditional liberal arts disciplines.)

One student told of a professor who assigned no textbook (something not inherently ill-advised) or any other reading material for the course, because, he said, no text would include all the most current data or the variety of topics he wanted to cover. From the beginning, however, his lectures depended on research and analyses that were published as far back

as 15 to 17 years ago: principally those of the Romantic Critics. They provided the philosophical underpining for his lectures. They were his reference, his touchstone, his source of authority and legitimacy.

This is not the place to discuss the merits of the Romantic Group's critique of education, but a summary would be in order, especially since this man was not the only one at the college propounding their views. The group includes Paul Goodman, whose book, Compulsory Miseducation, is the centerpiece of the genre. Coming of Age in America by Edgar Friedenberg, How Children Fail by John Holt, The Greening of America by Charles Reich are other books in this group. The gravamen of their complaint is that schools create an atmosphere suffused by control, distrust, and and the constant threat of punishment. Children are bored because of poor teaching techniques, they are confused because they are not encouraged to think independently, they are afraid because they think they will not get from education what they think they should get. Schools, in short, are more concerned with indoctrination than with thinking.

Unfortunately, the experimental systems that these 1960's authors suggested as alternatives to traditional, "authoritarian" schools have either failed or been only marginally successful. Their lack of success may have been caused by an insufficient practical appreciation of human nature. But even if there are more complicated explanations for their failure, an attempt to prepare students for the classroom based on a study of the Romantics alone is an exercise in folly.

With the Romantics as his intellectual armour, this particular instructor maintained repeatedly that the main goal of education is to improve the self-image of the student. Not a few parents might think that education has as its purpose the imparting of skills, the development of critical thinking, and the acquisition of the substance of one's cultural heritage. Not so, according to this educational psychologist. In fact, he cheerfully, almost proudly, confessed to his class that he himself usually did poorly on standardized tests. He said that when he took the Graduate Record Examination he was angered by the presence in the verbal section of words not found in everyday use. He could find no reason, for example, why anyone would ever use the word "claque" in conversation. He certainly never used it, and thought its inclusion on the test a gross imposition.

He urged that what skills are acquired should be done so through his version of the Mastery Learning theory of Benjamin Bloom, which contended that all children are capable of learning, but that they should not be graded on how much they have learned. When a class is exposed to new material, said the instructor, the brighter students will master it quickly and then stop to help their weaker mates. The class need not progress until all students have learned the material. By the end of the year, not very much learning will have taken place, but the system does give teachers the satisfaction of knowing that even the poorest student has learned something. Come what may, teachers must not set unattainable goals.

The same instructor insisted that teachers should try to understand why children misbehave rather than demonstrate how they ought to behave. This understanding could be achieved, he said, by taking a personal interest in the students: knowing their birthdays, personal problems, hobbies and interests, etc. Every student should leave each lesson with some degree of self-esteem.

Ironically, most of this instructor's lectures were delivered in dogmatic fashion; each of his tenets was repeated over and over again and no deviation from a prepared formulation was permitted. He certainly did not choose to model his own practice on the Romantic Critics, even though their thought formed the substance of his beliefs. His two tests in the course each consisted of ten short answer questions.

On the session before each test, the instructor rehearsed the questions and their answers with the class.

Only chronic absenteeism would result in a grade lower than C in this class. As it happened, during the first test, several students had not in fact done any preparation and were openly, defiantly cheating. Two other students observed this behavior and planned to bring it to the instructor's attention at the next session. They did not have the opportunity.

The next session was devoted to the problem of student tensions. In the present competitive nature of schooling, said the instructor, students could not avoid tension. Cheating was one excellent way to relieve tension. Knowing that one can cheat and not be punished for it will make students less anxious and more willing to keep coming to school and tolerating the otherwise intolerable, authoritarian nature of education. Needless to say, the two students who had planned to call his attention to the "problem" of cheating decided not to bother.

This same instructor failed to return his mid-term examination until two weeks before the end of the term (a traditional complaint of students through the ages), which contradicted his frequent emphasis on the need for students to have an appreciation of the quality of their work. He also announced that his one written assignment, a three-page critique of virtually any book touching on education, would not be graded, but only contain a check mark to show that the work had in fact been submitted. And it turned out that the check mark was only in his grade book; the actual papers were never returned to the students, denying students an appraisal of their skills. This probably did not make a difference in any case, because he encouraged students merely to read in order to obtain the principal message of the book. If this could be done by reading the first and last chapters, he said, that was perfectly acceptable to him. It seemed as if all he wanted was for the students to hold a book on education in their hands, however briefly.

But it cannot be said that such an instructor does not teach. Much effective teaching takes place by example, and the lesson of this instructor's example is that future school teachers need not be subjected to a rigorous analytical exercise in what was said to be one of the key courses in their program. The likely effects on what they will and will not, in the fullness of time, tend to require of their own future pupils should be obvious.

HUMAN AND INTERCULTURAL RELATIONS

The tenets of the Romantic Critics were not confined to Educational Psychology. Another of their champions taught "Education and Social Change," a course within the category of Human and Intercultural Relations. This course's title implied that it would be filled with opportunities to discuss the social role of education. The instructor seemed an apt selection: a high-ranking college administrator who would naturally be familiar with the latest developments in the social standing of education as perceived by politicians at all levels of government. He would presumably be aware of current proposals for reform or innovative teaching concepts.

Instead, the hoary theses of the Romantic Critics were again rehearsed, buttressed by an occasional two-sentence summary of a complicated subject like education in 19th-century America. Another leitmotiv was the power and influence of the press, the education editor of the principal state-wide newspaper in particular.

This rather diaphanous lecture material was supplemented by twenty-year-old films which tried to elucidate educational problems and techniques current at the time the films were produced. These film selections were at least consistent with the somewhat [illegible]aic emphasis on the Romantic Critics.)

The course was, in short, neither a history of education nor an examination of contemporary problems, but a melange of nostrums, current events, and common sense.

There was never an attempt to instill any degree of professionalism into the course. This would have been difficult in any case, since the instructor, as a high level administrator in the college, was frequently absent from class because he was attending or conducting meetings on campus or in the state capital. Students became as familiar with the department chairman, who announced the instructor's absences or anticipated tardiness, as with the instructor himself. Of the fifteen weekly sessions, he was absent from seven, late for all the others. Most of the sessions that he conducted lasted little more than an hour of the scheduled two hours and thirty minutes. When his time in class was not devoted to his recurring leitmotivs, he supervised the viewing of videotapes of his interviews with people concerned with education, principally other members of the college faculty (although, to his credit, he did include two twenty-minute interviews with the Star-Ledger education editor).

The principal student requirement in this class was a paper on a topical issue such as sex education, student suicides, or shortage of athletic coaches and math teachers. Each student also had to present an oral summary of his research before his classmates at the end of the term. Each presentation was originally scheduled to last fifteen to twenty minutes during the last two or three sessions of the term. But because of the instructor's many absences, all the presentations had to be jammed into the last two sessions, which meant they could take only ten minutes each.

During the first of these two sessions, however, the instructor permitted the president of the college's faculty union to present his argument for an increase in the state sales tax, which would permit more state money to be spent on faculty salaries. The union leader followed his unscheduled presentation with a request to the students to write form letters to their state legislators urging the increase. As it happened, he came with a generous supply of form letters, envelopes, postage stamps, and lists of the names and addresses of the legislators. He even offered to determine which legislator served which students in the event students did not already know the appropriate name. Without hearing any opposing views, students were under moral pressure to write the letters in the prescribed manner and submit them, properly addressed, into a box carried by the union president as he went from student to student.

This episode absorbed the entire remainder of that session, which left only one session into which all the remaining oral presentations had to be squeezed. And squeezed they were: Students were compelled to dash through a three to five minute oral precis of a 10 page paper in a nervous, almost incoherent manner.

To accommodate all the students, this last session lasted well beyond the allotted 2-1/2 hours; and the instructor, in the final minutes of the term, admitted ruefully that he had not achieved all that he had wanted to achieve during the semester.

READING

The state of New Jersey requires that all applicants for teaching certificates must complete two courses in how to help students improve their reading skills. (This requirement began in the mid-'seventies as a response to the newly discerned problem of student illiteracy.) One of the courses is "Foundations in Content Reading: Secondary (Elementary)," the other "Teaching Reading in the Secondary (Elementary) School." This two-course sequence provoked the most animated comments from students. The consensus was that the material could easily have been condensed into a one semester course without measurable harm. The selection of texts for the two courses supports this conclusion: The first course's text was entitled Reading Strategies for Middle and Secondary School Teachers, and the second's Reading Instruction in the Secondary School. Indeed, one instructor admitted that from the beginning one purpose of the two-course reading requirement was to provide work for reading specialists. He also revealed that the faculty senate, troubled by declining enrollments, had recently considered a proposal to add a third required course in reading.

Only one of the several undergraduate-level reading instructors observed by this writer or his fellow students came close to meeting the standards of competence that one would expect of an instructor in a liberal arts subject. This person taught "Foundations in Content Reading," had a well-organized syllabus, actually adhered to that syllabus, and was able to maintain control over the class.

Unlike most of the other instructors in the education program, this one refrained from waxing autobiographical as a substitute for unprepared lecture material. Many tended to consume the bulk of a session with detailed descriptions of youthful adventures, divorce proceedings, surgical operations, stress (deriving mainly, some students thought, from fear that their jobs would be abolished), hobbies, and other interests.

This instructor was also unusual in that students could not take it for granted that they would easily or automatically get high grades, although a grading scale was used. On the other hand, the two exams were composed exclusively of 100 multiple choice questions.

A more typical instructor of reading was unable to prepare his lectures conscientiously, nor did he seem to want to hold his students for more than half of each scheduled session. He was indifferent and desultory in his lecture style. A good portion of class time was devoted to promoting his own consulting firm, which specialized, oddly enough, not in reading, but in stress control. It would be difficult, in short, to claim that the foundations of reading techniques were taught in his class.

Yet another instructor in this department was an unmitigated disaster for students, the department, and the institution itself. This instructor routinely came into her classes on "Teaching of Reading in the Secondary Schools" twenty to thirty minutes late. During class she would make frequent trips back to her office to fetch some forgotten but inevitably useless materials. She always arrived with a large cup of coffee in one hand and a cigarette in the other, and smoked several more cigarettes during the session, despite the presence of three printed signs expressly forbidding both drinking and smoking.

She provided very little in the way of real lecturing or useful discussion. Two full sessions, for example, were devoted to a clumsy demonstration of an intelligence test. She did not explain the significance of the test, nor even attempt to put it in any context whatever, although she did acknowledge that most teachers in the public schools would not have occasion to use it. Students left each session with a feeling of benumbed helplessness. Other sessions were devoted to rambling, ill-prepared discussions having almost nothing to do with her syllabus. She justified these digressions with the claim that the assigned text was so thorough that there was little she could add in class.

One such digression, which became the centerpiece of two class sessions, was the instructor's reflections on the report of the National Commission

on Excellence in Education. She rejected the Commission's conclusions with a tone of unrelenting hostility, though she did acknowledge the poor state of literacy among high school and college seniors. She herself contributed nothing to the amelioration of that problem. During a demonstration of another intelligence test, comprising 100 multiple choice vocabulary questions, she went over the answers with a poorly hidden dictionary, indicating her own lack of mastery of these not too esoteric words; she even mispronounced many of them. There were enough similar instances that by the end of the term her authority and credibility were in shreds.

When her mid-term examination, consisting of 100 objective questions, was returned, some of the students realized that between 9 and 13 of their answers marked wrong were actually correct. One true-false question, for example, had stated that "the word 'base' had only one meaning," and only students who had called that statement "true" received credit. But the instructor would not countenance appeals to discuss the disputed answers and made no effort to re-grade the examination. She said that she had already devoted an excessive amount of time to grading the examination, and could not possibly do more.

But the students, perhaps because of the obvious justice of their case, were also adamant. They insisted on knowing just how it could possibly take so much time to grade a test which consisted entirely of objective, multiple-choice questions. The instructor then admitted that she had spent only one half hour grading the exam by use of a key, but four more hours analyzing the results. She had determined <u>exactly</u> how many students chose <u>each</u> possible wrong answer for each question. This effort was necessary, she claimed, so she would know whether the questions were apt for that particular course in the future. But under further questioning, she admitted that she was going to use exactly the same test next semester in any case.

Apparently the instructor hoped that this "explanation" would appease irate students and justify her unwillingness to reconsider or revise their grades. Not surprisingly, for several students it had exactly the opposite effect. In response to these students, she grudgingly offered a qualified concession: <u>only</u> students who provided documented proof of the grading errors would be eligible for a change of grade, and only if the written evidence were submitted within one week. Even if she agreed that such documentation was convincing, and her original grading therefore in error, she would not change erroneous grading <u>except</u> for those students who went through this extra exercise.

The instructor's calculated concession was successful: only five students accepted the challenge of preparing the needed documentation. Other students were so grateful that the grades were scaled that they were more than content with whatever grades they had received. Several of these even criticized the "complainers" for not appreciating what the instructor did for them in scaling the grades.

From the mid-term onward, this instructor averaged only 50 minutes in class per week. That time was devoted to discussions of current events, proposals to improve the quality of education (including her defense of the practice of granting college credit for remedial courses undertaken by ill-prepared students), and her bilious comments on "the system." There were no more attempts to impart techniques for teaching reading. It was asif she had been intellectually intimidated by her students, at least seven of whom already possessed advanced degrees in traditional academic subjects.

INTRODUCTION TO EDUCATION

Students in the "Introduction to Education" course were initially confronted by what seemed to be an attempt at academic overkill. The requirements for the course were exceptionally rigorous, with two examinations and six separate papers. In the context of the other education courses, these requirements were almost bizarre. But after receiving many complaints from students during the first few weeks of the term, the instructor relented and reduced the requirements by half. Soon afterwards, however, it was learned from former students of his that this ritual of demanding much but then succumbing to the blandishments of rebellious students was a regular, if inscrutable, practice.

The catalogue description of this course led students to believe that they would "consider the nature, aims, and methods of education...Every effort made to involve participants actively, in class and out, in the theory and practice of education." Once the term was under way, however, sessions were devoted to role playing and simulations which focused on teacher unions, parents, and racial conflicts. A few rather trite lectures on how to maintain student attention during a class, how to organize a class, engender confidence from from parents, etc., rounded out the term's activities.

During the semester, the instructor, who was already a member of the college administration, was promoted to a higher level position. Like his administration colleague in the "Education and Social Change" course, he did not hesitate to substitute a combination of anecdotes, apothegms, and casual simulations for coherent, prepared lectures on the subject at hand. At least he did not assign any twenty-year-old films.

There will often be some disparity between the descriptions of a college catalogue and the actual contents of courses. A college instructor will occasionally want to depart from the formulations of the catalogue, especially if he did not write the description himself, but there is usually a creatively useful side to the deviation. The wide, frequent, and erratic deviations of this instructor were neither creative nor useful. They also caused students to suspect that his course, and the required courses of the many other instructors with similar habits, were not even intended to help form the professional competence of future teachers but only to appease one or another pressure group or legislator whose motives could only be guessed.

IMPLICATIONS

Every student, regardless of the institution or program, is likely to encounter one or two poor instructors in the course of a college career. But when the number of unsatisfactory courses nearly equals the number of courses studied, there is an intrinsic problem not only with the instructors, but with the program as well.

That problem is deeply rooted, for the defects of the education professors at this New Jersey college are not only the sort that might conceivably be corrected by even the most idealistic and determined administrators. It is in their broad cultural formation, not just in their work habits, that these faculty members are grossly deficient for the mission of creating and sustaining an environment where learning is taken seriously. They cannot give what they themselves do not have.

A reading instructor at this college, for example, when using the word "lackadaisical" in her presentations before class, added on her own authority an extra s, producing "lacksadaisical;" she also invariably added an extra syllable to "mischievous," pronouncing it "mischievious." It was not uncommon to hear the word "across" pronounced by instructors as if it were spelled "acrost."

In her discussion of how properly to teach a lesson on social studies another reading instructor described in the abstract how an apparently composite civilization developed. She did not, however, realize that it was a composite. The source she used even gave the civilization a nonsense name, "Zinch Valley." A student naively queried her on whether it was a real place. She responded with firmness that it was indeed a real place. Another student, who possessed some research skills, looked into matter thoroughly in the library and concluded that there was never a place named "Zinch Valley." The instructor had simply accepted her secondary source uncritically.

The same instructor was also convinced that Jules Verne was a seventeenth century writer of science fiction; her own declared preferences in reading were the novels of Stephen King and Sidney Sheldon.

This instructor and most of her peers are products of institutions very similar to the one they now help lead. Mostly they began their careers teaching in public elementary schools. Later they obtained master's degrees in education, in some cases doctorates, and thus qualified to join the education faculty of a state college. Most of the students majoring in education at these colleges came from the lowest quarter of their high-school classes. They do not bring much cultural knowledge to their college experience. Nor do they get much cultural knowledge from that experience.

The culture of the typical state teachers college, even if it is mislabeled as a "university," is not hospitable to the values of intellectual inquiry, growth, industry, imagination, and respect for sources that characterize genuine liberal arts institutions. To the

limited extent that inquiry and discussion are tolerated in education courses, they take the form not of dialogue but bull sessions: Discussion as an end in itself, not a means to clarify thoughts or to formulate new thoughts. Students in these courses unavoidably acquire many of the habits and attitudes of their professors and take these with them into their own classrooms in the public schools. Thus it is no wonder that there is widespread boredom among today's high school students. Ignorant teachers are bored teachers, and that boredom will unfailingly be conveyed to their students.

Teachers often complain they are not treated as professionals. Their claim to professionalism is based on, among other things, their having studied "professional" education courses. These do not, as has been demonstrated, possess the same rigor and depth as, say, courses in law and biology. But a member of a learned profession should exhibit learning--not ostentatiously, but capably. And his growth in knowledge and mastery of the cultural core of our civilization should not end with his own commencement exercise, but continue throughout life.

Teachers are models for their students. As such they should help to perpetuate our civilization's highest achievements and ideals, including its never-ending search for still more knowledge, understanding, and wisdom. They should emulate the qualities Chaucer found in the clerk of Oxford: "gladly would he learn, and gladly teach."

Teacher certification as currently practiced in New Jersey and other states requires the future members of the profession to spend their formative years in an environment which is indifferent or hostile not only to these high ideals, but even to such more homely virtues as self-discipline and competence. Until these requirements are thoroughly reformed, the most elaborate and well-crafted attempts to improve contemporary education are bound to fail.

The opinions expressed in this study are not necessarily those of LEARN, Inc. or of any of its officers or employees.

LEARN, Inc., The Education Foundation

BOARD OF DIRECTORS

T. HARDING JONES
Chairman

ERNEST VAN DEN HAAG
Vice Chairman

DAVID HOPPE
Secretary-Treasurer

J. ROBERT BRAME, III
LORELEI KINDER

ROBERT BALDWIN
MARILYN LUNDY
LOUISE OLIVER

PRESIDENT

LAWRENCE A. UZZELL

ADVISORY BOARD

FRANK ARMBRUSTER
Hudson Institute

WILLIAM BALL
Ball & Skelly

RONALD S. BERMAN
A. LAWRENCE CHICKERING
Institute for Contemporary Studies

MONSIGNOR EUGENE CLARK
Annunciation Parish

DENIS P. DOYLE
American Enterprise Institute

RAYMOND ENGLISH
Ethnics and Public Policy Center

DONALD ERICKSON
UCLA

CHESTER E. FINN
Vanderbilt University

EILEEN GARDNER
The Heritage Foundation

NATHAN GLAZER
Harvard University School of Education

ROBERT B. HAWKINS, JR.
The Sequoia Institute

HOWARD HURWITZ
School Management Company

WOODY JENKINS
Louisiana State Legislature

DONALD KEMMERER
PHILIP LAWLER
American Catholic Conference

CONNAUGHT MARSHNER
VICTOR MILIONE
The Intercollegiate Review

CHARLES RICE
Notre Dame Law School

ROUSAS RUSHDOONY
WILLIAM SIMON
John M. Olin Foundation

EDWARD WYNNE
University of Illinois

APPENDIX H

Report of a

PANEL ON THE PREPARATION OF BEGINNING TEACHERS

Dr. Ernest L. Boyer
Chairperson

[Editorial Note: This appendix is duplicated in Appendix L.]

The Henry Chauncey Center
Princeton, New Jersey
March, 1984

022984mgb

Report of a Panel on the Preparation of Beginning Teachers

Ernest L. Boyer
President
The Carnegie Foundation for the Advancement of Teaching

Dr. Ernest Boyer
President
The Carnegie Foundation for the
Advancement of Teaching
Princeton, New Jersey 08540

Dr. David C. Berliner
Department of Educational
Psychology
University of Arizona
Tucson, Arizona 85721

Dr. Frank Brown
Dean of Education
University of North Carolina
Chapel Hill, North Carolina 27514

Dr. Edgar Epps
Marshall Field IV
Professor of Urban Education
Chicago University
Chicago, Illinois 60637

Dr. Emily Feistritzer
National Center for Education
Information
Washington, DC 20045

Dr. Jay Gottlieb
Professor
Department of Educational
Psychology
New York University
New York, New York 10003

Dr. Lawrence Lezotte
Professor and Acting Chair
Administration and Curriculum
Michigan State University
East Lansing, Michigan 48823

Dr. Archie Lapointe
Executive Director
National Assessment Office
Educational Programs
Princeton, New Jersey 08540

Dr. Kathryn Maddox
Director of Multi-Institutional
Teacher Education Center
Kanawha County Schools
Charleston, West Virginia 25304

Dr. Barak Rosenshine
Professor of Education
University of Illinois
Champaign, Illinois 61820

Report of a Panel on the Preparation of Beginning Teachers

submitted to
Dr. Saul Cooperman, Commissioner
New Jersey State Department of Education
Ernest L. Boyer, Chairman
February 28, 1984

Introduction

The Panel on tne Preparation of Beginning Teachers was convened by the New Jersey Department of Education to help define two critical elements of teacher preparation: 1) what is essential for beginning teachers professionally to know?, and 2) what teaching skills and abilities are most effective?[1]

Several introductory points may help place the Panel's recommendations in perspective. First, the Panel was asked to identify knowledge and skills essential for beginning teachers to be conveyed to prospective teachers as undergraduate students or during "internships". These constraints were judged reasonable and appropriate. At the same time Panel members believe strongly that there are other areas of knowledge--such as the history and philosophy of education--that may not be essential for beginning teachers, but which are desirable nonetheless.

---

[1] The Panel was asked not to comment upon the proposals for teacher certification currently being considered by the New Jersey Board of Education and, therefore, did not review or discuss these plans. A copy of the Panel's charge is attached (see Appendix "A").

Second, consistent with its charge, the Panel did not attempt to define these areas of advanced knowledge but recommends that the New Jersey Department of Education consider examining this larger question some time in the future. The Panel encouraged the recognition that teachers should feel a professional responsibility to continue to refine their skills and improve their teaching throughout their careers.

Third, Panel members are concerned that the knowledge and skills for the beginning teacher are so fundamental that they may appear almost too obvious and familiar to command the attention they deserve. Several times the point was made that those preparing beginning teachers might be tempted to view them casually or dismiss them as outcomes generally accomplished. While our recommendations do cover familiar ground, we believe that the knowledge and skills we have identified are often <u>not</u> conveyed effectively to new teachers nor applied in practice.

While we speak of "essential" knowledge, it is important to understand that such knowledge cannot and should not be imparted uniformly to all classroom students. Indeed, the ability to know when and how knowledge should be introduced is itself a basic characteristic of good teaching--one that is essential for all teachers.

Fourth, we recognize the desirability of assigning prospective teachers to various types of districts (e.g. urban, suburban,

rural) to broaden their experience. We also note, however, that there is also great diversity within a single district. Indeed, a single classroom presents a broad range of teaching challenges sufficient for the education of beginning teachers. The critical point is that preparation programs must give new teachers the opportunity--working with mentors--to apply their knowledge and skills in different ways. This goal frequently is not achieved. It is common for new teachers to use the techniques of teaching they have learned without sufficiently sensing the needs of individual students.

Finally, the Panel accepted the proposition that teaching is--or should be--a profession. This led to a discussion of the sense of powerlessness among teachers. We consider it unfortunate that classroom teachers are often at the bottom of the education ladder. The word "practitioner" is often a "low-status" term.

We also consider it unfortunate that textbook publishers and test developers often control by default what is taught in classrooms and how it is assessed. Admittedly, these specialists perform legitimate functions and, in many ways, they are better able than the isolated teacher to keep abreast of research and new developments in education. Still, all too often teachers relinquish their own professional responsibility and teaching becomes little more than "follow the manual and teach to tests."

Our recommendations are intended to encourage new teachers to be knowledgeable and thoughtful about their students, to think for themselves about what should be taught, how it should be taught, and how it is to be assessed. A basic assumption of this report is that the teacher should be a decision maker, not just a technician who links students, textbooks, and test developers. Teachers who assume roles as technicians are bound to be less inspired and less committed to their work.

In the context of these preliminary statements, then, we suggest the following areas of knowledge and skills as essential for beginning teachers.

Essential Knowledge

What then is the basic knowledge appropriate for all beginning teachers? We conclude that all new teachers should be knowledgeable in the following three essential areas;

1. The Curriculum: What is Taught and How it is Assessed

   We begin with the conviction that what is taught is what is learned and that teachers can only convey to others the knowledge they themselves have acquired. Therefore, new teachers should first know the subject matter they must

teach--the curriculum priorities of the school--and be skilled in assessing student progress. New teachers should also learn how to organize the content and know how and when key ideas should be introduced. They should lear· how to develop and use tests, with particular emphasis placed on the difference between written tests and other forms of assessment.

Beginning teachers must understand that, although paper and pencil examinations perform useful purposes, there is some learning--a trip to the museum or the reading of a literary masterpiece for example--that is valuable, even though it may be difficult to measure outcomes. Beginning teachers should have the skill to evaluate such experiences. Simply stated, the beginning teacher should know the special content to be taught--the school curriculum. They should also have the ability to determine what has been learned--the assessment.

The beginning teacher must have the skill to evaluate and choose materials to achieve both of these objectives. This means knowing how to use effectively, textbooks and teachers' guides. It also means having the confidence to select and use primary sources of information. We also conclude that beginning teachers not only need to know how to use prepackaged tests but also have the confidence and skill to construct their own evaluation instruments. In the

end assessment will reflect the experience and wisdom of the teacher and cannot or should not be replaced by externally imposed examinations.

2. The Student

The beginning teacher should also know about students, their characteristics as individuals, and the ways in which they learn. Here, matters of individual interests, student motivation and maintaining a healthy climate in the classroom are absolutely crucial. We are especially concerned that knowledge about students be down to earth, linked directly to the classroom. Abstract theories of personality or child development frequently are studied in isolation. New teachers often are bewildered when they encounter a disruptive child.

Beginning teachers should learn about procedures for preventing disruption in the classroom. One might, for example, move from real-life problems to theory, rather than the other way around. Regardless of the strategy, we conclude that the beginning teacher must not only know the curriculum and assessment; he or she must also know about the students, how they learn individually and how, in the classroom, they learn together.

We're encouraged that this is one area of education where knowledge is evolving most productively. There are, for example, exciting new discoveries about language development in young children and there are fundamental breakthroughs in brain research. We are also impressed by the potential of technology as a partner in early learning. And there is a growing recognition of diversity among students and how differences can be served. All of this suggests that new teachers must know what they teach and who they teach as well.

3. The Setting: The Classroom and the School

Teachers teach individuals, but they do so in a group setting--the classroom--and at a place we call school. Beginning teachers must know something about the classroom as a social unit and about the management of the classroom. They need to know about the school as an organization, with more or less sharply focused goals. There is growing evidence that teachers increasingly must cope with the bureaucratic social structure of public education. And it is time, perhaps, to view the teacher not only as instructor but also as executive, as one who makes decisions, allocates time, sets priorities, prepares reports and is accountable to a larger community, working within a complicated structure.

We do not applaud all aspects of the increasing complexity of the teaching task. We only note that the school is a connected institution--a community institution--and the beginning teacher must at least be somewhat familiar with the forces-- organizational, social, economic and political--that will either enhance or restrict his or her work.

Effective Teaching Skills

The Panel was charged with answering a second question, "How do effective teachers teach?" In responding, we have chosen to emphasize those special skills that research suggests are most effective. However, we wish to restate our conviction that teaching is a profession and that each successful teacher brings to the classroom more than knowledge. We must look at the person, too.

In particular, there is the elusive but critically important matter of integrity. The new teacher must be an ethical, responsible person who cares about children and is dedicated to the work of shaping lives. These personal characteristics--traits of character--cannot be taught or measured with great precision, but they can be fostered, and those who select teachers must determine if they exist. Interviewing beginning teachers and observing them--with monitors--in the classroom and school are essential. Examining the approaches which industry is using in attempting to identify integrity would be helpful.

The teaching profession would benefit perhaps from a code of ethics--similar to the oath physicians take when they enter the profession. Although such rituals may be mainly symbolic, they do represent one of the important ways a profession communicates to its new members and to the public that there are high standards of ethics and personal behavior for which they stand. If standards of integrity are crucial for those who heal, they are, we feel, even more critical for those who teach.

With respect to pedagogy itself, essential criteria for good teaching includes having clear goals, proceeding in small steps but at a appropriate pace, interspersing questions to check for understanding; giving many detailed examples and clear instructions.

Effective teachers also provide sufficient successful practice for all students; see to it that all students are involved; provide opportunity for independent work; and successfully evaluate the progress of each student.

These steps are especially important for those fields where the discipline is well ordered; where information can be introduced in sequential fashion. But they are useful, with adaptation of course, in other fields as well.

In the end, the beginning teacher must be able to stimulate creative thought, help the student evaluate what he or she has

learned, and prepare the student to use knowledge wisely. This requires skill in engaging each student in active discourse. It means a spirit of openness in the classroom--a recognition that at times the student is the teacher and that great teachers are students, too.

Finally, the point must be made that, although these skills of teaching may appear to be "common sense," unfortunately, they are not commonly practiced. We make this point, not to condemn teachers or training programs, but to underscore the importance of developing basic skills in all beginning teachers. We do, in fact, urge a high standard, recognizing that all good teachers are always in the process of becoming.

Two Additional Issues:

The Panel was asked to consider two additional subquestions:
1) What are the differences in essential knowledge and skills among elementary, secondary, and special education teachers?; and
2) What areas of knowledge for beginning teachers are best taught in a collegiate setting?

With respect to the first question, we believe the knowledge and skills identified in this report apply equally to both elementary and secondary teachers. While the general categories are the same--the content, the student and the school--it's also true that the content and context differ for each level. For example,

we recommend that all new teachers know about the students they teach. Obviously this is essential for both elementary and secondary teachers. However, elementary teachers will focus on young children while, for secondary teachers, the emphasis will be on adolescence.

We also recommend a common set of skills for both elementary and secondary teachers; however, these skills will be applied, practiced, and refined in different ways depending on the teaching level. This is especially true with language--a skill that we believe is absolutely crucial; one that must be given priority attention. And obviously, most secondary teachers are expected to present more specialized information in selected fields than are teachers in the early grades and should be prepared to present such material in appropriate ways. Overall, however, we see no need to differentiate sharply between elementary and secondary education in defining the fundamentals beginning teachers need.

Teaching the severely and profoundly handicapped is another matter. Beginning teachers who work with these students must have knowledge and skill that goes beyond those discussed in this report. This exception extends to those who teach even moderately handicapped students who are appropriately classified as such. The usual classification of children with Down's syndrome, for example, places them in the moderately handicapped classification (we recognize that there is disagreement among

special educators about the appropriate classification). We are not certain that the regular system is either prepared or able to teach these children.

We are disturbed, however, that local school districts, particularly those in urban areas, are classifying an excessive number of students as "special". This trend can be attributed in part to the increased federal funding the schools receive when students are so classified. The role of child study teams can become one of "searching for pathology" in order to justify the classification of those students. There is also a growing tendency to refer to special education any student who is difficult to teach, whether or not that student exhibits any particularly identifiable handicap. Clearly, such a practice sacrifices students to the system. We also should note that regular education teachers often refer so many children to special education because they feel they have no time to give equal help.

Far fewer children should be referred to special education. At the same time the school system has a corresponding obligation to offer these children additional support within the regular education system. And regular teachers will need to know more about the teaching of such children.

With respect to the issue of where professional knowledge can best be presented, there is no single answer, no one arrangement

that is always best. The college setting offers obvious advantages. Here there are research and library resources. On the campus, prospective teachers can meet with colleagues, and have time for reflective thinking. It's also true, of course, that there are collegiate settings where these goals are not achieved, but the potential cannot be ignored.

At the same time, there are non-collegiate "laboratory" situations that also may be appropriate for conveying knowledge and skills to prospective teachers. Here students actually meet with students, they encounter what we like to call "real-life" situations. Perhaps the best approach is to join the learning places, to build partnerships or coalitions among the separate institutions interested in teacher preparation with new organizational arrangements to help educators carry on their work. Teacher associations and organizations should feel a special responsibility to support high levels of professionalism among their membership and actively promote programs to enhance the skills of candidates and older students.

At the same time, we are concerned that partnerships, when they do exist, frequently are dominated by higher education. The ideas of the teachers are trapped within traditional collegiate structures of semesters, credit-hours and the like. Therefore, if coalitions are established around laboratory training programs, we recommend that new structures be flexible and provide active participation of all parties.

Indeed, it is the conviction of the panel that teaching will become a profession in this nation only as there is a closer and continuing link between theory and practice, between the colleges and the schools.

Appendix A

Charge to the Certification Panel

In order to provide a sound basis for all New Jersey's teacher education and certification initiatives, it is essential that the Panel provide us with its best judgment regarding two major questions:

1. WHAT IS ESSENTIAL FOR BEGINNING TEACHERS TO KNOW ABOUT THE PROFESSION? and

2. HOW DO EFFECTIVE TEACHERS TEACH?

For purposes of selecting new teachers, it is important that we focus not on the universe of knowledge which might be useful and acquired during the course of a career. Rather, we must attempt an identification of that professional knowledge which is essential for the beginning teacher so as to achieve a degree of significance in what is required while avoiding the perpetuation of artificial hurdles. In addition, it is critical that we synthesize the research on effective teaching as a means of improving the preparation process and the criteria for determining who is effective.

Although the task is complex and cannot be completed with 100 percent assurity, it is nonetheless necessary that the Panel assist us in establishing a tentative position. The professional

justment and consensus of experts will provide us with an excellent starting point from which our system can evolve and progress.

Finally, as a corollary to the basic charge the Panel should also advise us as to which, if any, areas of knowledge and skills are best acquired in college.

The Panel is not to evaluate the overall system proposed. The State Board of Education in its deliberations has established an elaborate process for making its decisions to adopt, modify, or reject the basic plan in concert with the many segments of the state community interested in quality education. There are many substantive and political issues to be considered in this process and the Panel, to achieve its goals, must remain aloof from those who support or oppose one or another approach.

APPENDIX I

DETAILED TESTIMONY

of

Dr. Hendrik D. Gideonse
Professor of Education and Policy Science
College of Education
University of Cincinnati
Past President, Association of Colleges and Schools of Education
in State Universities and Land Grant Colleges

Before the Board of Education
State of New Jersey

June 28, 1984

My name is Hendrik D. Gideonse. I am Professor of Education and Policy Science and Dean of the College of Education, University of Cincinnati. I served last year as President of the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges. Prior to affiliating with the University of Cincinnati in 1972 I served for six years as Director of Planning and Evaluation for the research programs of the United States Office of Education, then funded at approximately $100 million a year. During 1971 I was employed by the U.S. Senate Subcommittee on Executive Reorganization and Government Research. In my adoptive state of Ohio (I grew up and was educated in the public schools of New York) I have served on the Ohio Teacher Education and Certification Advisory Commission, was deeply involved in the development of the major standards revision which became effective July 1, 1980, and have chaired a planning Task Force of Heads of Teacher Education in Ohio to examine the knowledge base for teaching as a preliminary step in the comprehensive review of all the certification packages and institutional standards for teacher education which our State Board of Education has just embarked upon. I have also been a participant and contributor to the Study Committee established by the National Council for the Accreditation of Teacher Education, one of several such committees now ongoing, this one to explore and recommend how teacher preparation programs and institutions can be better informed by extant and developing knowledge about learning, teaching, and education. I have attached a copy of my vita. It shows the areas and concerns on which I have written and to which I have committed myself over the years, experience which goes beyond the boundaries of individual states and even this Nation.

I take precious space to make these statements about my credentials and experience because, in a curious way, the very concept of expertise and the way in which it is held is a fundamental issue in the policy debate now unfolding. Experts are being used -- and I mean my tone to convey both senses of the term, "employed" and "manipulated" -- at the same time that others with expertise are being ignored on the grounds that they have vested interests. This is, of course, the classic problem of the double bind -- if you have something which is needed or desired, what you have is then treated as if it were a handicap. The important thing to understand about double binds when they occur is that the answer cannot be found at the level of the bind but at the level of the basic assumptions which generate the

bind. Especially is that the case in the application of expertise. Especially is that the case when expertise goes awry as seems, regrettably, to be the case here in New Jersey, or where expertise is cast away as hopelessly self-interested and, therefore, the experts are effectively not permitted to apply what they know.

I have followed what has been happening here in New Jersey for a year. Since winter, individuals deeply committed to public education in New Jersey have sought to sharpen my attention on what is happening here. The first time that happened I could not become involved because of prior commitments and obligations. More recently, a request was made of me to examine closely documents emerging from New Jersey's policy initiatives. I did so. When I was done I had reviewed the materials three different times from as many different perspectives. Each time I went through the materials I found myself learning new things about what seemed to be happening here.

To say that what I have learned has distressed me is a serious understatement. I was astonished at what I read in the report of the Panel chaired by Ernest Boyer. I was saddened, too, because I know personally several of the people on the panel, know reputationally several of the others, and, frankly, could not understand, at first, how such an apparently strong and competent group of people could produce something as professionally "light" as they did. The prospect of having publicly to criticize the product of people for whom I have such profound respect weighs heavily on me. But the stakes are very great here. People in New Jersey in positions of policy responsibility need to hear the messages I bring even if they be personally uncomfortable ones to deliver: major mistakes are about to be made that could set back the cause of public education in New Jersey by a decade or more.

Am I self-interested here? Of course I am. I am a citizen of the United States. Our republic requires reinvention every generation. That task is one of the prime functions of public education which professional and institutional standards are designed to support. I care about what happens in New Jersey because ultimately it affects me and mine. It affects all of us.

So much for credentials and motivation. What specifically can I contribute? Having read the rhetoric propounded by the many stakeholders I am under no illusion that my advice will be acted on let alone heard by those with the immediate policy authority, namely, Governor Kean, Commissioner Cooperman, and Chancellor Hollander, but it needs saying and needs saying strongly because the final policy authorities, you, the State Board of Education and, ultimately, the people of New Jersey, have a stake that I believe is being gravely threatened.

My advice is to stay the course on the attempt to improve standards of teacher recruitment, preparation, and continuing development but to abandon the attempt to create the alternate route to certification proposed by the Jaroslaw Commission. Their deliberations, through no fault of their own, were based on seriously flawed assumptions about teaching and the profession of education. Furthermore, because of the Commission's composition it was, I believe, effectively denied access to important expertise that should have been far more fully represented. As a result, apart from the flaws built into the policy initiative and then extended by the inadequacies of the Boyer Panel's report, careful examination of the specifics of the Jaroslaw Commission's recommendations reveal their impracticality and suggest the real longterm dangers present in the likely secondary consequences of the approach proposed -- inadequately trained professionals, unable to perform their responsibilities, resulting in even deeper public dissatisfaction than may currently exist.

New Jersey's political and educational policy leadership has not cornered the market on proposing revolutionary changes for teaching and teacher education. Some of the changes I have been associated with, for example, have spawned anguished complaints to the United States Secretary of Education. I, too, am accused of being a revolutionary, of having intellectual standards that are impossibly high. In fact, I think I agree with a number of propositions that have been advanced in this State. Teachers ought to have a thorough and efficient general education, attention to which American higher education has strayed from too far in recent decades, a shortcoming that cannot be laid at teacher education's door but, indeed, before the entire University. All teachers -- elementary, special, and secondary -- ought to earn an academic major, not only as the subject matter they may be teaching, but because without that kind of in-depth exposure their awareness of the concept of expertise will itself be deficient and, to that extent, they will be illiberally educated. I, too, believe that teachers should be tested and that the entering qualifications of teachers ought to be substantially raised. As my writings in recent years demonstrate, I, too, believe that teacher education programs of greater currency and rigor need everywhere to be formulated.

Where I sharply part company, however, with the Kean/Cooperman/ Hollander initiatives is in the belief that different standards automatically mean better. Where we part company is in the belief that any quick change is better than a deliberate one. Where we part company is in our respective willingness to commit the Menckenian error of attempting to solve complex, societal problems through simple, obvious solutions that are wrong! Where we part company is in their apparent readiness to abandon the concept of pre-service training that characterizes every other profession instead of taking the more difficult route of fundamental reformation. Where we part company is in my unwillingness

to believe that beneficial public policy in education can be made in an atmosphere of secrecy and surprise, fear and intimidation, and with breakneck speed. Where we part company is in the degree of arrogance to which we are justified in insisting on the rectitude of our own approaches given the presence of alternative views with at least equal legitimacy. That is the tragedy unfolding in New Jersey. It is a tragedy that sees everybody's narrow self-interest conflicting with the broader public interest, with few publicly identified as standing steadfastly and unyieldingly for the latter.

Those are my conclusions. You are entitled to my evidence and my rationale.

The reports I critique are relatively brief. The Boyer Panel on the Preparation of Beginning Teachers reported in 14 pages, double spaced. The Commission on Alternative Teacher Education reported in 21 pages, double spaced. Both documents, however, are deceptively simple. Therein lies a major portion of the difficulty. As anyone who has ever evaluated student essays or has attempted to undertake detailed and careful policy analysis knows, the most troublesome documents are those whose basic assumptions are flawed or whose proposals have face validity and logical flow but whose practical requirements are replete with difficulties. Those are exactly the serious problems any critic faces approaching these documents: they are based on assumptions and premises that are both simplistic and flawed. To counter them, one has to present precisely the detail eschewed by those simplistic assumptions. The likelihood of being heard, therefore, let alone listened to is slight, indeed. The proposals are invulnerable because they have already precluded the worth of the counter arguments.

The Boyer Panel

Let me illustrate through an examination of the Boyer Panel report. I have already said that I found it thin. How could such an august group have come a cropper here?

Easily enough when one examines the two-page charge that generated the 14-page report. Assumption #1 (a set of them, really) is built into the charge. It is that a distinction can be made between "essential" knowledge and that which is merely "desirable," that the latter can wait until later to be acquired, and that a beginning teacher may start with only that portion of knowledge deemed to be "essential." This assumption is simply wrong.

It is wrong, first, because it conceives of teaching as an activity that depends almost entirely on what is inbuilt into the teacher. It denies the highly contextual character of the act. It seems to see teaching as a performance with the primary knowledge

required being that which the teacher brings, somehow, to the place where teaching takes place. The idea of teaching being a highly interactive responsibility depending equally on skills and understandings teachers bring with them and the developing understanding of the requirements of individual children in their evolving instructional groupings seems not reflected in this assumption at all.

Second, it presumes that the distinction between "essential" and "merely desirable" is, in fact, viable, a presumption, however, which it implicitly rejects a few pages later. We are told on the very first page that philosophy of education is merely "desirable." From philosophy, however, we learn how it is possible and what it means to know, what wisdom is, and what it means to be ethical. Fortunately, on page 9 we are treated to an earnest plea for the development of a teaching code of ethics, so we know that the Panel is not really serious in its apparent underconsideration of the importance of philosophy. That which page 9 deems essential is only desirable on page 1, but the seeds of the report's own unraveling are planted.

By attempting to distinguish between 'essential' and 'desirable' knowledge the charge to the Panel revealed a serious deficiency in the image of the teacher which apparently guided those who drew up the charge. Teaching is a complex intellectual, social, interpersonal, and technical craft. It requires delicate interactions between general knowledge, academic content understandings, intellectual underpinnings of the profession, and technical skills. These matters cannot be surgically separated from one another as the Panel's charge implied. The composite role of teacher requires the continuous balancing and rebalancing of these different forms of expertise; learning how to <u>do</u> that is what becoming a teacher entails.

The problem with basic assumptions is not the only problem. The report is surprisingly uneven. The code of ethics discussion -- something to which no professional could take exception -- seems somewhat extraneous in a discussion of knowledge and skills for beginning teachers. Even more so is the curious inclusion of the statements of concern about the incentives for and consequences of over-inclusion of children in special education categories. Again, that may be a real problem, but what does it have to do with the knowledge and skills of beginning teachers? Perhaps the Panel can be forgiven because the two days they had together were short, but, still, the matters addressed must be considered of fundamental importance, too much to treat hastily and without sufficient reflection as to appropriateness.

Omissions in the report are serious. Before considering them let me first examine an important concept -- "profession." The word is important because it is a key modifier in the charge. The panel was asked (apparently rather sloppily, it must be acknow-

ledged) what "beginning teachers should know about the profession." Fortunately, the Panel gave those who charged them the benefit of the doubt by reinterpreting their instruction to explore "what is essential for beginning teachers professionally to know." (I am making more than a semantic point here in singling this out. What we have here is an important clue about the precision of mind and argument that was being applied by those who drew up the charge.)

Examined from this perspective, the panel's recommendations leave a great deal to be desired. Beginning on page 4 the Panel tells us that knowledge of the curriculum is important as are methods of assessing whether and to what degree curricular goals are being achieved. Teachers should know the characteristics of students as learners and how those characteristics and that knowledge can contribute to effective management of learning and behavior. Teachers should know about classrooms and schools as settings where learning takes place. Finally, teachers should know effective teaching skills including the importance of clear goals, pacing, questioning skills, learner practice, independent work, evaluation, sequencing of tasks, stimulating creativity and higher order cognitive processes, and so on. Their worth substantiated by empirical research, these concepts are far easier to state than they are to attain in practice. Even so, few professionals would argue with their worth. The significance of teacher as decision maker enters at this point. Crucial to the professional implementation of these skills and this knowledge is the matter of judgment in the context of the unfolding instructional situation. It is that composite competence, not mastery of the specific skills, which marks the effective teacher. There are hints of this kind of understanding in the Panel's report, but for explicit attention one looks in vain.

What should the report have said? Had there been adequate time and had the questions to the Panel been properly and professionally put, the answers would have been quite different. The proper question in the context of the legal and professional obligations State law and Constitution place on teachers in New Jersey would have been:

> What knowledge, skills, attitudes, and values ought a person undertaking fulltime employment as a teacher be obliged to possess in order to be safe for entry into the responsibilities entailed in that role?

If the question had been asked in that way then the larger view of the teacher's role, not just the narrowly defined instructional responsibilities, would have emerged to clearer view. For example, the function of general education, not just as basic skills, but as the basis for understanding about the major domains of human knowledge and expression and for understanding where the particular curricular responsibility of a given teacher

fits, for learning about the dimensions of our own society on its own merits and in relation to others, for developing clear thinking skills, for gaining a sense of who we are and how we go here, for developing a sense of self and world view -- all of these would have been addressed. These are important for us all, to be sure, but they are professionally important to teachers because they establish the essential frames of reference in terms of which curricular and instructional goals come to be understood and served.

Second, the mastery of content is important. I would insist on an academic major for all teachers. Note, however, that laying claim to an academic major does not equip elementary or special education teachers for their special instructional obligations. Teaching reading to groups of children is emphatically not the same process as a parent teaching a child by intensive and continuous one-on-one modeling of the reading act. It is a curricular domain of its own requiring intensive preparation. The same thing can be said of other fields as well, for example, elementary science which is not watered-down general science but a separate and distinct set of concepts and tasks suited to the conceptual development of young children and compatible with more sophisticated understandings but different and not to be found in the science instruction offered by arts and sciences faculty.

The third kind of knowledge teachers require is conceptual in character. The root disciplines here are psychology, sociology, anthropology, history, and philosophy. It is from these disciplines that teachers develop their intellectual understandings about learning, individually and in groups, about the role of schools in society, how schools themselves are social structures with important -- and sometimes instrumental --characteristics, what the values issues of schooling and education are, how our society and polity and others organize for the educating task, and so on. If teachers are not thoughtful and reflective about such matters they will make mistakes and be less than they ought.

Finally, there are, indeed, the professional skills. They are those associated with curricular organization and design, instruction, diagnosis of learner accomplishments and deficiencies, self-evaluation, classroom and student management, collaboration with other professionals, student and parental rights and responsibilities, school organization, educational policy, professional standards and organizations, and the like. Some of these were addressed in the Panel's report, some touched upon, and others ignored. They are all important. None are merely desirable; in fact all are essential. As a parent, as a citizen, and as a professional I come before you with a blunt demand -- any teacher responsible for our children had better possess all those skills!

A last concern requires mention. The final sentence of the charge to the Boyer Panel contains a peculiar prohibition, peculiar because it effectively denied the Panel access to an essential component of educational policy analysis. The charge admonishes the Panel to "remain aloof from those who support or oppose one or another approach" (unspecified but presumably referring to the elements of the proposed certification plan). That is not merely a curious statement; it was, I submit, disabling of the Committee's task and a denial of the quintessentially political character of education. Charged to examine the "essential professional knowledge" beginning teachers require, the Panel was precluded from discussing the instructional or preparational implications of that knowledge. Furthermore, this last statement, among all others, is the clue to the real and dangerous arrogance I suspect underlies the particular initiatives proposed. What it says, in effect, is don't even treat the value questions; those remain in our hands and our hands alone.

Unfortunately for the present policy leadership but fortunately for the people of New Jersey, the Nation, and the profession, prohibitions of that sort do not work in the long run. They do not work for a variety of reasons, not the least of which is the opportunity in a free society to expose such matters to public view in hearings such as this. Another reason they do not work, however, especially in educational policy, is because there is nothing in educational policy that does not touch on value questions and, therefore, there is no way that effective policy analysis can be undertaken outside of the opportunity to include attention to such matters as part of the deliberations. In the present instance, the Panel was asked a 1980's version of the old Spencerian question, what knowledge is of most worth? The question cannot be answered apart from a consideration of aims. Neither can it be explored apart from the means proposed to achieve the ends. To preclude the Panel's consideration of such matters was to sharply delimit their conceptual task. To the resulting absence of an opportunity to address essential issues attribute a major portion of the report's inability to please.

I wish I could be more positive about the Panel's report as a guide to action. I cannot. It is, in sum, an incomplete, inadequate, and insufficient basis for professional guidance.

The Jaroslaw Commission

That takes me to the second document, the report of the

Commission on Alternative Teacher Certification. This is an equally curious policy document, but for different reasons. The Commission apparently had more meetings than the Panel, and their deliberations extended over a longer period of time. The flaws in their report, and they are at least as serious as the ones to be found in the Boyer Panel's report, flow from serious apparent shortcomings in understandings about (a) what it takes by way of professional, conceptual, and human resources to educate teachers, (b) the roles and requirements of teachers in their classrooms, and (c) the actual logistics of organizing and collaborating across institutions and agencies for teacher education purposes. These are all matters on which teacher educators and teachers would have had much to contribute; their substantial absence on the commission explains a great deal about the reports crippling deficiencies and invites the question why they were so underrepresented in the first place.

There is no point in mincing words on the Jaroslaw Commission report: the alternate route to certification sketched out there is unworkable, professionally irresponsible, and could not hope to achieve its objectives.

The report is deceptive in its simplicity. Unfortunately, when one digs beneath the surface and asks the hard questions about what the several concepts and their logical and sequential relations to one another mean, its proposals and the legitimacy of its arguments dissolve.

Even linking the two reports is ridiculous. The Boyer Panel defined "essential" knowledge which the Commission's alternate route would not even require provisional teachers to possess before they assumed legal charge of the children in their classroom. If I were a parent in New Jersey I would leave no stone unturned -- personal, administrative, or legal -- in my effort to prevent exposure of my child to such a teacher.

Second, despite lots of rhetoric in the press about "strict" mentoring arrangements that would accompany the alternate route, the clinical support and supervision contemplated can only be considered a cruel joke. All that we know about what constitutes effective clinical support of a developing teacher tells us that "informal" visits once a week for ten weeks and once a month thereafter will not accomplish the job. Strict, indeed!

Third, the "concurrent seminar" recommended by the Jaroslaw Commission could not hope responsibly or successfully to address the amount of intellectual and professional content recommended for it.

Fourth, the Commission little understood the logistical requirements of the model they proposed. They believe that saying things make them so, that the costs can be easily met, that the

arrangements between individuals and institutions can be easily drawn, and that the instrumentation for observation and evaluation can be easily developed. They are wrong. To contemplate such a radical policy departure in certification before all the pieces are proven feasible would constitute precipitous action at the expense of New Jersey's children.

Let me offer some more specific illustrations.

Phase I

Phase I of the training process for "provisional teachers" involves "a minimum of 20-30 days of work in a classroom under the direction of an experienced teacher and a certified supervisor." In the next sentence, however, we learn that the practical experience should consume only "a portion of each of the 20-30 days and be integrated with a concurrent seminar" focussing on the teaching skills areas identified on page 9 (sic - pages 8-10) of the Panel Report.

One has to wonder what kind of images the Commission had in mind of a teacher's day -- especially a beginning teacher's day -- that would have permitted such a proposal to seem reasonable. One wonders what kind of images the Commission had of school organization that would have led them to propose such a model without demanding substantial additional resources. One wonders what kinds of images the Commission had of the qualifications of either school or university personnel in light of the range of expertise required for the concurrent seminar or how these many different kinds of people could be coordinated to perform their responsibilities.

Consider the following:

A. When the provisional teacher is engaging only part time in practice experiences under supervision, who will be responsible for that teacher's class the rest of the time?

B. While the experienced teacher is observing and clinically supervising the provisional teacher, who will be taking the experienced teacher's class?

C. With the heavy beginning responsibility of the provisional teacher for all the myriad details of curricular planning for the very first time ever (never mind without any instruction as to how to go about those tasks), how realistic is the expectation of a concurrent seminar at the same time?

D. Can a concurrent seminar during four to six calendar weeks hope to cover the raft of topics envisioned in pages 8-10 of the Panel Report? Even if it met every night, that

would equate to not a full graduate load but a 25% graduate student overload! That and a fulltime teaching responsibility would be a gross injustice to the teacher and the teacher's students alike.

E. University faculty support for the concurrent seminar, even presuming it was a feasible proposition, would be extremely difficult to coordinate and be very expensive for whomever was paying for it. Many faculty would be involved; the specialties required are numerous. If University faculty are not used, then serious questions must be raised about the nature of the continuing responsibilities of those who do conduct the seminar to assure they, in fact, have adequate time to maintain currency in the academic and scholarly specialties required for instruction pertaining to the teaching skill responsibilities.

The "Professional Support Team" Concept

Much is made by the Commission of the "unique concept" of a "Professional Support Team." Close reading of the Commission's report suggests the enthusiasm is misplaced, both as to uniqueness and conceptualization. Little more exists in the document than a prescription as to membership. Its responsibilities are barely hinted at, logistical requirements undefined, and crucial questions long plaguing staff development and supervisory personnel disposed of by the simple expedient of assertion.

Consider the following points:

A. The Professional Support Team is first defined on page 9. Whether or not the concept is viable, however, depends on the delineation of roles and the adequate provision of logistical support. Neither is defined.

B. Comments are made throughout about the need for collaboration and coordination between and among smaller districts, intermediate districts, the State educational agency, and colleges and universities. Little indication is given that suggests the Commission's awareness of the difficulties of such coordination or of research which demonstrates that, excepting coordination which is of the sequential variety, where successful collaboration exists, it is almost invariably a function of quite personal commitments that come to exist between discrete individuals within the agencies that otherwise appear to be collaborating.

The Phase II Concurrent Seminar

The concurrent seminar is projected to continue through Phase II of the alternate certification route. The curricular

purpose is now expanded, however, beyond teaching skills per se to include work on student assessment, learning theory, curriculum, child growth and development, and the school as a social organization. The report suggests such work "could" be taken for credit provided the work was integrated with practice and engaged the professional support team. The report does not mention it, but if the provisional teacher has a fulltime job, the seminar must be in the late afternoon, evening, or weekends.

Again, there are serious logistical problems:

A. The burden on teacher and professional support team members for what amounts to work beyond the normal workday will continue to be substantial precisely at the time (that first year of teaching) when teachers experience the greatest demands, quantitatively, of their professional lives.

B. The curricular specializations required for the seminar will not be found all present in any individual university faculty member or any other candidates for seminar leaders. Any claim that such is possible ought to be disallowed on its face, including if it is made on behalf of members of the Professional Support Team. Orchestrating the appearance of the several kinds of expertise and adequately supporting that effort will be a major task. Simply stating hopes for the recurrent seminar as the Commission report does is insufficient to make a judgment as to the feasibility of those hopes.

C. Serious doubt must be raised over the idea that a single concurrent seminar could provide sufficient depth to cover the materials indicated on pages 11 and 12 of the Commission's report. There is far more to be known and acquired by provisional teachers than could be covered in the type of instructional investment suggested by the concurrent seminar notion. No more serious indictment exists of what it is really believed teachers need and ought to know than this particular manifestation of the proposed policy initiative. It, together with the concept of the 20-30 day sudden immersion, suggests what the policy proposers really believe about the state of knowledge in professional education and, therefore, their fundamental ignorance of the reality.

Provisions for Clinical Support and Supervision

Pages 13 through 18 of the Commission report focus more precisely on matters having to do with the support and evaluation of the practical experience itself. Informal weekly visits are called for in the first ten weeks (Phase II) plus two formal observations with pre- and post-conferences, one in the first five weeks and one in the second five. In Phase III one informal

visit a month is called for plus two additional formal observations with no more than two months elapsed between each formal visit. A comprehensive evaluation is called for, distinction is made between evaluation for purposes of certification and for employment, and the experienced teacher who is a member for the Professional Support Team is precluded from conducting any evaluation "which might have a bearing on the future employment or certification of the provisional teachers." Distinction is drawn between evaluation for purposes of development and evaluation for purposes of recommending certification.

Once again there are major difficulties with these proposals:

A. There is no way to be gentle about the adequacy of the model of clinical supervision proposed: from a professional perspective it is a cruel joke! The supervision described is so weak and infrequent it would be meaningless. To undertake it as a major element in teacher preparation and certification would be professionally negligent. By making these recommendations, the Commission reveals its ignorance of the purposes of clinical supervision, the highly sophisticated models that are available, and the instrumentation and observation tools that can be used to support the developmental functions. I have been blunt, because standards of performance and training will not be raised if this is the best New Jersey can do. The very thought that "informal" observations can accomplish the professional purposes purported to be in mind reflects the paucity of the conceptualization advanced. A clinical supervisor of a teacher in training -- whether a student teacher in the undergraduate or graduate preparation models which constitute the "standard" routes to certification or the "provisional teacher" as described in the alternative certification pathway -- ought to be intimately familiar with the student teacher's class. Furthermore, the clinical supervisor must know what the student teacher is intending to accomplish in order adequately to assess what is happening. These two preconditions to clinical supervision mean extensive visitation. They mean that conferences ought always to precede actual observation. Finally, without intensive debriefing immediately after the observed experience, little benefit will accrue to the student teacher. The approach sketched out in the Commission's report is wholly inadequate to the task.

B. I take no exception to the argument for the distinction between evaluation for certification and evaluation for employment. Whether a sharp distinction can practically be drawn, however, between clinical supervision for purposes of development and evaluation for purposes of certification is an entirely different question. It has been a perennial

problem in teacher preparation and inservice education and always will be one. How meaningful the distinction is depends upon the clarity of the clinical supervision roles, the timetables that are established, and the personal relationships among all the participants.

C. The explicit exclusion of any experienced teacher members of Professional Support Teams from participating in any evaluations that bear on the ultimate certification decision suggests, first of all, the meaninglessness of the Professional Support Team as a concept: either they are members of the team as full participants or they should not be members at all. Second, the explicit exclusion of the experienced teachers from the evaluation role invites two other conclusions: (1) teachers in fact are conceived as being at the "bottom of the ladder" despite the Boyer Panel's explicit protestations to the contrary (protestations with which I am in complete agreement); and (2) whatever these documents have to say about the importance of the teaching profession, this specific prohibition suggests how empty such statements really are.

To explicate this last point fully would take far more space and time than I could reasonably devote. Suffice it to say that teaching is not yet a profession for a lot of reasons, including the present nature of professional training on average, the abysmal starting salaries, and the modest opportunities for professional advancement within teaching. Certainly one prime reason, however, is the absence of continuous, daily interactions among and between professional peers that characterizes every other profession worthy of its name. Hair dressers, carpenters, plumbers, and electricians spend more time interacting with their working peers than do teachers. The Commission's recommendations merely cap the existing isolation by virtue of school structure and organization; even when given a chance to observe and evaluate, the Commission would explicitly deny teachers the performance of that function as a matter of policy. Not until teaching peers participate in these essential evaluations will one of the requisites of professional status be satisfied.

D. Once again, serious logistical arrangements are left completely unattended by the Commission. How teachers will be released from their responsibilities -- who will cover them -- is nowhere attended to. The crucial issues of instrumentation for evaluation are left hanging. All that is said is that it must be attended to later. To opt for this system, even if the other matters mentioned above were dealt with, without having a much clearer picture of these concerns is to buy a pig in a poke.

The "District Plan"

The last part of the Commission's report focuses on the requirements for a "District Plan." No district would be permitted to hire provisional teachers without having such a plan approved. The plan must contain a number of specifications (listed on page 19 and 20) including who the key staff will be, syllabi of the concurrent seminar and vitas of the instructors (although inexplicably not the vitas of any college faculty who might be serving in instructor roles), supporting resources, descriptions of consortial arrangements, documentation of agreements to participate of college faculty, descriptions of assessment instruments, timeframes, and descriptions of how formal instruction will be integrated with teaching practice.

A. It is hard to believe that the authors of these criteria had any experience dealing with such matters. What is so glibly presented in the report and has the appearance of orderliness, rationality, and simplicity actually constitutes arrangements of exceptional complexity and difficulty. A few of the specifications, perhaps, can be met easily -- identification of the Professional Support Team and submission of their vitas. The comments made above, however, concerning the total absence of any detailed conceptualization of their roles, the logistical arrangements, or the supporting observation and evaluation instrumentation renders the prescriptions largely meaningless.

B. The evaluation responsibility assigned to the State Department of Education in the proposal virtually assures a lowest common denominator. Only if the plan is part of an interstate reciprocal training agreement is an actual site visit to be performed. Even if the State Department of Education used the authority proposed for them to issue guidelines and a standardized format, what would result is still only the approval of paper. How, given New Jersey's 500+ school districts, this would represent improvement over the monitoring and evaluation of New Jersey's 21 teacher training institutions of higher education has to be a mystery until it is explicated fully. That has not been done; until it is, policy authorities ought to refuse to enact.

The summary conclusion of the adequacy of the Commission's recommendations is inevitable after the flaws, shortcomings, and omissions stand revealed. To authorize this approach is professionally retrogressive and, therefore, irresponsible. It defies the current state of actionable knowledge in the field. It will not represent an improvement. After the three years of experimentation (experimentation, incidentally, such that each child and his or her parents subjected to that experimentation should be fully availed of the informed consent provisions in law

and in professional ethics governing experimentation with human subjects) the Commission calls for an evaluation. My flat prediction is that the combination of infrequency of use, the cumbersomeness of its provisions, and the inadequacy of its accomplishments will lead to its withdrawal.

What is Really Going on In New Jersey?

My years of commitment to the improvement of teacher preparation as a key step in the creation of a true profession of teaching led me to invest, it turns out, more actual time in critique than members of the Boyer Panel spent in their deliberations or the members of the Jaroslaw Commission spent in theirs. That puzzled me a bit because I have nothing immediately to gain -- and maybe something to lose -- by participating in the debate that now plays out in New Jersey. It has made me think a great deal about what is happening here and why. If such wrong-headed, backwards things can be happening, if good and competent professionals can labor hard and produce problematical materials, something more fundamental must be awry.

Would any other profession be treated in the fashion that teaching and teacher education are in New Jersey? No!

Would any other profession permit a Commission to be established to propose an alternate route for certification on which sat only one practicing member of that profession? No!

Would any other profession suffer the indignities visited upon teachers either in their status or role or the appalling starting salaries that are provided? No!

Would any other profession accept the limitations of debate or discussion that have been placed on policy debate (to say nothing of seven-page charges for 21-page reports!)? No!

Why then teaching?

The answers are complex. For one thing, it is because the people care about the schools.

A second reason is that those who have initiated these proposals are politically clever and powerful, seem not to care much about the niceties of political courtesy, and appear to believe that the targets of their scorn can neither hurt them nor effectively resist their challenges.

A third reason for all the commotion is that there is more than enough guilt to go around about why schools, teachers, and teacher education are not as good as we would all like. We are all -- professionals, politicians, and the public -- implicated in this problem. While individual opportunistic and ambitious

politicians, scapegoating and finger-pointing their way up the public opinion polls, may feel they are personally not responsible for the situations they believe may exist, the willingness to do anything and do it quickly is, I believe, a function of our subconscious recognition of mutual culpability.

For a fourth, real changes are required in teacher preparation in America. To think, however, that teacher educators are singlehandedly to blame for all that is wrong is to accord them far greater power and efficacy than they possess. There is much to be done, to be sure, but absolving prospective teachers of the responsibility to learn that which they professionally ought to know is not one of them. The changes required must grow out of what we know about teaching and learning and what the nature of the teaching role obliges its performers to acquire prior to entering on it. You will not find me an apologist for incompetence or low-level performance, whether it be in teacher preparation and certification or those who are charged with formulating policy for them.

I have shown how the proposals collapse on their substantive merit. But there are dangerous deficiencies in the policy process that should give even greater pause to those of you with policy leadership responsibilities. I include in my focus here the electorate as the repository of the ultimate policy authority.

The process being followed in New Jersey has been unbelievably rapid. It has been very closed. It is difficult to avoid pointing out the quintessential arrogance underlying both the proposals and the process being followed. The director of teacher education for the State education department, for example, is consistently unavailable to teacher education representatives from New Jersey's colleges. He has met with them just once, and that last February under the direction of the Commissioner. When an anonymous official in a State agency can be quoted as saying "So the colleges are angry, so what? Let them be angry," one gets a true sense of what kind of public service mentality lies behind these initiatives.

The most recent developments suggest how scandalously haphazard the unfolding process is and invites the question why. The materials presented for notice June 6, for example, contained numerous errors. New versions were prepared and distributed on or about June 20. Serious errors are still present! It is difficult to avoid the conclusion that the haste which makes for all this inexcusable sloppiness may, in fact, be calculated: if a "good notice" can be effected early in the summer, it can start a sixty-day notice period which embraces the time when faculty in the colleges are gone thus making it difficult for them to review the proposals carefully to offer considered and detailed judgments. As one person put it to me as I was striving to understand this haste with its implicit contempt for publics whose time is

wasted attempting to analyze flawed documents, "Not even Kurt Vonnegut writes stuff this bizarre'" I agree with that assessment. Furthermore, as I noted earlier, the entire process has been cleverly managed to isolate and render impotent what expertise does exist by tarring it as self-interested.

This is a curious turn of events. On the one hand, higher qualifications and expertise are the banner under which the policy juggernaut marches. On the other, expertise and experience are pooh-poohed because the interests they have are labeled "vested." Would any other profession being asked to consider alternate routes to gaining membership have been relegated but one practitioner on the 21-member Commission? Of course not. The real purpose cannot be the improvement of the profession. It must be something else, but what I leave to others to surmise.

Why the need to make such haste, to do so little listening, to follow the form of public participation without the substance? What are the policy figures afraid will happen if more deliberate attempts were made to air the issues, conceive of alternative approaches, or analyze the implications? Why are professionals in New Jersey subject to intimidation by public officials on these issues? Given the complexity of the issues, how can the policy figures justify their self-righteousness? Who is watching out for the long haul, defining the professional standard, insisting upon deliberate development of policy, opposing breakneck sprints of activity followed immediately by next rounds of proposals? Why will it be desirable to abandon existing written standards in favor of the slipperiness and arbitrariness of administrative action as contemplated by the proposals issued early this June? What you are up to here is not good process nor is it good policy. Take the time to be sure of what you are up to and why. If New Jersey proceeds as it now proposes, I for one, will do everything I can to protect children in Ohio from the dangers of reciprocity for certificates that may be awarded under the plan currently before you. Neither the profession nor its clients can afford ill-prepared teachers.

What is at stake in New Jersey? The future of your children, the future of your communities and State, and the future of the Nation. You can spend your time on simple solutions to complex problems, solutions that will then surely fail. Or you can spend your time in the far more difficult and less dramatic task of working from the strengths that exist, shoring up where there have been weaknesses, dealing with the incredibly low incentives for entering and remaining in the profession of teaching, and, finally, changing the structure of schools so that they can become places of truly professional practice.

As long as teacher educators defend practices that require change, ambitious politicians seek to posture for their own gain, teachers care more about their own inter-organizational profes-

wasted attempting to analyze flawed documents, "Not even Kurt Vonnegut writes stuff this bizarre!" I agree with that assessment. Furthermore, as I noted earlier, the entire process has been cleverly managed to isolate and render impotent what expertise does exist by tarring it as self-interested.

This is a curious turn of events. On the one hand, higher qualifications and expertise are the banner under which the policy juggernaut marches. On the other, expertise and experience are pooh-poohed because the interests they have are labeled "vested." Would any other profession being asked to consider alternate routes to gaining membership have been relegated but one practitioner on the 21-member Commission? Of course not. The real purpose cannot be the improvement of the profession. It must be something else, but what I leave to others to surmise.

Why the need to make such haste, to do so little listening, to follow the form of public participation without the substance? What are the policy figures afraid will happen if more deliberate attempts were made to air the issues, conceive of alternative approaches, or analyze the implications? Why are professionals in New Jersey subject to intimidation by public officials on these issues? Given the complexity of the issues, how can the policy figures justify their self-righteousness? Who is watching out for the long haul, defining the professional standard, insisting upon deliberate development of policy, opposing breakneck sprints of activity followed immediately by next rounds of proposals? Why will it be desirable to abandon existing written standards in favor of the slipperiness and arbitrariness of administrative action as contemplated by the proposals issued early this June? What you are up to here is not good process nor is it good policy. Take the time to be sure of what you are up to and why. If New Jersey proceeds as it now proposes, I for one, will do everything I can to protect children in Ohio from the dangers of reciprocity for certificates that may be awarded under the plan currently before you. Neither the profession nor its clients can afford ill-prepared teachers.

What is at stake in New Jersey? The future of your children, the future of your communities and State, and the future of the Nation. You can spend your time on simple solutions to complex problems, solutions that will then surely fail. Or you can spend your time in the far more difficult and less dramatic task of working from the strengths that exist, shoring up where there have been weaknesses, dealing with the incredibly low incentives for entering and remaining in the profession of teaching, and, finally, changing the structure of schools so that they can become places of truly professional practice.

As long as teacher educators defend practices that require change, ambitious politicians seek to posture for their own gain, teachers care more about their own inter-organizational profes-

sional squabbles, and the presidents and provosts in higher education fail their responsibilities in general education and look hungrily at the prospect of transferring faculty lines from teacher education to growth areas in their institutions -- as long as all these petty manifestations of self-interest color the debate, the losers will be New Jersey's children, its economy, and its polity.

What is happening here is under close scrutiny in lots of places. The energy to improve teaching and education in New Jersey should be put to constructive purposes, not organizational and institutional fratricide. The tools are all about you. Together you should be able to do better than the course on which you now appear embarked.

APPENDIX J

REPORT OF THE STATE COMMISSION ON ALTERNATIVE TEACHER CERTIFICATION

Trenton, New Jersey
May, 1984

[Editorial Note: This appendix is duplicated in Appendix L.]

Chairperson

Harry Jaroslaw, Superintendent
Tenafly Public Schools

Vice Chairperson

Robert Marik, Vice President
Public Affairs
Merck and Company, Inc.

Members

Jann Azumi, Researcher
Newark Public Schools

Harold Eickhoff, President
Trenton State College

Frank Esposito, Dean
School of Education
Kean College

Laurie A. Fitchett, President
New Jersey Congress of Parents
and Teachers

Edithe Fulton, President
New Jersey Education Association

Bernard Kirshtein, President
New Jersey School Boards Association

Beth Kitchen, Owner
Kitchen & Associates
Architectural Services, Inc.

Marcoantonio Lacatena, President
Council of New Jersey State
College Local - NJSFT-AFT/AFL-CIO

Clark Leslie, Vice President
of Operations - Ethicon, Inc.

Rev. Monsignor Thomas A. Leubking
Superintendent of Schools, Trenton
Diocese and Chairman of NJ
Diocesan Superintendents

Allan Markowitz, Supervisor
Parsippany-Troy Hills
Public Schools

Thomas Niland, Principal
Pomona Elementary School

Murray S. Peyton, Board Secretary
Dunellen Public Schools

Verdell Roundtree, Vice President
United Negro College Fund

Mark C. Smith, Superintendent
Chatham Borough Public Schools

James Van Hoven, President
Independent and Private Schools
Association

Helen Walsh, President
Worthington, Walsh & Dryer, Inc.

William Walsh, Treasurer
Robert Wood Johnson Foundation

Edward A. Watts, Principal
George Washington Jr. H.S.

Staff

Leo Klagholz, Director
Bureau of Teacher Preparation and Certification
New Jersey Department of Education

CONTENTS

FORWARD

The Commission on Alternative Teacher Certification began its study with a fundamental premise in mind: the citizens of this state desire and are willing to support a high level of public school education for all its children. To achieve and maintain quality education requires above all a committed, knowledgeable and well-trained core of teachers. New Jersey, concomitant with every other state in the nation, is seriously concerned about the supply and the quality of future entrants into the profession of teaching.

The recently published Carnegie Foundation Report, The Condition of Teaching: A State By State Analysis, remarked cogently, "Never before in the nation's history has the calibre of those entering the teaching profession been as low as it is today ... This [is] true for every state in the union ... Teaching clearly is not attracting America's best minds." Simply stated: parents want the best teachers for their children, but too many parents want somebody else's children to be those teachers. Clearly, the problems associated with the relative lack of reward and recognition for teaching as a profession contributes significantly to its low estate.

In addition, however, to the aforementioned concerns, teaching has failed to attract outstanding candidates. Many college graduates, for a panoply of reasons, have chosen not to go through the traditional teacher education process. Yet, they seek to become instructors in our public schools. It was the charge of the Commission to prepare a realistic alternate path of entry with clearly defined stages of development to attract such prospective candidates.

A leitmotif throughout the report is the stress on the development of teacher training coalitions: school districts, institutions of higher learning, regional education centers, social agencies, and private sector organizations represent possible members of such coalitions. Because of the potentially diverse candidate pool, the Commission developed a unique concept, The Professional Support Team, to establish competencies as well as guide and assess the beginning teacher's progress throughout the school year.

It is the Commission's expectation that the alternative field-based proposal as presented in our report will take its place beside the more traditional mode of teacher training perhaps each benefitting from the other. We understand that we are advocating change; change can be difficult. However, whether change is to be perceived as a millstone or a milestone depends not on what potential the change brings to us, but instead on what potential we bring to the change.

Respectfully submitted,

Harry Jaroslaw
Chairperson

Introduction

The Commission on Alternative Teacher Certification was charged with designing the specific means by which professional knowledge and skills will be conveyed to provisionally certified teachers* through state-approved training programs in local school districts. The Commission was asked to develop its recommendations using as a foundation the essential knowledge and skill areas defined in the report of the Panel on the Preparation of Beginning Teachers (The Boyer Report). Copies of the Commission's charge and the Boyer Report are attached.

Several general themes emerged as the Commission discussed its task and these themes are important to an understanding of its specific recommendations. First, the training programs which will result from this study are intended to replace the so-called "emergency" system. The Commission supports the elimination of the emergency system and recognizes the need to provide school districts with an alternative which is structured in a way to attract outstanding personnel. Because district training programs will result in the certification of provisional teachers, these programs must

---

*excluding teachers of the handicapped, bilingual/bicultural education and English as a second language.

conform to rigorous standards for professional preparation. Our recommendations therefore reflect an attempt to achieve a high level of professional integrity and quality. As a result, programs so designed may serve also as legitimate vehicles for attracting talented persons to the teaching profession from fields outside of education. Districts must meet the requirements we have outlined, and only these districts will be authorized to operate certification training programs. The standards we suggest must not be compromised in order to resolve problems caused by personnel shortages.

It is also our intention to encourage further the notion of partnerships and coalitions which was advanced in the Boyer Report (page 13). Local districts shall seek joint sponsorship and operation of their training programs with collegiate education faculties. College education faculty are viewed as the primary resource for conveying theoretical knowledge of children and adolescents, their individual characteristics, and their learning. Regional consortia of several districts represent additional means by which resources might be pooled and quality enhanced. Professional associations should also play an active part in the preparation process, especially by offering programs to help their members fulfill their respective roles as participants. True partnerships will depend upon the mutual efforts of those involved to surmount the obstacles which traditionally have inhibited such relationships from developing.

In addition, it is important that teachers acquire certain basic knowledge and skills before they assume full responsibility for a classroom, even though much valuable learning can result from actual experience. This applies equally to teachers at all levels, kindergarten through grade twelve.

Members of the Commission are unanimous in their view that the terms "intern" and "internship" do not accurately describe the teaching candidates or state-approved training programs referred to in this report. These terms are unfortunate in that they might suggest to parents and professional educators that the new teachers are less than adequate to assume full-time teaching responsibilities. On the contrary, our recommendations assure that provisional teachers will have met certain requirements before they take charge of a classroom and that their knowledge and abilities will be refined over the course of a year. We urge that terms such as "provisional teacher" and "state-approved district training program" be used instead.

The District Training Program

Each district wishing to hire provisional teachers must obtain state approval of its plan (see page 18) and must offer a program which meets the following requirements:

A. Phase I: Initial Training

The Commission considered the question of what training ought to be completed before the provisional teacher takes responsibility for full-time regular teaching. This question was divided into two

parts. First, what qualifications should a candidate for alternative certification possess? Second, what training activities and/or formal instruction should the candidate have received before entering the classroom? In addition, consideration was given to the ways in which districts should prepare themselves to receive a provisional teacher.

1. Qualifications

Before taking the state subject test and being offered employment, the provisional teaching candidate will be screened through a local interview process which must be thorough and focus on the evaluation of academic and experiential background and, in particular, on those personal/ethical qualities identified in the Boyer Report (pages 8-9) as critical to the profession of teaching. In order to be eligible to take the proposed state subject matter test, the candidate also must evidence the following:

a. A bachelor's degree from an accredited college or university, except that in certain vocational and technical fields the degree is not required of those who demonstrate the equivalent in full-time work experience in a job related to the subject to be taught; and

b. At least 30 credit hours in the subject to be taught (in secondary fields), except that this 30-credit requirement can be waived in part or completely by the State Board of Examiners for those who demonstrate at least five years of full-time work experience since the date of the degree in a professional level job related to the subject to be taught. Elementary teaching candidates will be required to pass a general knowledge test and must present evidence of a baccalaureate degree and a 30-credit major in any field.

In addition, staff of the State Board of Examiners, in reviewing the transcripts and applications of those seeking to take the state subject matter test, should conduct an evaluation of the overall academic record and background of each candidate. The Secretary of the Board of Examiners has the right to ask the Board to reject the application of any candidate whose combined academic/ experiential record is not judged adequate based on existing standards for teacher education graduates in New Jersey.

All candidates who meet the above criteria should be eligible to take the proposed state examination which allows entry to the alternate certification program. Because the proposed state test will serve as the initial screening mechanism,

a rigorous and valid test should be used and cutoff scores should be set high and maintained. Those who pass the state exam should be given a formal "notice of passage" which they can present while seeking employment in the schools.

2. Training Activities Before Assuming Full-Time Teaching Responsibilities

The training activities required for alternative certification candidates should consist of three components: preservice practice teaching, a concurrent seminar, and an orientation to the local district.

a. Preservice Practice

Each state-approved training program must provide an opportunity for the provisional teacher to work with students in a limited and controlled "laboratory" situation prior to being assigned full responsibility for a classroom. This element of the training of provisional teachers must involve a minimum of 20-30 days of work in a classroom under the direction of an experienced teacher and a certified supervisor. This practical experience should consume a portion of each of the 20-30 days and be integrated with a concurrent seminar. The purpose of

this preservice practice would be to introduce the six teaching skills areas outlined in the Boyer Report (page 9). The context of the experience would be determined by the local district in consultation with a college or university and would be approved by the State Board of Examiners. For example, it could be operated during the prior spring in cases where the provisional teacher is identified early; it could be conducted in a summer; or, if the provisional teacher is employed on short notice, it could be provided the first 20-30 days on the job.

b. Seminar

In the same time frame as the practice experience, the provisional teacher must participate in a concurrent seminar dealing with effective teaching, curriculum, classroom management, and child development as discussed in the Boyer Report. The child development component of the seminar should be focused on the age group the candidate will be teaching. The seminar can be offered by the local district, a consortium of local districts, a college or university or a coalition of institutions. The seminar may be offered for graduate credit assuming established higher education standards are met. It is intended that the seminar meet regularly during the

practice teaching experience, and that an integration of these two aspects be required. The State Department of Education is encouraged to provide coordination by identifying clusters of districts which are hiring provisional teachers and to organize regional seminars in partnership with colleges.

c. Orientation

Each district should also provide an orientation program designed to familiarize alternative candidates with the local district, its organization, its policies and its curriculum.

3. Preparation to Train a Provisional Teacher

The employment and training of a provisional teacher requires organization and preparation on the part of the district. Central to this task is the development of a prescriptive training plan (see page 18). As a part of this planning process, reading materials and other resources must be identified as accessible and the district must demonstrate that a certified experienced teacher has volunteered to assist with the training process. It is expected that there will be extra compensation for additional work by this teacher. In

addition, members of an internal support team must be identified. This team will include, at minimum, the school administrator, an experienced teacher, and a college faculty member. The team shall also include a curriculum supervisor in those districts employing such personnel; other districts must provide for comparable expertise on the team. The State Department of Education should provide orientation programs for support team members to familiarize them with their respective roles in the training program and with state certification evaluation forms, criteria and procedures.

It is essential that small districts with limited resources work together. The State Department of Education should identify districts in close proximity which wish to hire provisional teachers and assist them in coordinating their resources to meet the state requirements for a district training program. Each district must identify a program leader and these leaders will form a consortium coordination team.

B. Phase II - Intensive Support

Phase II of the program is to occur during the first 10 weeks after the provisional teacher begins a full-time teaching assignment. It may last longer depending on the progress and needs of the individual candidate. Its purpose is to continue the study which was

begun during the Phase I seminar and the refinement of teaching skills introduced in the initial practice experience. As in Phase I, emphasis must be placed on the practical integration of various aspects of the program so that knowledge acquired is applied by the provisional teacher to the refinement of skills.

The mechanism for accomplishing this integration is the Professional Support Team. The concept of the Professional Support Team is central to the program recommended in that it allows an individualized approach to training provisional teachers. This team, ideally comprised of individuals who worked with the provisional teacher during Phase I, will consist at least of the school administrator, an experienced teacher, the curriculum supervisor (where available), and a college faculty member. The team may call upon other professionals to assist in the training process depending on the needs of the candidate. A major function of the team will be to develop and carry out a prescribed training plan for the individual provisional teacher which takes into account the provisional teacher's background, progress, and degree of success in the Phase I program.

Learning and skill development should continue in five areas during the Phase II program:

1. Student Assessment

Support team members should call upon any additional experienced teacher, curriculum supervisor or college faculty participant having special expertise in methods of comprehensive student assessment.

2. Learning Theory (including how the atypical student learns and how to motiviate)

Support team members could involve an additional college faculty participant and district special services personnel.

3. Curriculum

As outlined in the Boyer Report, study in this area should include lesson development, teaching strategies and, in particular, the curriculum to be taught by the provisional teacher. Emphasis should be placed on reading, writing, mathematics, and science in the elementary grades and on reading and writing in the subject field at the secondary level.

The Support Team could be supplemented in this most important aspect of study by additional teachers, college faculty,

private sector consultants, professional association institutes, and the Department of Education's Regional Curriculum Service Units.

4. Child Growth and Development

The Support Team could be expanded to include special services personnel, private sector professionals and community agency representatives.

5. The School as a Social Organization

The support team might be supplemented with additional college faculty and with school administrators.

Learning in the Phase II program will take place through a continuation of the seminar meetings begun in Phase I. These meetings could take the form of a college credit-bearing course(s) as long as the criteria for integration with experience and broad use of available support team resources are met. Certain topics (e.g. student assessment and learning theory) or aspects of topics lend themselves to being taught effectively through coursework, while others might be learned best through experience. Some combination of coursework and experiential training is desirable. Consortia of districts with the coordination of the State Department of Education could offer state-approved regional seminars which pool the best resources of the participating districts.

Refinement of skills in the Phase II program will also be fostered through informal visits by members of the Support Team or other qualified evaluators. Visits must be made by one individual at least once per week during the 10-week period and the responsibility for these informed visits must be divided between at least two but among no more than three persons. In addition, opportunities should be provided for the provisional teacher to observe other experienced teachers in their classrooms. (see Phase III: Assessment)

C. Phase III: Continued Support and Assessment

As noted above, some informal observation (once per week) of the provisional teacher will have begun during Phase II of the program. These classroom visits are intended to be instructive and must be followed by conferences between the observer and the provisional teacher. Ideally, the observers will be persons who are involved in other aspects of the training program.

Also, beginning in Phase II and continuing through the duration of Phase III, there will be a gradual shift in emphasis from the development of the provisional teacher to evaluation for purposes of recommending certification. This evaluation phase is to be conducted by an Evaluation Team of no fewer than two nor more than three persons. These restrictions are intended to insure that more than one perspective will be represented in the evaluation process

while the potential for disruption in the provisional teacher's classroom is limited. In nearly all cases the Evaluation Team will be comprised of two or three members from the Support Team, but other specialized evaluators may serve. If an experienced teacher participates in the observation process, no evaluations are to be conducted by that individual which might have a bearing on the future employment or certification of the provisional teachers. It is the responsibility of the appropriately certified administrator who is chosen to head the team to formulate the final certification recommendation. However, the experienced teacher should provide advice and guidance to the candidate throughout the year.

The evaluation process will be conducted in accord with the following guidelines:

1. Phase II (first 10 weeks)

   a. at least one informal visit per week by one member of the team;

   b. at least two formal observations with pre- and post-conferences, one during the first five weeks and one during the second five weeks; and

c. a formal written evaluation at the end of 10 weeks prepared by the appropriately certified members of the team and shared with the provisional teacher.

2. Phase III (Period beginning after the first 10 weeks and extending to the end of the provisional period)

a. at least one informal visit per month;

b. a minimum of two additional formal observations (no more than two months should pass without an observation occurring); and

c. a final comprehensive evaluation report prepared for submission by the chief school administrator of the employing district to the state to support the certification recommendation.

Visits, observations, and evaluations must emphasize the skills outlined in the Boyer Report as well as related abilities. The final evaluation will be recorded on a standardized form developed by the state. Districts may use their own forms for interim assessment. These must reflect the same criteria upon which the state form will be based. Those criteria will measure the provisional teacher's ability to:

1. identify appropriate student objectives;

2. develop appropriate learning activities;

3. sequence and pace instruction;

4. intersperse questions to check for understanding;

5. provide students with many detailed examples and clear instructions;

6. provide all students with sufficient successful practice;

7. provide opportunities for independent work;

8. present information at levels appropriate to students;

9. exhibit proficiency in the subject matter;

10. assess student achievement (through tests and other means) and provide appropriate feedback to students and parents;

11. manage the classroom for effective learning;

12. deal with individual learning styles and problems;

13. develop educational experiences that provide opportunities for students to develop potential in the areas of decision making, personal/social adjustment, positive self-image, and creativity; and

14. maintain a commitment to continued professional growth.

It is critical that the distinction be maintained between evaluation of the provisional teacher for purposes of future employment and evaluation for purposes of certification. This must be so even though the two evaluation processes share some commonalities. Continuation of employment is a local decision which is made by local school boards. Professional certification, on the other hand, is a state responsibility and places the teacher as a member of the teaching profession in good standing and entitles him/her to serve in any district in the state. The decision to certify belongs legally to a professional licensing board, the State Board of Examiners; and certification recommendations regarding provisional teachers must - by regulation and statute - be submitted by the team chairperson directly to the Secretary of that body and must not be confused with local employment decisions. Employment is conditional subject to the decision regarding certification.

Because provisional teachers will be issued a certificate which is valid throughout the state, a standardized form is required for the final evaluation report which is to be prepared on all provisional teachers and submitted to the Board of Examiners. Therefore, it is recommended that the staff of that Board, with the assistance of consultants, prepare and distribute a standard state form to be used in reporting on the performance of provisional teachers.

The District Plan

As recommended above, districts should be required to submit written plans for their training programs and receive approval by the State Board of Examiners, pursuant to the statutory authority of that Board over any mechanism by which certificates are awarded. Staff of the Board will use generally the procedures by which all programs for training teachers are evaluated and approved. These procedures involve some type of peer review of the written proposal by professionals outside New Jersey and the auditing of certification recommendations and supporting materials. If training programs are to be a part of interstate reciprocal agreements, then periodic on-site state assessment of policies and practices relating directly to the training of provisional teachers also will be required.

A particular district or consortium of districts might submit a plan after deciding to employ a provisional teacher; or the plan may be submitted in advance, approval obtained, and then simply updated at the time a provisional teacher is employed. The Commission recommends that the Department

of Education devise a standardized format and set of guidelines for the development of district plans. However, at minimum, these plans should present the following in sufficient detail to provide a clear understanding of the training program:

A. an identification of all key personnel, including Support Team and Evaluation Team members, and their certifications;

B. syllabi of the formal instruction component and the vitae of those who will provide instruction, except those who are college faculty;

C. an identification of all other supporting resources, including personnel and accessibility of library or other learning materials;

D. a description of all consortial arrangements including identification of district leaders who will serve on the coordinating team;

E. documentation of the agreement of college faculty to participate in the seminar and on the Professional Support Team;

F. description of assessment and observation instruments to be used based upon the proposed standardized criteria.

G. overall timeframes for the essential activities of the three phases of the program;

H. description of the ways in which formal instruction will be integrated with teaching practice.

* * * *

The standards recommended are intended to result in training programs which are of high quality and workable. In particular, the implementation of these programs has the potential to draw together various segments of the professional community - especially college and public school faculty - in addressing the most important task of preparing beginning teachers. The Commission urges all segments of the education profession to seize this opportunity for partnership and cooperation.

In addition, the Commission believes that the concept of the Professional Support Team is a credible, effective and even exciting means by which to assist new teachers in their development. This approach brings a wide range of expertise and perspectives to bear upon the education of the provisional teacher and does so in the context of actual teaching, thereby allowing consideration of the practical needs of the individual.

The state will have to give serious consideration to the means by which district training programs will be supported. Tuition, fees and other sources of support will be identified by the State Board and Department of Education.

Finally, the Commission recommends that the State Department of Education, through some sort of independent panel, study very carefully the programs which districts develop under this plan. It should be assumed that the program will operate conditionally for three years after implementation of the first program. At that time, the State Board of Education should be informed of the extent of its success and should decide upon its continuance and any modifications needed for improvement.

APPENDICES

Charge to the State Internship Panel

Purpose of the State Panel

The State Board of Education is considering the adoption of a new plan for certifying teachers. This plan calls for the continued support and strengthening of traditional college preparation standards and would also allow local districts the option of employing persons who were not education majors in college. In order to be considered for teaching positions, these "alternate" candidates will be required to possess a baccalaureate degree and pass a state test in the appropriate secondary subject field or a test of general knowledge at the elementary level. If such an individual is hired, he/she will be issued a one-year provisional certificate and it will be the responsibility of the local district to provide essential training in an on-the-job internship during the first year of employment. The district will also assess the performance of the provisional teacher and, at the end of one year, provide the state with a positive or negative recommendation for standard certification.

At its December meeting the State Board, by a formal resolution, endorsed the Commissioner of Education's proposal that two panels be convened to assist in designing its structure. The first of these panels was comprised of nationally recognized educational leaders and researchers from various parts of the country. This panel met in Princeton, New Jersey on January 10 and 11, 1984 and its purpose was to define the areas of knowledge

and the teaching skills which are essential for beginning teachers. A copy of the national panel's report is attached and its recommendations will be used in two ways. First, they will be used to formulate minimum standards for the collegiate preparation of new teachers. Colleges themselves will determine the specific mechanisms (e.g., number and types of courses, credit-hours, etc.) by which these recommendations will be implemented.

The recommendations of the national panel also will provide the basis for the training of provisional teachers in district internships. The major purpose of the state panel, for which this charge is intended, is to design the specific means by which knowledge and skills will be conveyed to provisional teachers and their abilities assessed during the internship period for purposes of certification. The recommendations of the state panel will be used to develop minimum standards with which all districts must comply. These standards will replace the existing "emergency" system of employing alternate candidates for teaching jobs.

Assumptions

The state panel is not to debate or comment upon the merits of the certification plan which the Board is considering. The Department and the State Board of Education have created elaborate means by which the plan itself can be discussed and decided upon.

The following are basic premises of the panel's charge:

1. National Panel Report

The state panel should focus its attention on designing the structures through which provisional teachers can acquire the knowledge and skills defined by the national panel. It should function with the knowledge and on the assumption that the Commissioner and the State Board of Education have accepted the report of the national panel.

2. Employment

An essential premise of the state panel's work is that local districts will be able to offer contracts to individuals who hold the baccalaureate degree and who pass the state subject matter test or general test at the elementary level. Although some training may occur before the individual actually begins teaching, (e.g., in the summer), training will not be a prerequisite to the offer of a contract. In addition, these individuals will be hired as teachers who are responsible for classes of students on a full-time basis. Provisional and emergency teachers have always been hired under such terms; the state panel is asked simply to assist in recommending ways in which they might be trained while on the job.

3. District Auspices

It is assumed that the training of provisional teachers will occur

under the auspices of local school districts. Authority for the preparation and certification of school personnel belongs legally to the state. A part of this authority is delegated to colleges in the traditional preparation of teachers and will be delegated to local districts in the case of provisional teachers. This does not preclude the state panel from recommending that other institutions be allowed to provide support to district internships.

4. Purposes of Internships

In preparing their recommendations, the members of the state panel should recognize that the internship is to serve two functions. First, it is to be a means through which provisional teachers acquire training in the knowledge and skill areas recommended by the national panel. Second, it is to be a mechanism by which district personnel, acting on behalf of the state, for purposes of certification, evaluate the provisional teacher's ability to apply knowledge and skills effectively.

It is important to note the distinction which must exist between the certification and employment determinations which districts will make regarding provisional teachers. Certification is a state function and, at the conclusion of each internship, the local district will recommend to the state whether or not a provisional teacher is sufficiently competent to be issued a standard license, valid in any New Jersey district. The decision to continue employing a provisional teacher beyond the first year belongs

2. Who should be required to supervise provisional teachers? What kinds of supervision should be provided? How frequently should provisional teachers be observed in the initial and latter stages of their training?

3. What kinds of inservice training, if any, should be provided to provisional teachers? How might this be accomplished?

4. What should be the qualifications of those persons who will supervise provisional teachers?

5. What training should be required of, or available to those who will supervise and assist provisional teachers?

6. What criteria/commitments should a district meet in order to be authorized to hire a provisional teacher?

7. What type of documentation should districts be required to forward to the state in support of their recommendation to certify or not certify?

8. What external institutions might districts use in assisting with the training and supervision of provisional teachers? What options should be available to districts?

2. Who should be required to supervise provisional teachers? What kinds of supervision should be provided? How frequently should provisional teachers be observed in the initial and latter stages of their training?

3. What kinds of inservice training, if any, should be provided to provisional teachers? How might this be accomplished?

4. What should be the qualifications of those persons who will supervise provisional teachers?

5. What training should be required of, or available to those who will supervise and assist provisional teachers?

6. What criteria/commitments should a district meet in order to be authorized to hire a provisional teacher?

7. What type of documentation should districts be required to forward to the state in support of their recommendation to certify or not certify?

8. What external institutions might districts use in assisting with the training and supervision of provisional teachers? What options should be available to districts?

9. How should districts evaluate the knowledge and skills of provisional teachers?

These questions are not intended to limit the discussions of the panel, and its members are encouraged to consider any relevant issue.

LK/ckb/0173

Attachment

May 2, 1984

To: The Board of Education, State of New Jersey

From: Marcoantonio Lacatena

Re: Commission on Alternative Teacher Certification; Minority Report

Fifth Year Alternative Teacher Certification Proposal

One of the major charges of education is to respond to the everchanging needs of society, and it is the responsibility of the professional educational leaders to assure that such responses are rational, prudent, and in the long-range interests of the society's children whom educators strive to serve.

There are many problems facing our public schools today. Chief among these problems is the inadequate financial support for our public schools resulting in low salaries which cannot attract and hold a sufficient number of potentially good teachers, overcrowded classrooms with high student/teacher classroom ratios, worn and outdated textbooks and facilities, and low teacher morale. In September of 1983, the Governor promised to address the problem of low salaries and morale.

Governor Thomas Kean outlined a "Blueprint for Reform" for New Jersey schools. He offered both long-term and short-term proposals for attracting and retaining the best possible talent into teaching, with the intention of improving instruction for the State's students.

The Governor's proposals were generally received with open-mindedness and with some anticipation, in the hope that the substantive problems of New Jersey's schools were, finally, being addressed.

There were to be a number of specific programs to insure the raising and maintaining of rigorous standards for teachers, covering both entry into and completion of teacher training as well as continuing education once professional training was completed. The design and implementation of the programs were left to the Commissioner of Education, Saul Cooperman.

One of these programs addressed short-term shortages of teachers in certain areas such as mathematics and science by proposing an "alternate route" to certification designed to bring the best and the brightest into the profession quickly, and with rigorous standards of entry.

The State would, under this program, assist local districts to bring starting salaries for all teachers in the state to $18,500 a year. The current average starting salary in New Jersey is about $13,000, which will not attract or keep first-rate teachers when the starting salaries for other professions range from $20,000 to $30,000 a year. The Board should urge the Governor to support the legislation which is necessary to fulfill that part of his program.

The AFT has long pushed for adequate salaries and for improved professional standards, and the New Jersey State Federation of Teachers (NJSFT) encouraged good faith discussion of the proposals among various constituencies, and took part in such discussions, including service on the Commission on Alternative Teacher Certification, established by Commissioner Cooperman.

The panel should have been given more time, further direction, and a broader charge,

to seek the advice of national experts to formulate a program for a genuine, long-lasting program which will attract and keep "the best and the brightest teachers" for the public schools of the state. Stopgap measures and hasty solutions, particularly those which threaten to remove the training of teachers from its intellectual base in higher education, will only make matters worse, in the short and long run.

The Commissioner has offered an alternative route for teacher certification ostensibly for the purpose of raising the standards of classroom instruction and enlarging the pool of quality applicants to the profession. I support the Commissioner's desire for high standards; however, I feel that the proposed plan, in many respects, fails to supply the ingredients needed to bring about the standards it claims to support. Like the Commissioner, I recognize the need for attracting more qualified people to the field, but I wish to do this in a manner which maintains the conceptual background critical to educational decision-making in a democratic society, and reinforces the pedagogical standards necessary to assure excellent performance in challenging classroom situations. Those people who enter the teaching profession must have a strong and extensive general education background and a sound knowledge of their subject-matter discipline as emphasized by the Commissioner, but they must also have a strong professional grasp of the ideological and cultural forces which support or threaten the aims of American education. Equally important, they must attain a thorough training in the latest pedagogical techniques if we are to expect improvements in student achievement and student behavior.

With these basic professional criteria in mind, I offer the following teacher certification proposal which includes the reforms embodied in the September, 1983, revisions of the teacher training regulations which raised standards, and incorporates them into a 'Fifth Year Alternative Teacher Certification Proposal.' This proposal would place the prospective teacher in a public school position after his/her undergraduate career under the guidance of a public school master teacher, as well as the supervision of a college education professor and a college subject matter professor.

Subject matter competency tests, successful completion of a professional sequence of courses, and the recommendation of the public school master teacher, college education professor and college subject matter professor would be required of all interns before the award of permanent certification. The sequence would include a pre-internship summer session, a course during each semester of the internship, and a post-internship session during the following summer. Subject matter competency tests would be required for all interns before the start of their training period in the public schools.

Each college would be responsible for submitting course programs in order to meet the following professional academic criteria consonant with the recommendations of the Boyer report:

1. Familiarity with latest methods of research-validated effective teaching in related subject matter fields, as well as methods dealing with basic skills of reading, writing, and mathematics.

2. Familiarity with latest curricula developments and education strategies for implementing related programs.

3. Awareness of learning theories and measurement and testing skills as they relate to child and adolescent growth, behavior, and academic achievement.

4. Understanding of, and appreciation for, the various philosophic and cultural forces related to American values as they impact upon educational issues, policies, and goals.

5. Awareness of the organizational and management problems of school process and how such process relates to the sociological factors of the community.

6. Understanding of, and appreciation for, the particular educational assets of and difficulties encountered by minority and underprivileged students.

7. Demonstration of classroom skills related to:

   a. student objectives
   b. appropriate learning activities
   c. questioning skills
   d. individual, small group, and large group instruction
   e. classroom management skills.

The following considerations are provided for continued professional development. So that the profession of education can finally gain the image and stature enjoyed by the medical and legal professions, the State of New Jersey must offer the financial aid necessary for local boards to offer comparably higher salaries for experienced teachers. I also recommend that the Board of Education and the Board of Higher Education negotiate with other states to bring certification programs throughout the United States into the five-year professional program in order to put professional training for teachers on a par with those in law and medicine, and to afford a full professional preparation without any competitive complications with liberal arts preparation and subject-matter training.

Should these proposals be accepted by the State Board of Education, the needs of students, parents, professionals, and political leaders would have been met, and all of us could get, once again, to the business of education. It is time to bring these various segments of the population, all of which are sincerely concerned about the future of American education, together in harmony, and I feel that this proposal for teacher certification can significantly contribute toward that end.

Regardless of the program to be adopted, the Board should submit any new proposal for teacher training and certification to a panel of nationally recognized scholars from within the profession and from other areas for evaluation before final adoption. The panel should be jointly selected by the Department of Education, the Department of Higher Education, and the various professional groups which are engaged in teacher training and in the evaluation of teacher training programs. New Jersey's children deserve at least this minimal protection.

Supplemental Report
by Edithe A. Fulton, President, NJEA, on
the Report of the Commission on Alternate Teacher Certification

The Commission on Alternate Teacher Certification has produced a report which recommends a method of attracting outstanding non-traditional candidates that is worth testing for a trial period. The panel's insistence on standards and rigor has produced an alternate route to teacher certification that is far superior to the "emergency" licensing procedure it is intended to replace. The panel has included many elements that build quality and close possible loopholes. These include:

1. Qualifying standards for eligibility to take the State test.

2. High cutoff scores.

3. Professional preparation before the provisional teacher is given charge of a classroom.

4. Suggestions for college participation in the pre-service and post-service professional preparation programs.

5. Strict State standards to permit and govern local-district training.

6. Continuing State monitoring and evaluation of the local-district training.

7. Clear delineation of support-team roles, entirely differentiating collegial assistance from the separate functions of supervision, evaluation, and employment/certification recommendations about the provisional teacher.

8. Mandating extra compensation for extra duties that fall on staff members because of programs for provisional teachers.

9. Inclusion of a "sunset" provision so that, after a three-year trial, the experimental new route to teacher certification can be improved or abandoned as experience dictates.

10. The determinative role assigned to the State Board of Examiners and retention of State control over licensing.

While these elements have produced a plan that's considerably stronger than present alternate licensing procedures, I do not yet feel that I can endorse the Commission report. While I did not oppose its transmission in its present form to the Commissioner, I do believe that it should be strengthened even more before it is enacted. NJEA will continue

to seek the following changes in whatever enabling regulations or permanent procedures are adopted. The final plan should:

1. **Require graduate credit for all professional training -- both pre-service and post-service.** This will insure participation by our colleges and universities. It will also give consistency and legitimacy to the content and quality of instruction offered. Certainly, fees or tuition should not be charged unless valid college credit is given.

2. **Increase the pre-service academic load and decrease the post-service load.** The more professional training the provisional teacher has before actual teaching, the better for the students in the class. NJEA recommends that the completion of 12 college credits (or the equivalent) in **how to teach** and how **students learn** (including practicum) be a prerequisite for issuance of the provisional certificate. Ideally, this training would be given in the summer.

Moreover, the first weeks of teaching are demanding and draining, both physically and psychologically. Beginning teachers typically spend long hours in the afternoon and evening in the assessment of student work and the preparation of lessons. At such a time, the beginning teacher should not be burdened with seminar requirements. Collegial help should be available, but heavy academic requirements should not be imposed. The bulk of the academic requirement should have been completed beforehand.

3. **Eliminate the big loophole in the report -- the provision that would let a school district hire "on short notice" a totally untrained provisional teacher and provide pre-service education during "the first 20 - 30 days on the job."** Hiring of provisional teachers on short notice should not be allowed. Permitting it would wipe out the standards and quality built into the procedure. If abused, it could open the floodgates. Moreover, the first weeks of school are crucial; they determine the tenor and success of the entire year. Beginning teachers should be prepared beforehand and eligible to take full and successful control of the class on the first day of school.

If the state persists in making the mistake of retaining this loophole, it should at least take steps to protect the integrity of the teaching that goes on in affected classrooms during those first 20 to 30 days. Where a district has not hired a regularly certified or properly prepared "provisional" teacher by the opening of school, a member of the support team (i.e. supervisor or administrator) should be assigned initial responsibility for the new teacher's classes during the period of pre-service education. (In almost all districts, supervisors are not required to begin their normal teacher observations and evaluations until December, making them available in emergencies to be assigned to this function.)

4. Make it clearer that what the beginning teacher needs is help, not harassment. While the report calls for observations and evaluation, it ignores the penchant of some supervisors to nitpick and harry the supervised. Observations and evaluations should be constructive. Insure assistance, not criticism.

5. Because so few districts run a full school program in the summer, special State efforts --including incentive funding -- should be made to establish comprehensive centers for pre-service training. For both educational and social reasons, these special comprehensive summer programs could be in our biggest cities.

With these changes, New Jersey will have a strong system for identifying, recruiting, and training outstanding non-traditional candidates. Public-school children could only benefit.

SIGNED: Edithe A. Fulton

Edithe A. Fulton,
President, NJEA
April 27, 1984

APPENDIX K

JOINT TESTIMONY ON REVISIONS IN TEACHER EDUCATION REGULATIONS

New Jersey State Board of Education

JOINT TESTIMONY OF THE MONTCLAIR PUBLIC SCHOOLS AND MONTCLAIR STATE COLLEGE

Dr. Nicholas M. Michelli, Dean
School of Professional Studies
Montclair State College

Dr. Edward R. Kealy
Director of Special Projects
Montclair Board of Education

Dr. Catherine A. Becker
Chair, Department of Curriculum and Teaching
School of Professional Studies
Montclair State College

Dr. Robert A. Pines
Associate Professor of Education
Department of Curriculum and Teaching
School of Professional Studies
Montclair State College

Dr. Joseph T. Moore
Professor of History
Department of History
School of Humanities and Social Sciences
Montclair State College

JULY 11, 1984

Dr. Nicholas M. Michelli, Dean
School of Professional Studies
Montclair State College

My name is Nicholas M. Michelli. I am Dean of the School of Professional Studies at Montclair State College.

I am pleased today to join with my colleagues from Montclair State College in presenting joint testimony with the Montclair Public Schools and Superintendent Mary Lee Fitzgerald, represented today by Dr. Edward Kealy, Director of Special Projects for the Montclair Public Schools.

What we say today will be, therefore, the joint perspective of a college and a large, complex public school system. It comes after more than a year of collaborative discussion between the Montclair Public Schools and Montclair State College on how we can most effectively join forces to meet with needs of our respective students. What we do in the future will represent the product of that joint commitment.

When I last appeared before you on November 16, 1983 I said that we agreed with the general goals of the Alternative Route proposal--specifically the elimination of emergency and transcript evaluation, efforts to raise the quality of the pool of teacher applicants, the concept of second careers in teaching for highly qualified professionals, and any effort to increase rigor in the application of standards to the certification process.

I also said then that we could not agree with all of the means that were reflected in the proposal. Unfortunately, eight months later, both statements remain true. We agree with the general goals, and agree with some of the means, but we still have very serious problems with portions of the proposal. Let me review some of these concerns, and then my colleagues will discuss possible ways of dealing with them.

First, we continue to believe that any alternative route should be limited

to individuals whose careers and life experiences make them unusually qualified to enter teaching after limited professional education. In a letter written to Deans and Directors of Teacher Education on February 24, Commissioner Cooperman said:

> The alternative route is intended mainly as a vehicle for training persons who did not study education in college but who are able to compete with certified job applicants because they have acquired other experiences which offset their lack of training. . . . In the majority of cases, districts will want to consider only those persons whose backgrounds justify the commitment required to train them. Such persons will include primarily experienced private and parochial teachers or persons with successful backgrounds in other walks of life.

We continue to believe that the Commissioner is correct. Beyond that, we believe that the program should be limited to individuals with exceptional backgrounds and specifically exclude recent college graduates. Our reasoning is that the effect of the current proposal may well be to discourage some of our best young students from pursuing teacher education within the college setting because they continue to believe that the alternative route will be open to them. This would be a tragedy for the hopes and aspirations of these young people, and for the public school students of New Jersey, as it may reduce significantly the size of the pool of college certified students. We do not yet know how many highly qualified individuals the alternative route will yield, and the serious shortage of teachers already projected for the decade ahead might well be exacerbated. The proposal should at least initially be limited to mature individuals with the kinds of career and life experiences the Commissioner says the program was designed to attract so we can judge how many highly qualified individuals are indeed attracted by it. I would not object, furthermore, to extending the system to recent college graduates in areas of certified shortage. That would certainly be better than our current approach to dealing with shortages.

Secondly, I believe it is wrong to open the alternative route to those fields where there are serious safety concerns and where careful, extensive training is critical to understanding issues related to safety. From my perspective these include physical education, home economics, and industrial studies. I would also require an experienced, fully certified teacher to be present in any art studio or science laboratory.

Third, we continue to believe that the proposal would be greatly strengthened by requiring full participation by colleges in the training process. It may appear to you that this is accounted for in the document. It is not. Requiring that a district seek college participation is not the same as having such participation. Having a college faculty member on a support team will allow for individual faculty entrepreneurship, but not real college participation.

We believe it is possible to achieve every one of the Commissioner's stated goals with a program that involves full college participation with public school districts, which includes all of the screening and quality assurance measures now required of college certified students, which provides for intensive training and experience before teaching and continued support during the first years of teaching with a full college/local district partnership, and which will be more likely to improve our schools than the current proposal. We fully intend to propose such a program, in partnership with the Montclair Public Schools, should the regulations be adopted, but we continue to believe that such genuine partnerships should be required by the regulations rather than merely permitted.

In subsequent testimony, my colleagues will raise some additional concerns and describe more fully the kind of partnership we envision.

Thank you.

Dr. Edward R. Kealy
Director of Special Projects
Montclair Board of Education

I am Dr. Edward R. Kealy, Director of Special Projects for the Montclair Public Schools. I am speaking today on behalf of the Superintendent of Schools, Dr. Mary Lee Fitzgerald.

In the spirit of State Commission on Alternate Teacher Certification Chairman Harry Jaroslaw, the Montclair Public Schools have examined the proposed code for the alternate route to teacher certification as a proposal that has "the potential for positive change."

Furthermore, we have carried out this review in consultation with Montclair State College's Dean of Professional Studies, Dr. Nicholas Michelli, and his colleagues. As a result, we come before you today with a proposal for a model alternative training program in which a public school system and a teacher training institution are working together as equal partners. Both institutions took seriously Chairman Jaroslaw's recommendation that we ask ourselves not only "what potential the change brings to us, but what we bring to the change."

A major need that our school district has currently is for a larger talent pool of qualified teachers to meet our future staffing needs. Over the next five years we expect to lose as much as 50% of our teaching staff to retirements. At the same time, our recent recruitment efforts have shown us that there is an alarming lack of available teachers coming out of traditional teacher training institutions to meet our needs. This is particularly true in the areas of math and science, but also even in English literature and foreign languages. The reasons for this situation are well known and, in any event, are beyond the control of our school district.

However, the alternate training program does provide us with a means

to attack this problem by expanding the potential talent pool to include qualified persons who wish to change careers or enter the job market after child rearing responsibilities are over and for whom teaching is an attractive profession. The major concern of the school district is how to make sure that this new talent pool meets standards of professionalism. The model alternate training program which we are proposing can meet this concern.

Dr. Catherine Becker of Montclair State College will detail the design of the training program. I would like to bring out what the Montclair Public Schools sees as the advantages of this partnership approach to a public school system.

The goal of this proposal is to provide the Montclair Public Schools, and others who may wish to join with us, with a new stream of qualified teaching professionals through a program that meets every requirement of the new state code and yet keeps every safeguard of the traditional college-based training route. This latter point is very important, because we believe that the involvement of a teaching college is an important means of quality control for the alternate program.

The primary advantage of this partnership approach is that it marries the strengths of the two institutions and it builds on past cooperative arrangements. The public school system is the source of practical knowledge about curriculum design and implementation, student learning, teaching methodology, child development, and school organization. The college is the source of subject area expertise and theoretical and research-based knowledge about pedagogy. Moreover, both institutions have long recognized this complementarity through staff in-service programs provided by college faculty and in traditional practice teacher programs supervised by public school staff.

The Montclair Public Schools also looks forward to several other benefits of this partnership program. First, it will provide us with a powerful

recruitment tool with which to compete in the search for high quality staff. We would be able to guarantee a qualified recruit a provisional job and a place in a quality training program that would be available within a short time frame.

Second, we as professional educators would be taking a much more direct and active role in the training of new teachers than ever before. Not only is this prospect exciting, but it also affords us the opportunity, and the responsibility, for making sure that new teachers are trained to the standards and expectations of our schools and of our community.

Before allowing Dr. Becker to describe the proposal in more detail, the Montclair Public Schools would like to make two recommendations to the State Board today. First, we feel the Code should contain stronger language regarding the desirable role of college institutions in alternative training programs. Finally, we feel that the State Department of Education should fund several pilot alternate training programs such as the one proposed here over several years for the purposes of evaluation and demonstration.

Dr. Catherine A. Becker
Chair, Department of Curriculum and Teaching
School of Professional Studies
Montclair State College

I am Catherine Becker and I am Chair of the Department of Curriculum and Teaching at Montclair State College. My role in the five-part presentation describing the partnership between the Montclair Public School District and Montclair State College vis-a-vis the "Alternate Route to Teacher Certification" as embodied in the proposed changes in the Administrative Code will be to detail the specific components of the program making up the partnership.

This partnership was jointly initiated by the college and the school district in order to accomplish two goals. First and positively, we wished to respond to the Commissioner's worthy goals of finding a method of identifying and training prospective quality teachers who have not gone through the traditionally rigorous undergraduate teacher education program. Second and decidedly in opposition to some of the changes proposed in the Administrative Code, we believe that the college programmatic role should be a mandatory one, not that school districts should just be obliged to "seek" such a partnership. If college role is theoretical and public school role is applied, how can public school children benefit when either part is missing? We contend that they cannot. The marriage of theory and application is necessary and natural. It forms the underpinnings of all professions. Teaching in New Jersey must reflect this union.

We propose the following model internship program. The sequence of courses and practical teaching experiences will be, for the most part, co-taught and co-administered with personnel from the college and the public school district. The sequence involves three distinct phases or components:

a. Pre-Service Summer Component
b. In-Service Component
c. Post In-Service/Master's Level Component

Since Dean Michelli has already described our support of high eligibility standards through grade point average and screening requirements, I will proceed to flesh out the three programmatic components.

The Pre-Service Summer Component will have the intern teaching in the Montclair Public School District summer session half days and taking three college courses (Methods, Educational Psychology, and Reading) for the other half day. This component will then be followed by the In-Service Component which is broken down into two phases. In Phase I, teaching interns are intensively observed, evaluated and supported in their actual teaching. Concommitantly (after school), they take a course in Teaching Effectiveness. Phase II continues the intensive observations, evaluations and support. The course in this phase is Teacher, School and Society.

The third component, Post In-Service/Master's Level, is also broken down into two phases. The pre-summer school phase has the teaching intern taking a course in Educational Foundations. At this point in the program, successful completion of teaching and course would result in a joint public school/college decision to affirm the candidate for permanent certification.

As can be easily seen, the course work exactly agrees with the revisions in the Administrative Code as they appear in Section 6-11-8.2(a) 1, 2, 3 and 4. These code revisions directly draw from the Boyer Panel Report on what beginning teachers need to know.

The second phase of the third component starts the teacher intern, now recommended for certification, in a master's degree program during the summer. The courses to be taken will be jointly recommended by the district and the college and will reflect the professional/personal needs of the "new" teacher with emphasis on the adult learner.

It should be noted once again that the partnership programs briefly out-

lined welds the applied and the theoretical. It has real rigor in terms of academic and experiential standards. It mandates college as well as public school input into all phases of the program. It is professionally and personally developmental with regard to the teaching intern, leading him/her to continued study and advancement. Lastly and not obviously heretofore explicated, the program is designed so that the district and college will evaluate the effectiveness of the program after one year. It is our intention to change the program where teaching intern, school district/college personnel evaluation warrant and suggest such change. In closing, we note that the Montclair Public School District/ Montclair State College program meets the worthy goals of the Commission but avoids the pitfalls so glaringly obvious in the proposed Code changes. We urge the State Board members to closely scrutinize what is missing from the Code changes and respectfully request that they be revised to correct this situation. New Jersey public school children will be better off for such revisions as well as teaching as a profession.

Thank you.

(I have included the actual program as an addendum.)

PARTNERSHIP PROGRAM
ALTERNATIVE ROUTE TO CERTIFICATION
MONTCLAIR PUBLIC SCHOOLS/MONTCLAIR STATE COLLEGE

The following components represent a proposal for public school/college partnership in devising an alternate route to certification. This "Model Internship Program" meets the goals of (A) The Boyer Report, (B) The Implementation Panel Report, and (C) the proposed changes in the New Jersey Administrative Code, Chapter 11. The program is designed as an alternate, not a competitor, to traditional programs in teacher education at the undergraduate level. It addresses opportunities to teach for a different population.

1. Eligibility

In order to be eligible for certification through the Alternative Route, an individual must have:

a. G.P.A. of at least 2.5, or be waived from this requirement based on background, experience, etc.

b. "Notice of Passage" of state subject matter test

c. Contract to teach

d. B.A. or B.S. (except for Industrial Arts and Vocational Education)

e. 30 or more credits in a subject matter field, depending on candidate's relevant experiences

f. "liking" for children and/or adolescents as well as suitability in other areas, as determined by a joint screening committee

2. Theoretical Foundations/Practical Applications for Teaching

The following proposed sequence of courses and practical teaching experiences will be, for the most part, co-taught and co-administered with personnel from the college and the public schools. Where courses are involved, the "teaching intern" will pay tuition to the college. The college will then essentially bear the financial costs associated

with providing the necessary foundations of teaching. The college will also provide a salary at adjunct rates for co-teachers from the public school sector.

The proposed sequence involves three distinct phases or components:

a. Pre-Service Summer Component
b. In-Service Component
c. Post In-Service/Master's Level Component

The details of each component are:

a. Pre-Service Summer Component

2 s.h. - Methods (co-taught)
3 s.h. - Educational Psychology (prerequisite: Developmental Psychology)
3 s.h. - Reading I (co-taught)
6 weeks in Montclair summer session in the morning; course work in afternoon

b. In-Service Component

Fall Semester:
2 s.h. - Effective Teaching/Productive Learning (co-taught)
4 s.h. - In-Service Teaching I (co-taught): consists of intensive instructional observations, evaluations and support from public school and college personnel

Spring Semester:
3 s.h. - Teacher, School and Society (co-taught)
4 s.h. - In-Service Teaching II (co-taught): consists of intensive instructional observations, evaluations and support from public school and college personnel

c. Post In-Service/Master's Level Component (course work in this component will have graduate level designation and be applicable to the M.A.T.)

June Pre-Summer Session:
3 s.h. - Educational Foundations

At this point in a teaching intern's program, successful completion of course work and teaching would result in the public school district/college affirming the candidate for permanent certification.

Summer Session:
2 s.h. - Consultative Elective (public school/college determined)
3 s.h. - Elective (e.g. Reading II, Classroom Management, Principles of Curriculum Development, Individual and Group Dynamics)

EVALUATION:

The partnership program components, both theoretical and applied, will be evaluated at the end of the first year of operation by teaching interns, public school personnel and college personnel. Where indicated, appropriate changes will be instituted.

Dr. Robert A. Pines
Associate Professor of Education
Department of Curriculum and Teaching
School of Professional Studies
Montclair State College

I am an associate professor in the Department of Curriculum and Teaching at Montclair State College. I welcome this additional opportunity to discuss the alternative teacher certification proposal with you.

Last November, I directed my comments to the question of how provisional teaching candidates would be trained. I wish to do so again, as that training would constitute both a pre- and co-condition for the assumption of full classroom responsibility. I shall also address the related issue of the evaluation of provisional teaching candidates, as a measure of professional development as well as for purposes of certification.

The Commission on Alternative Teacher Certification has recommended a three-phased design for the preparation and evaluation of provisional teachers. Although I continue to have reservations about its efficacy as contrasted with the more rigorous college-based program, I commend the Commission's emphasis upon the development of partnerships in teacher education. I refer particularly to the Commission's consistent stress upon the complementarity of the roles of higher education and public school personnel as members of the proposed "Professional Support Team." Indeed, the chairperson of the Commission characterized this emphasis on cooperative preparatory roles as a "leitmotif" of its report. Recent reports from the Carnegie Foundation and the Forum of Educational Organizational Leaders have likewise called for a strengthening of the college-school partnership in the preparation of teachers. I urge you to mandate that partnership in the language of the Administrative Code.

Accordingly, as my colleagues from the college and the Montclair Public Schools have already described, Montclair State College and the Montclair Public Schools have jointly developed a Model Internship Program in accordance with the guidelines of both the Boyer and Jaroslaw panels. I should like to briefly specify the manner in which one aspect of our joint program would function in practice. It would have application to Phases II and III of the Implementation Commission's proposal for training and evaluation; that is, the "Intensive Support" (weeks 1-10) and "Continuous Support and Assessment" (week 11 to conclusion) phases.

We are proposing that during the fall semester in which the provisional teacher begins a full-time assignment, he or she would enroll in the two-credit Montclair State College course "Effective Teaching/Productive Learning." This course, which would build upon the provisional teacher's progress in Phase I or the pre-service component, would be co-taught by college and school personnel who ideally had been members of the Professional Support Team during the previous phase. Its general aim would be to develop in provisional teachers both a knowledge base and experiential opportunities for the application of basic teaching skills in eight areas which the research literature indicates are related to productive learning outcomes.

The research I refer to is that which has come to be associated with the practices of effective teachers. Thus, rather than proposing and, in turn, testing what should work in classrooms, educational researchers have been examining and documenting that which teachers who produce significant student achievement gains actually do. Rather than prescribing any particular or right way to teach, this growing body of research does indicate that some instructional or managerial approaches are more effective than others in producing specific results with certain students in particular situations.

One of the broad skill areas which the "Effective Teaching/Productive Learning" course encompasses and which the Boyer and Jaroslaw panels have recommended for inclusion during the in-service phase (II) of training is the "curriculum." In this category, the Commission more specifically recommended that learning and skill development in "teaching strategies" be provided. Our course similarly subsumes the one under the other.

The provisional teachers enrolled in the course would be expected to demonstrate different if complimentary results during its on-campus and off-campus or classroom phases. On-campus, they would be guided to understand the application of a general, research-based principle to a particular situation. For example, the data indicate that the use of either positive or negative feedback by teachers at the elementary level is related to student achievement, but that only the use of positive feedback is so related at the secondary level, especially in basic skills classes. Off-campus, during their related classroom experience, the provisional teachers would be directed to act upon or competently apply their knowledge of specific teaching skills. Thus, we would expect to observe our predominantly secondary school provisional teachers avoiding the use of negative feedback, particularly in their basic skills classes.

The demonstration of effectiveness in the course teaching skill areas would, per the Implementation Commission's recommendation, be ideally assessed by the same college and school-based members of the Professional Support Team who had been involved in other aspects of the training program, including the on-campus component of the course itself. Likewise, per the Commission's recommendation, assessment could shift and extend from professional development in Phase II to evaluation for recommending certification in Phase III.

We are therefore recommending that the State mandate the participation of at least one college member and one public school member of the Phase II

"Professional Support Team" as members of the proposed Phase III "Evaluation Team." Finally, we also recommend that the informal observational visits described by the Commission for use during Phases II and III be, by your mandate, supplanted by strictly formal bi-weekly observations. In our view, the proposed number of informal versus formal visits do not adequately provide the degree and quality of clinical supervision necessary to support beginning teachers and validly assess their competence.

Thank you again for this opportunity. I urge your adoption of our specific recommendations regarding the role of the colleges in any alternative certification program.

Dr. Joseph T. Moore
Professor of History
Department of History
School of Humanities and Social Sciences
Montclair State College

I am Dr. Joseph T. Moore. I am Professor of History and Social Studies Education at Montclair State College. As such, I am responsible for directing social studies certification programs for students majoring in history, sociology, political science, economics, geography, anthropology and psychology at both the undergraduate and graduate levels.

Prior to my appointment at the college 18 years ago, I had been a junior high school and high school teacher, and a social studies department head in a high school.

I am concerned about what the proposed alternate route to certification does in the field of social studies. I will also speak, but only briefly, about the impact of your proposal on certification in the natural sciences.

Social studies is, inherently, an interdisciplinary field. It is not possible, for example, to teach properly about the American Civil War without a knowledge of history, sociology, political science, economics, geography, anthropology, and even psychology. War is a complex human event, and thus requires suitably complex explanations.

But, under the proposed alternate route, several defects are immediately apparent. At the post-baccalaureate level, a candidate with a bachelor's degree from a liberal arts college in the field of history would typically present a 30-hour major in history, and approximately 14 hours in the various social sciences, for a total of 44 hours; at the same level, a candidate with a bachelor's degree from a liberal arts college in one of the social sciences would typically present a 30-hour major in that social science, and approximately 14 hours in history and the other social sciences, for a total of 44 hours. These figures are based

on evaluating transcripts of the very same people who are the target of your proposed alternate route. I have seen about 30 of these people in the past two years.

As a consequence of my experience, I have found that these candidates typically must take 16 hours of additional subject matter. The proposed alternate route, then, is vastly inferior to Montclair State's program in preparation in subject matter.

Where do these post-baccalaureate candidates at Montclair come from? Of the 17 currently in my active file, three are from Fairleigh Dickinson University and two were undergraduates at Montclair. Colleges represented by one candidate each were George Washington University, St. Bonaventure's, Butler University, Rutgers, Tufts, Jersey City, Villanova, Lafayette, Ramapo, New York University, St. Lawrence, and Bedford College of London.

When I compare the proposed alternate route with the preparation of Montclair State College undergraduates, the same inferiority can be found. We require, for history majors, 33 hours of history and 27 hours of related social sciences, a 60-credit total for certification in subject matter. For social science majors wishing to be certified to teach, we require 33 hours in a particular social science, plus 15 hours of history and 12 additional hours of related social sciences, a 60-credit total for certification in subject matter.

Your proposal, then, for a simple 30-hour major in history or one of the social sciences is 30 hours poorer on paper, and 16 hours poorer in practice, than our long-established program at Montclair State College.

At the same time, however, I acknowledge the value of relevant life experience for a candidate for certification in history and the social sciences. Such experience may lessen the impact of the inferiority of the 30-hour major when compared with Montclair's 60-hour requirement. This would have to be

judged on a case-by-case basis.

But your proposal is inferior to our program in social studies in another way--in the minimum grade point average. Yours is 2.5. Ours has been 2.67, and rises to 2.75 this fall.

I would like to identify one other field of certification, in addition to my own, where your proposal represents a major decline in standards. In science, our chemistry majors need 66 hours in science and math to be certified, our physics-geoscience majors need 69 hours, and our biology majors need 65 hours. Your proposal requires only 30 hours in a particular science.

In closing, I would like to summarize the testimony presented by Dr. Kealy of the Montclair Public Schools and my three colleagues from Montclair State College. We have emphasized a partnership between a school district and a college, rigorous admission standards for candidates pursuing an alternate route, eligibility limited to mature individuals with life experience demonstrably relevant to their intended field of certification, elimination of areas where safety hazards may endanger life, a true programmatic role for the colleges in the training component of the alternate route, specific instructional arrangements involving knowledge and its practical application to teaching, and concern for the severe weakening of standards in such interdisciplinary fields as social studies and science.

We thank you for your attention.

APPENDIX XL

The New Jersey VOICE of Higher Education

Published by the Council of New Jersey State College Locals (AFT, AFL-CIO) 420 Chestnut St., Union, N.J. 07083 May, 1984

Educational Reform: The New Jersey Experience

Council of New Jersey State College Locals

American Federation of Teachers, AFL/CIO

20 Chestnut Street
Union, New Jersey 07083

TABLE OF CONTENTS

EDUCATIONAL REFORM: THE NEW JERSEY EXPERIENCE

PREFACE

"Educational reform," and especially change in the way our teachers are trained, is very much in the public eye. Recent developments in New Jersey have received national attention, and represent a major event in the reform movement, with implications for everyone involved in education both in the schools and in the colleges.

We believe that bringing the complete New Jersey story to a wide audience is important since it illustrates many of the possible dangers of the "reform" movement, and since it represents an effort to make a significant and fundamental change in the way public school teachers are certified to teach.

The material in this publication will show a State Department of Education trying to take control of teacher training away from the State Department of Higher Education, and in the process developing a plan which will have the effect of **lowering standards** for the profession.

Another significant effect — planned or unplanned, foreseen or unforeseen — is the **weakening of quality control over certification,** placing nearly all effective responsibility in the hands of over 600 local school districts and raising the prospect not only of lowered standards but also of abuses based on nepotism and patronage at the local level.

One striking feature of the New Jersey story is the inordinate speed with which the Department of Education has attempted to develop and implement its plan. In just over six months the Commissioner of Education had announced his plans, appointed two successive panels, received their reports, and scheduled hearings. When the State of Tennessee undertook a similar study, an entire year was spent in developing specific proposals for teacher training; the panel charged with this aspect of the New Jersey plan was given less than two months.

Finally, the record here shows a remarkably coordinated campaign, utilizing the press, carefully selected study panels, and even murky charges of "dirty tricks" by opponents, to obscure the issues and rush to implementation an unwise and unworkable program.

Our intention in publishing the record is to let some light shine into this darkness, and to make the materials available to as wide an audience as possible. We urge that these documents be read carefully, and that readers send their comments to:

David Brandt, Esq.
Chair, New Jersey State Board of Education
225 West State Street
Trenton, New Jersey 08625

Copies of these communications should also be sent to:

Marcoantonio Lacatena, President
Council of N.J. State College Locals, AFT, AFL-CIO
420 Chestnut Street
Union, New Jersey 07083

Hearings on the proposed alternative certification plan are scheduled for June 28 and July 11, 1984, with passage of the enabling regulations scheduled for September 5, 1984; the matter needs your immediate attention.

Sincerely,

Marco Lacatena

Marcoantonio Lacatena
President, CNJSCL
(NJSFT/AFT/AFL-CIO)

EDUCATIONAL REFORM: THE NEW JERSEY EXPERIENCE

Narrative Summary of Events

THE BEGINNING: SEPTEMBER 1983

In September, 1983, New Jersey Governor Thomas Kean outlined a "Blueprint for Reform" for the State's schools. He offered both long-term and short-term proposals for attracting and retaining the best possible talent into teaching, with the intention of improving instruction for New Jersey's students.

There were to be a number of specific programs to insure the raising and maintaining of rigorous standards for teachers, covering both entry into and completion of teacher training as well as continuing education once professional training was completed. The design and implementation of these programs were left to the Commissioner of Education, Saul Cooperman (pp. 32-34). (2 s.l. articles w/Kean announcements)

One of these programs addressed short-term teacher shortages in certain areas, such as science and mathematics, by proposing an "alternative certification" route designed to bring the best and the brightest into the profession quickly, without the usual college-based teacher training program but with rigorous standards of entry.

This particular proposal had in fact been suggested earlier, in July 1983, as a proposal of the Commissioner. The press coverage at that time described with a fair amount of detail essentially the program which emerged several months and two study panels later. (pp. 30).

In a speech to the Legislature on September 7, 1983, Governor Kean coupled the Cooperman alternative route proposal to a promise of State support to enable local school districts to raise starting salaries for all teachers in the state to $18,500 a year, to make teaching more competitive and to attract higher quality candidates. Current starting salaries in New Jersey average about $13,500.

The Governor's office has not submitted legislation to implement the salary proposal; members of the opposition party in the Legislature have done so, but to date the Governor has taken no public position on the specific bills under consideration.

STEP TWO: REACTIONS

Reactions to the Governor's program were, generally, positive. Many elements of the education community in New Jersey were hopeful that, with the Governor's support, education in the state would finally get the attention required to create a first-rate system. Only the New Jersey Education Association (NJEA) expressed any severe criticism (pp. 31); the New Jersey State Federation of Teachers, the state affiliate of the AFT, recognizing that some changes were inevitable and necessary, preferred to wait for the specific details (p. 34).

Press reaction was also favorable. The State's largest circulation newspaper hailed the Governor's blueprint as long overdue, and their education writer in particular adopted the "alternative route" as a crusade. This reporter's enthusiasm for anything which has even a remote promise of weakening the influence of professional educators has been consistent, from his first comments on the details of a then unreleased draft of the proposed regulations (p. 32,34), circulated only among the top echelons of the Education Department, to his recent call for a version of the "alternate route" with even less quality control than the Commissioner's plan (p. 45).

STEP THREE: THE PANELS

Most of the proposals announced in September have moved forward slowly. The "alternative route," however, was apparently given a top priority.

One important step was to muster support for the proposals. While continuing to utilize the press at every opportunity to gain support among the general public, the Commissioner also gained approval for his plan from many within education. Two State College presidents, whose institutions house teacher-training programs which might lose students under the Cooperman plan, offered public praise; the Principals and Supervisors Association — whose members would have almost complete control of teacher certification under Cooperman's plan — came out in favor; even the President of the United States expressed his satisfaction (p. 36).

There were occasional snags in the stream of praise. Rutgers University President Edward Bloustein announced his support and that of the University's Council on Teacher Education; the next day, the Council clarified its position as being one of opposition.

Another part of the strategy was to appoint two study panels, one to complete its work before the other was to begin. The first was to consist of "nationally known educators," who were to meet and develop answers to two questions: "What is essential for **beginning** teachers to know? How do effective teachers teach? (pp. 29). The State Board of Education, at its December 8, 1983, meeting listened to Commissioner Cooperman announce the names of the first panel and promptly voted to approve the alternative route proposal "in principle."

This panel was headed by Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching and included other nationally known authorities. The panel met for two days in January, 1983; panel members then wrote individual papers on the subject of teacher preparation from which Boyer wrote the final report, which is reprinted here (pp. 24-29).

e Commissioner's charge to the panel asks that the
:"assist us in establishing a tentative position" on the
ions asked; the charge is quite specific, however, on
the panel is not to do: "The Panel is not to evaluate the
ll system proposed" (p. 29). The Commissioner, that
s taking no chances that the nationally known experts
t criticize his "alternative route."

remarks at the University of Arizona on February 16,
, panel member David C. Berliner said,

> My goal... is to focus concern on the national trend to drop many educational methods courses, or reduce the number of credit hours for teacher preparation. I am bothered by this trend because it is occuring at the worst possible time... Recent and numerous advances in pedagogical knowledge can now, for the very first time, be used to provide teacher education with a scientific foundation. What I hope to convince you of is that what we need now is a great reform in teacher education. What we need least is a deletion or a reduction of teacher preparation programs.)

Even with the limits placed on the panel in its charge, an fort was made to recruit the Boyer report behind the operman plan in the press coverage of its release. True to charge, Boyer refused to endorse the alternative route en he appeared with the Commissioner and the Governor the March 7 Board of Education meeting (p. 37). This ss clipping is worth close reading; Boyer refused to com-nt on the alternative route, forcing the reporter to strain interpret every possible item in the report so that it would und like an endorsement. Boyer's refusal is also noteworthy in light of his apparent support, in his 1983 study of the merican high school, for non-traditional, non-college-ised teacher training programs.

The second panel was appointed by the Commissioner in rly March, 1984, "to design the specific means" to imple-ent the "alternative certification route." The panel was ven nine specific questions to address and five "basic remises" under which they would operate. The charge con-udes, "These questions are not to limit the discussions of ie panel, and its members are encouraged to consider any levant issue" (p. 20).

The Commissioner had, however, also given some indica-on of issues which were **not** "relevant": neither "the merits f the certification plan which the Board is considering" nor he findings of the Boyer Commission were to be considered. The panel was to "function with the knowledge and on the ssumption that the Commissioner and the State Board of Education have accepted the report of the national panel" p. 19).

Under these restraints, the panel held an organizational neeting on March 8, and then seven more times in order to produce its report as instructed at the May 2 State Board of Education meeting.

The majority of panel members were known to be, or soon demonstrated themselves to be, hostile to traditional, college-based teacher training. The NJSFT representative on the panel wrote a letter of protest to the Commissioner, asking that the panel be broadened and made truly representative of public opinion in the state; this request was ignored (p. 38).

The panel makeup is significant because the panel was originally presented as devising a means to replace the "emergency certification" procedures which, nearly everyone in the state agrees, have been overused by local districts and insufficiently supervised by the State. Panel discussions quickly made it clear that the "alternative route" was to be more than a replacment for emergency certification; it was to become an equal competitor to the existing college-based programs and eventually, according to some of its supporters, to replace these existing programs.

STEP FOUR: THE STEAMROLLER

Even before the Alternative Certification Panel completed its work, a campaign began to discredit if not silence critics of the plan, to preempt press coverage, and to create the impression that the Cooperman proposal was so necessary that approval was certain and only a question of time — a "bandwagon" approach.

In late April, for example, copies of a draft of the Commission's report were leaked to the press and covered extensively, if with quite different emphasis, in two papers (pp.). At the same time, reports were circulated concerning a supposed campaign of "dirty tricks" designed, according to these reports, to sabotage the alternative route by creating discord between the Commissioner of Education and the Chancellor of Higher Education (pp.).

Many of the Commissioner's charges of leaks and "disinformation" were contained in a long memo to members of the State Board of Education which was, curiously, the subject of an article by an education reporter who has been unusually adept over the years in obtaining copies of Internal Department of Education documents and using them to support the Department. The reporter's account contains extensive quotation from the text of the memo, including the Commissioner's complaints of unauthorized leaks of internal documents (p.).

The Commissioner's charge that some New Jersey faculty members "followed" Dr. Boyer to San Antonio was answered by one of those involved, in a letter which the newspaper chose not to print (p.). The campaign to silence and discredit critics reached its peak, however, when the panel presented its report to the Board of Education on May 2.

Although several panel members had expressed reservations about some aspects of the report, only the NJSFT representative had indicated that he would file a minority report. At first there had been agreement that he could speak to his report after the panel's majority report had been presented, but Board officials withdrew this agreement and although he was "permitted, even encouraged," to append a copy of the minority report to the panel's submission, the Board refused him permission to speak to his report (p.). The Commission's Chairman made an hour-long presentation of the majority report, which the Board accepted, and promptly adjourned for lunch.

After introduction of the report, press statements from the Commissioner were designed to give the impression that even though the State Board has scheduled hearings on the plan for June 28 and July 11, with a vote planned for September 5, 1984, the process is essentially over. Cooperman has been quoted as stating that the alternative plan is "likely to be approved" (p. 45). Not all reactions have been as positive, however; one survey of several school district leaders indicated that salaries would be much more important in attracting better teachers than any easing of requirements or standards (p. 44).

At the same time, the attack on college-based teacher training programs was renewed, with an article reporting that college-based programs must "parallel" the alternative route and contain the same "quality control" features — even though the alternative route has not yet been formally adopted (p. 46).

Note that this article, coming at the height of the alternative route controversy, is "based on a two-year-old change" in teacher training programs at the colleges. This point is extremely important in understanding the intentions of those advocating the alternative route.

The fact is that a thoroughgoing revision of college-based teacher training programs was announced in 1981, and went into effect in September, 1983, after a very thorough two year study. The revisions included upgrading of required grade point averages for teacher candidates; an academic major for every teacher candidate; **and a subject-matter test and a pedagogy test** (this latter test is missing from the alternative route proposal) for all candidates. These new requirements have been in place for one academic year, insufficient time for anyone to have evaluated the results, and insufficient time for any student to have completed the new program.

Any critic of teacher-training programs in the colleges is, therefore, speaking of the old programs, and the criticism must be interpreted in that light. From the vehemence of some attacks on these programs, there is reason to believe that at least some of these critics are rushing to abolish these programs because the revisions have not yet been tested and, just possibly, proved to be adequate.

COMMENTARY: THE PROBLEM

Any objective observer of this whole episode must be struck by a number of significant factors. First, of course, is the speed with which the whole process is being rushed through. not as a pilot program or an experiment, but for the whole state. Less than a year has elapsed between the first, leaked trial balloon and the issuing of the Report.

Second, the restrictions placed on the two panels is indicative of an intent to avoid any serious discussion of the basic premise of the Cooperman plan. The charge to the Boyer Commission speaks of "an elaborate process for making its decisions to adopt, modify, or reject the basic plan" which the Board has already approved "in principle." The elaborate process is now revealed to be two all-days of public hearings.

In addition to ruling out any discussion of the plan itself by either panel, the Commissioner appointed a nationally known group to assess the needs of beginning teachers, but provided no such broad expertise for the panel which was to design the actual program — in seven weeks.

The third factor in this process which must be noted is that the stated goal — a serious reform of the teacher-training process in New Jersey — is being carried out in a climate of unwarranted speed, silencing or discrediting of dissent, and charges of "sabotage," "disinformation," and "dirty tricks." If reform is really the goal, the climate must be altered.

If the Commissioner keeps to the original timetable, and the original state-wide scope rather than a test or pilot program, the conclusion is strongly suggested that the "hidden agenda" has been all along to replace, rather than supplement, the college-based programs.

There have been many problems with the "emergency certification" method of obtaining teachers. Some few local districts have used this route far too often, and have large numbers of improperly certified teachers in the districts for years, long after they should have been replaced or become properly certified through additional training. This problem can not be blamed on the teacher-training institutions of New Jersey, however. The responsibility lies rather with the district superintendents who fail to restrict use of the process and fail to insist that emergency certificants continue their training; the responsibility is also with the State Department of Education, which has the legal responsibility to supervise the process to make sure that these teachers show progress or are replaced by properly certified teachers.

These are the same local superintendents, and Department functionaries, who are given the responsibility for training, recommending, and certifying teachers under the Commissioner's "alternative" scheme. If they cannot properly administer and monitor the current process, how can they be expected to monitor the proposed program?

THE ALTERNATIVE: A RATIONAL APPROACH

The New Jersey State Federation of Teachers, in the Minority Report presented by Marcoantonio Lacatena, has offered a rational approach to the very real problems of New Jersey education.

One of these problems which has often been overlooked, and should be introduced at this point, is that an estimated 50% of New Jersey's school teachers will retire or leave the profession in the next ten years. This same decade is predicted to bring a new "baby boom," with a demand for even more teachers in the schools. Dramatic change will take place: the question facing us is our response to this change, and this opportunity to create **real** reform and **real** improvement in our State. Instead, the Commissioner, by shifting so much of the responsibility to local districts, seem to be more intent to save the State the cost of training the large numbers of teachers we will need, by shifting the burden to local districts and local taxpayers.

e Minority Report proposes to use existing facilities existing expertise in a cost-effective, intellectually valid roach by keeping the classroom training of teachers in college-based programs, while working in a new partner- with local districts and State agencies to insure rigorous aration and standards for our classroom teachers.

riefly — the Report is reprinted on pp. 21,22 — the Minority ort suggests that those candidates for teacher certifica- who already have a college degree be given:

1. a six-credit summer training program in the colleges;

2. a year's internship in a local school district, closely supervised by **both** school district personnel and college faculty;

3. one three-credit course each semester during this internship year;

4. another six-credit summer program following the internship year.

As is pointed out in the Minority Report, this program uld be designed to accomodate both new graduates, as a fth-year program, and those people who might be interested in a teaching career at any time after graduation. uitably modified, such a program could also serve current achers who feel the need for upgrading of knowledge and ntact with the latest in educational research.

An underlying assumption in the minority report is that the Governor's salary program, or some similar upgrading of salaries to a competitive level, will be instituted. If this is not done, **there is no program which will improve the quality of teaching, in New Jersey or anywhere else.**

Such a teacher-training program, coupled with realistic salaries and suitably designed by **all** concerned parties — college faculties, local district leaders, teacher groups, and State education agencies — would meet the needs of New Jersey and its children while maintaining rather than lowering the standards of the profession.

Surely there is no other profession in which either the members of the profession or the public at large would respond to claims of poor quality by making it **easier** to become a member of the profession. Everyone interested in the future of education and of our children should unite to insure quality for our schools.

CRITIQUE OF:
THE REPORT OF THE COMMISSION ON
Alternative Teacher Certification

by MARCOANTONIO LACATENA
PANEL MEMBER

The Commission on Alternative Teacher Certification has issued a Report which is flawed and inadequate to meet the problems the Commission was intended to address.

The Report sets up a program for "alternative certification" which will be an administrative nightmare for school districts throughout the State; in the name of "rigorous standards," the Commission would create a jungle of divided responsibility, unwieldy paper chases, and expensive personnel structures.

Considering only the number of emergency certificates granted during 1982-83 — and without considering the numbers of new candidates this program is designed to attract — school districts in New Jersey would be expected to set up scores of separate training programs, each individually designed to fit the candidate, each with a "support team" of four or more people and an "evaluation team" of two or three, all of whose vitae are sent to Trenton along with syllabi, a complete description of all supporting resources, timeframes, formal instruction components, and procedures for supervising, assisting, and evaluating the provisional teacher at each stage of the program.

The Commission's Report does not address the cost of such a monstrosity, nor the source of the funding beyond suggesting, on the last page, that "the state will have to give serious consideration" to the question; the Governor's proposal to raise starting salaries of teachers to $18,500 is not recommended or even mentioned.

The Commission's proposed program would strain the resources, the finances, and the personnel of local school districts; however, a structure already exists which includes the expertise, the experienced personnel, and a great deal of the resources needed to provide an alternate route to the traditional teacher-training process: the schools of education currently existing in the state colleges of New Jersey. Working with local districts and the State Department of Education in the kind of partnership envisioned by the Boyer Report and encouraged by the Commission, the schools of education could quickly set up a program covering two summers and a school year which would include a year of in-service training in the school district.

Such a program could be sufficiently flexible to train new college graduates, as a fifth year program of the kind suggested by the Commission on the Future of the State Colleges; it could properly train as well the kind of people the Commissioner wishes to attract through the alternative route; portions of this program could also easily be adapted for teachers presently serving in the schools who might wish to upgrade or renew their skills and be brought up to date on recent educational research. This fifth-year program is detailed in the minority report submitted to the State Board of Education.

Following are some specific comments on sections of the Commission's Report.

In the first paragraph (and elsewhere), the Report refers to the Boyer Report "as a foundation"; the Commission overlooks the fact that the Boyer Report deals specifically with the knowledge and skills needed by the **beginning** teacher — that is, the things a new teacher needs to know **before** entering a classroom. As general as the language of the Boyer Report is, it is clear that these skills cannot be achieved in only twenty to thirty days of preparation (p. 14).

"College education faculty are viewed as the primary resource" for providing various kinds of theoretical knowledge — but the Commission removed, in its final draft, any requirement that candidates take any credit-bearing work, substituting a 20/30 day seminar for formal course work. The Commission offers no clue as to what other sources of this theoretical professional knowledge are available to candidates (p. 14).

The Commission rejects the word "intern" in favor of "provisional teacher," on the grounds that the former term might suggest that "the new teachers are less than adequate." Either term, of course, describes a less-that fully qualified teacher; no label will change the fact that 20/30 days will not make a professional out of a non-professional. In medicine, "intern" refers to someone who has already achieved a degree in the profession and is undergoing further on-the-job, practical training, a far cry from the program offered here. "**Apprentice**" might be a more appropriate term (p. 15).

The District Plan: The Commission places the responsibility for developing the training plan — individualized for each candidate — on the local district, which must then submit voluminous paper work for approval to Trenton. Because of the amount of work involved, the degree of evaluation to be expected from the State cannot be more than a spot check of paper descriptions; there can be no comparison with the in-depth evaluations of teacher-training programs conducted by State agencies and independent national accreditation organizations. The result can hardly be programs with the "professional integrity and quality" the Commission desires (p. 15).

Stages of Training: (pp. 15-19)Nowhere does the Commission address the questions of class load or of who bears the financial burden of the candidate and the support team. Unless there is a massive commitment from the State, many districts will find the burden too much to bear, and any district will find money being diverted from current programs. This budgetary strain will particularly affect urban districts which could most benefit from high-quality instruction.

The problem of assessment, and final State responsibility for certification, becomes overwhelming when it is kept in

that the Commission envisions hundreds — perhaps ands — of "individualized" programs. The State's nsibility in reviewing all these recommendations must spect, perhaps sufficiently so to endanger any possibili- reciprocity with other states.

minar: The Commission's list of essential subjects (p. is an ambitious one for a seminar. The "essential wledge outlined in the Boyer Report" — which is ented as needed **before** entering the classroom — should earned in the preceding summer. The college/district nerships mentioned should be required rather than en- raged, since these are precisely the areas where college cation have expertise.

Professional Support Team: The Commission is vague on personnel involved, on the qualifications of the team mbers, even on the size of the team. This vagueness can- be explained away by the need to "individualize" the gram. The lack of any standards, and the general call for rientation" for team members, indicates again the lack of cificity throughout the Report. Team members should ve real preparation — training, not merely orientation — d this will again call for a significant investment by the trict (p. 17).

Assessment of Interns: (p. 18) The Commission does not en try to explain how a common evaluation instrument n be devised for large numbers of school districts, each erating its own version of the program so sketchily outlin- in this Report. If the State is to turn over to its 603 districts e responsibility of devising training programs, carrying ut that training, assessing the results for each candidate, nd ultimately recommending the candidate for certifica- ion to teach, the task of designing the assessment tools ecomes a most critical one and should not be passed over ightly.

Training for District Personnel: The question of "orien- ation" was referred to above; note that the Commission does not address the question of the qualifications of district personnel, other than the call for "vitae" to be submitted to Trenton. In themselves, vitae will not indicate with any cer- tainty real qualifications to train new teachers. If these vitae are really to be closely evaluated by the State Board of Ex- aminers, the workload must inevitably cause a tremendous backlog of program approvals which will discourage exactly the kind of candidates this program is designed to attract (p. 15).

Consortial Arrangements: It is not clear how a number of districts, none of which has the required resources — in- cluding qualified personnel, facilities, and so on — can somehow find these resources by combining. If these resources are not in the districts individually, they will not be found by multiplying the shortages together (p. 17).

The District Training Program:

1.b. (p. 16) The Commission would require a prospective secondary teacher to have "at least thirty credit hours in the subject" to be taught. This is a far less rigorous requirement than the major now required of candidates in college teacher-training programs; an academic major represents a planned sequence of courses designed to give a student both breadth and depth in the subject, and is usually more than thirty credits. The Commission's recommendation does not guarantee that the thirty credits represent anything other than randomly-selected courses in a given department, chosen without benefit of advisement by that academic department and without any guarantees of rigor, consisten- cy, or coherence. This recommendation is simply another version of the "course-counting" approach to certification now so universally decried.

Similarly, the "five years of full-time work experience related to the subject to be taught" cannot guarantee the broad background provided in a major program, since an in- dividual's work experience may be limited to only certain aspects of a field. Review of the transcripts and qualifica- tions of hundreds of candidates by the "staff of the State Board of Examiners" is not enough to provide the "profes- sional integrity and quality" which the Commission's Report promises (p. 16).

The Commission is unclear as to who has the ultimate responsibility for certifying a candidate's eligibility to take the state exam. The State Board of Examiners would review the transcript and application but "has the right to ask" that a candidate be rejected. "Professional integrity and quality" would argue for State standards, rather than hav- ing eligibility determined by a host of local boards (p. 16).

There is also vagueness as to just how the process of employing a candidate begins. Screening begins "through the local i[illegible]rview process," (p. 15) but after taking the test candidat[illegible]e given a notice of passage "which they can present while seeking employment in the schools." (p. 16) **If this proposed alternate route is to replace the "emergency certificate" system, then the needs of the district should con- trol the process; if this program is more than that, then a much more serious effort is needed to design a permanent and workable program.**

This point is crucial to an evaluation of the Report. "Emergency" certificates are granted when a district has a specific need and cannot find a regularly certified teacher to fill that slot. In such a case, the district is actively recruiting candidates. But the Commission sees its proposed programs as "also legitimate vehicles for attracting talented persons to the teaching profession from fields outside education."

Attracting such persons to teaching is certainly a worth- while objective, but in this case there is no reason for the pro- cess to begin at the district level. Prospective teachers trained in college-based programs complete their training, are cer- tified, and then begin approaching districts for employ- ment. By analogy, the process for "alternate" candidates should logically begin with application to the state for testing, after which a candidate could search for a suitable district training program.

The Commission does not make any recommendation on the nature of the proposed state test. If this test is in fact to be "the initial screening mechanism," (p. 16) and therefore the key to this entire process, some consideration of content must be given, and the test should be on more than the sub- ject matter to be taught. **And if the programs are also to at- tract "talented persons... from fields outside education," (p. 14) the test should be rigorous with a high cutoff score.**

Training Activities

Phase I—Preservice Practice: As noted earlier, the goals suggested simply cannot be met in 20-30 days divided between practical experience — pre-teaching teaching, as it were — and a seminar. The Commission's suggestions as to when these preservice activities take place is confusing: a candidate may take this program in the spring, then assume responsibility for a classroom in September; or in the summer, with what are probably the least typical classes of all; or in the fall, in the same classroom over which the candidate will then assume responsibility. Given the amount of paper work mandated, most, if not all, candidates will find themselves beginning their training in September, the least desireable of the three possibilities (p. 16).

There is no assurance that the seminar would provide up-to-date, research-based information, so difficult to bring to the classroom under any circumstances. Again, college involvement is "encouraged" where it should be mandated.

Preparation: In two brief paragraphs, the Commission outlines a staggering amount of work, whether done by a district or a consortium. The amount of time, the number of personnel, and the resources so briefly sketched in — without criteria or standards — represents an enormous commitment and financial burden. The suggestion that all this can be accomplished through "orientation" is inadequate, as indicated earlier; training is needed for the Support Team itself, which the Commission sees as a key element of their proposal (p. 16).

Phase II—Support: In describing the Professional Support Team, the Commission again glosses over the questions of time and financing. And here, participation by "a college faculty member" is mandated, as though to be able to claim a degree of higher education involvement, although in all previous stages involvement with colleges and their personnel was permissive only. The vagueness of the recommendations — "could involve" or "might be supplemented" — provides little specific guidance for districts while permitting a degree of flexibility which again weakens State control. The inclusion of "professional association institutes" as one possible resource in the "most important" area of curriculum is another weakening of State control. **"Professional association institutes" is not defined; are these restricted to those given by such associations as the National Council of Teachers of Mathematics, or is a broader definition implied?** (p. 17)

This program places far too much of the certification process in the hands of disparate local districts; to place any part of it in the hands of private organizations should not be permitted, or even suggested. While such private institutes may be extremely useful vehicles for professionals to exchange insights and ideas, they should never by any part of the State's certification process; the possibilities of conflict of interest, patronage abuses, and organizational influence on local districts and the state are far too great.

Phase III—Assessment: (pp. 17,18) The Commission assumes that "in nearly all cases," the Evaluation Team will be composed of members of the Support Team. A basic principle of staff development is that evaluation must be separate from training; the Commission would combine the formative and summative functions.

The Commission placed the "final comprehensive evaluation report" in the hands of the same authority which first recommended employment. The State of Tennessee, in its recent revision of teacher training, found patronage and nepotism so rampant among local administrators that it tightened state control over evaluation and certification drastically, while the Commission would weaken New Jersey's control. The Commission would give local administrators almost total control of the certification process.

The Commission's proposed evaluation process does not indicate whether there would be any safeguards of due process, any review procedure, or any right of appeal for the candidate.

Phase III represents a weakening of current regulations which require a formal observation of student teachers every other week, instead of the one per month called for here.

The Commission's list of fourteen "most important" abilities to be assessed ranges from the most basic to the very unspecific "commitment to continued professional growth." (The most enthusiastic candidate, after a year of dealing with a classroom of students and from four to twenty colleagues — both formally and informally — might well be found deficient in this last criterion, or at least be found questioning the possibility of such a commitment.) This list of abilities should, before becoming the basis for any evaluation, be validated by a professional group; **it is worth mentioning again at this point that the Boyer Report referred only to skills needed by the beginning teacher and not the qualities expected in an experienced teacher.**

The Commission's discussion of the distinction between evaluation for future employment and for certification on p. 18 is unclear. While there is a distinction, it is hard to imagine a district which would train and recommend a candidate for certification with the proviso that the certificate is used in some other district. In practice, the decisions, and the evaluations on which they are based, will be the same at the local level.

Since the State Board of Examiners will be basing its decisions on material submitted by a local district, after completion of a program designed by that district, and administered by that district, the effect will be to abdicate certification decisions to the district. The Commission's statement that periodic on-site assessments will be required is true but completely unrealistic. Periodic evaluations of a limited number of college-based teacher training programs can be made on a rational schedule; the Commission's alternate route, with the strong possibility of hundreds of local-based, individualized programs being set up simultaneously, makes the idea of on-site evaluations by State officials remote at best. More likely, State resources will go into preparing the standard format mandated by the Commission, and the "best" programs, with the highest success rate, will be in those districts where administrative personnel are most skilled at preparing standardized forms.

In any case, these on-site assessments are not cost-effective. College programs have hundreds or even thousands of students at a single site; A district will have only a handful at best.

The same comments apply to the Commission's other strictures under their description of the district plan. The Report calls for detailed descriptions to be provided of each training program covering "at minimum" eight items. While seeming comprehensive, and while certain to produce mountains of paper, these plans are in many important respects weaker than the regulations put into effect for college-based programs in September, 1983. To cite just one example, the 1983 regulations mandate a pedagogy test as well as a subject-matter test for all candidates for certification. Any alternate route should be no less rigorous than the newly-revised college programs.

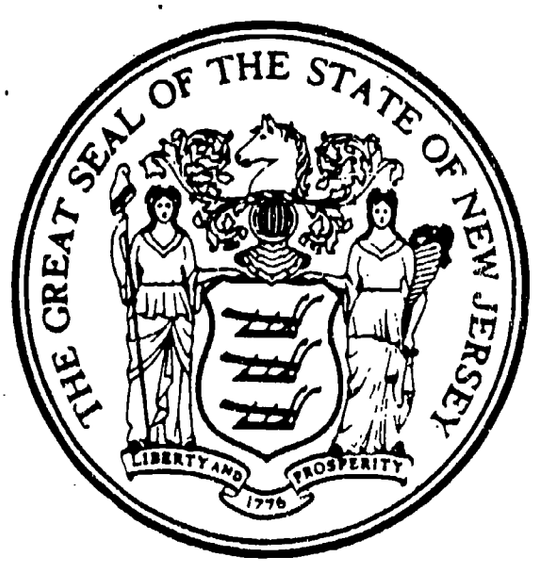
To sum up, this Report suggests, in general rather than specific terms, what amounts to a massive and dubious experiment. At the very least, the Commission should be suggesting a three-year pilot program in several selected school districts. On the state-wide basis suggested by the Commission, and in the three years before the Commission would have an evaluation of the entire scheme (by "some sort of independent panel") (p. 19), they would conduct an experiment which could involve tens of thousands of the school children of New Jersey.

A prospective teacher who spends a year involving responsibility for a classroom, responsibility for a variety of possible educational requirements, responsibility for dealing with an undefined number of evaluators and colleagues, and responsibility for taking time to observe "other" experienced teachers, can not end this year with anything other than complete confusion and, probably, disillusionment. Not only will a prospective teacher be lost, but an entire classroom of children will have been the real losers in this experiment. Multiply this situation by a thousand or more, and the real dangers of the Commission's proposals become apparent.

Meanwhile, the September 1983 revision of college-based programs has not been in effect long enough for anyone to claim believably that it will not produce the improvements being called for, if coupled with the Governor's plan to raise teacher salaries state-wide.

In fairness to the Commission, finally, it should be pointed out that they were appointed in early March and directed to report to the State Board of Higher Education at its May 2 meeting. Also, the Commission was not provided with any professional expertise from outside. The State of Tennessee spent a year on a similar study which, it should be noted, was conducted together with the School of Education of Vanderbilt University to insure professional input based on research and expertise. Many of the deficiencies of the Commission's Report — and there are many — can by attributed simply to the unrealistic timeframe involved.

REPORT OF THE STATE COMMISSION ON ALTERNATIVE TEACHER CERTIFICATION



Trenton, New Jersey
May, 1984

Chairperson

Harry Jaroslaw, Superintendent
Tenafly Public Schools

Vice Chairperson

Robert Marik, Vice President
Public Affairs
Merck and Company, Inc.

Members

Jann Azumi, Researcher
Newark Public Schools

Harold Eickhoff, President
Trenton State College

Frank Esposito, Dean
School of Education
Kean College

Laurie A. Fitchett, President
New Jersey Congress of Parents and Teachers

Edithe Fulton, President
New Jersey Education Association

Bernard Kirshtein, President
New Jersey School Boards Association

Beth Kitchen, Owner
Kitchen & Associates
Architectural Services, Inc.

Marcoantonio Lacatena, President
Council of New Jersey State College Locals - NJSFT-AFT//AFL-CIO

Clark Leslie, Vice President
of Operations - Ethicon, Inc.

Rev. Monsignor Thomas A. Leubking
Superintendent of Schools, Trenton Diocese and Chairman of NJ Diocesan Superintendents

Allan Markowitz, Supervisor
Parsippany-Troy Hills Public Schools

Thomas Niland, Principal
Pomona Elementary School

Murray S. Peyton, Board Secretary
Dunellen Public Schools

Verdell Roundtree, Vice President
United Negro College Fund

Mark C. Smith, Superintendent
Chatham Borough Public Schools

James Van Hoven, President
Independent and Private Schools Association

Helen Walsh, President
Worthington, Walsh & Dryer, Inc.

William Walsh, Treasurer
Robert Wood Johnson Foundation

Edward A. Watts, Principal
George Washington Jr. H.S.

Staff

Leo Klagholz, Director
Bureau of Teacher Preparation and Certification
New Jersey Deparment of Education

CONTENTS

FOREWORD

The Commission on Alternative Teacher Certification began its study with a fundamental premise in mind: the citizens of this state desire and are willing to support a high level of public school education for all its children. To achieve and maintain quality education requires above all a committed, knowledgeable and well-trained core of teachers. New Jersey, concomitant with every other state in the nation, is seriously concerned about the supply and the quality of future entrants into the profession of teaching.

The recently published Carnegie Foundation Report, *The Condition of Teaching: A State by State Analysis*, remarked cogently, "Never before in the nation's history has the calibre of those entering the teaching profession been as low as it is today..... This [is] true for every state in the nation.... Teaching clearly is not attracting America's best minds." Simply stated: parents want the best teachers for their children, but too many parents want somebody else's children to be those teachers. Clearly, the problems associated with the relative lack of reward and recognition for teaching as a profession contributes significantly to its low estate.

In addition, however, to the aforementioned concerns, teaching has failed to attract outstanding candidates. Many college graduates, for a panoply of reasons, have chosen not to go through the traditional teacher education process. Yet, they seek to become instructors in our public schools. It was the charge of the Commission to prepare a realistic alternate path of entry with clearly defined stages of development to attract such prospective candidates.

A leitmotif throughout the report is the stress on the development of teacher training coalitions: school districts, institutions of higher learning, regional education centers, social agencies, and private sector organizations represent possible members of such coalitions. Because of the potentially diverse candidate pool, the Commission developed a unique concept, The Professional Support Team, to establish competencies as well as guide and assess the beginning teacher's progress throughout the school year.

It is the Commission's expectation that the alternative field-based proposal as presented in our report will take its place beside the more traditional mode of teacher training perhaps each benefitting from the other. We understand that we are advocating change; change can be difficult. However, whether change is to be perceived as a millstone or a milestone depends not on what potential the change brings to us, but instead on what potential we bring to the change.

Respectfully submitted,

Harry Jaroslaw
Chairperson

INTRODUCTION

The Commission on Alternative Teacher Certification was charged with designing the specific means by which professional knowledge and skills will be conveyed to provisionally certified teachers* through state-approved training programs in local school districts. The Commission was asked to develop its recommendations using as a foundation the essential knowledge and skill areas defined in the report of the Panel on the Preparation of Beginning Teachers (The Boyer Report). Copies of the Commission's charge and the Boyer Report are attached.

Several general themes emerged as the Commission discussed its task and these themes are important to an understanding of its specific recommendations. First, the training programs which will result from this study are intended to replace the so-called "emergency" system. The Commission supports the elimination of the emergency system and recognizes the need to provide school districts with an alternative which is structured in a way to attract outstanding personnel. Because district training programs will result in the certification of provisional teachers, these programs must conform to rigorous standards for professional preparation. Our recommendations therefore reflect an attempt to achieve a high level of professional integrity and quality. As a result, programs so designed may serve also as legitimate vehicles for attracting talented persons to the teaching profession from fields outside of education. Districts must meet the requirements we have outlined, and only these districts will be authorized to operate certification training programs. The standards we suggest must not be compromised in order to resolve problems caused by personnel shortages.

It is also our intention to encourage further the notion of partnerships and coalitions which was advanced in the Boyer Report (page 28). Local districts shall seek joint sponsorship and operation of their training programs with collegiate education faculties. College education faculty are viewed as the primary resource for conveying theoretical knowledge of children and adolescents, their individual characteristics, and their learning. Regional consortia of several districts represent additional means by which resources might be pooled and quality enhanced. Professional associations should also play an active part in the preparation process, especially by offering programs to help their members fulfill their respective roles as participants. True partnerships will depend upon the mutual efforts of those involved to surmount the obstacles which traditionally have inhibited such relationships from developing.

In addition, it is important that teachers acquire certain basic knowledge and skills before they assume full responsibility for a classroom, even though much valuable learning can result from actual experience. This applies equally to teachers at all levels, kindergarten through grade twelve.

Members of the Commission are unanimous in their view that the terms "intern" and "internship" do not accurately describe the teaching candidates or state-approved training programs referred to in this report. These terms are unfortunate in that they might suggest to parents and professional educators that the new teachers are less than adequate to assume full-time teaching responsibilities. On the contrary, our recommendations assure that provisional teachers will have met certain requirements before they take charge of a classroom and that their knowledge and abilities will be refined over the course of a year. We urge that terms such as "provisional teacher" and "state-approved district training program" be used instead.

*Excluding teachers of the handicapped, bilingual/bicultural education and English as a second language.

District Plan

recommended above, districts should be required to
it written plans for their training programs and receive
oval by the State Board of Examiners, pursuant to the
tory authority of that Board over any mechanism by
h certificates are awarded. Staff of the Board will use
rally the procedures by which all programs for training
ners are evaluated and approved. These procedures in-
e some type of peer review of the written proposal by
essionals outside New Jersey and the auditing of cer-
ation recommendations and supporting materials. If
ning programs are to be a part of interstate reciprocal
eements, then periodic on-site state assessment of
cies and practices relating directly to the training of pro-
onal teachers also will be required

particular district or consortium of districts might sub-
a plan after deciding to employ a provisional teacher; or
plan may be submitted in advance, approval obtained,
then simply updated at the time a provisional teacher is
ployed. The Commission recommends that the Depart-
nt of Education devise a standardized format and set up
idelines for the development of district plans. However,
minimum, these plans should present the following in suf-
ient detail to provide a clear understanding of the training
ogram:

A. an identification of all key personnel, including Support Team and Evaluation Team members, and their certifications;

B. syllabi of the formal instruction component and the vitae of those who will provide instruction, except those who are college faculty;

C. an identification of all other supporting resources, including personnel and accessibility of library or other learning materials;

D. a description of all consortial arrangements including identification of district leaders who will serve on the coordinating team;

E. documentation of the agreement of college faculty to participate in the seminar and on the Professional Support Team;

F. description of assessment and observation instruments to be used based upon the proposed standardized criteria.

G. overall timeframes for the essential activities of the three phases of the program;

H. description of the ways in which formal instruction will be integrated with teaching practice.

The standards recommended are intended to result in training programs which are of high quality and workable. In particular, the implementation of these programs has the potential to draw together various segments of the professional community — especially college and public school faculty — in addressing the most important task of preparing beginning teachers. The Commission urges all segments of the education profession to seize this opportunity for partnership and cooperation.

The District Training Program

Each district wishing to hire provisional teachers must obtain state approval of its plan and must offer a program which meets the following requirements:

1. **Qualifications**

Before taking the state subject test and being offered employment, the provisional teaching candidate will be screened through a local interview process which must be thorough and focus on the evaluation of academic and experiential background and, in particular, on those personal/ethical qualities identified in the Boyer Report (pages 27) as critical to the profession of teaching. In order to be eligible to take the proposed state subject matter test, the candidate also must evidence the following:

A. **Phase I: Initial Training**

The Commission considered the question of what training ought to be completed before the provisional teacher takes responsibility for full-time regular teaching. This question was divided into two parts. First, what qualifications should a candidate for alternative certification possess? Second, what training activities and/or formal instruction should the candidate have received before entering the classroom? In addition, consideration was given to the ways in which districts should prepare themselves to receive a provisional teacher.

a. A bachelor's degree from an accredited college or university, except that in certain vocational and technical fields the degree is not required of those who demonstrate the equivalent in full-time work experience in a job related to the subject to be taught; and

b. At least 30 credit hours in the subject to be taught (in secondary fields), except that this 30-credit requirement can be waived in part or completely by the State Board of Examiners for those who demonstrate at least five years of full-time work experience since the date of the degree in a professional level job related to the subject to be taught. Elementary teaching candidates will be required to pass a general knowledge test and must present evidence of a baccalaureate degree and a 30-credit major in any field.

In addition, staff of the State Board of Examiners, in reviewing the transcripts and applications of those seeking to take the state subject matter test, should conduct an evaluation of the overall academic record and background of each candidate. The Secretary of the Board of Examiners has the right to ask the Board to reject the application of any candidate whose combined academic/experiential record is not judged adequate based on existing standards for teacher education graduates in New Jersey.

All candidates who meet the above criteria should be eligible to take the proposed state examination which allows entry to the alternate certification program. Because the proposed state test will serve as the initial screening mechanism, a rigorous and valid test should be used and cutoff scores should be set high and maintained. Those who pass the state exam should be given a formal "notice of passage" which they can present while seeking employment in the schools.

2. Training Activities Before Assuming Full-Time Teaching Responsibilities

The training activities required for alternative certification candidates should consist of three components: preservice practice teaching, a concurrent seminar, and an orientation to the local district.

a. Preservice Practice

Each state-approved training program must provide an opportunity for the provisional teacher to work with students in a limited and controlled "laboratory" situation prior to being assigned full responsibility for a classroom. This element of the training of provisional teachers must involve a minimum of 20-30 days of work in a classroom under the direction of an experienced teacher and a certified supervisor. This practical experience should consume a portion of each of the 20-30 days and be integrated with a concurrent seminar. The purpose of this preservice practice would be to introduce the six teaching skills areas outlined in the Boyer Report (pp. 27-28). The context of the experience would be determined by the local district in consultation with a college or university and would be approved by the State Board of Examiners. For example, it could be operated during the prior spring in cases where the provisional teacher is identified early; it could be conducted in a summer; or, if the provisional teacher is employed on short notice, it could be provided the first 20-30 days on the job.

b. Seminar

In the same time frame as the practice experience, the provisional teacher must participate in a concurrent seminar dealing with effective teaching, curriculum, classroom management, and child development discussed in the Boyer Report. The child development component of the seminar should be focused on the age group the candidate will be teaching. The seminar can be offered by the local district, a consortium of local districts, a college or university or a coalition of institutions. The seminar may be offered for graduate credit assuming established higher education standards are met. It is intended that the seminar meet regularly during the practice teaching experience, and that an integration of these two aspects be required. The State Department of Education is encouraged to provide coordination by identifying clusters of districts which are hiring provisional teachers and to organize regional seminars in partnership with colleges.

c. Orientation

Each district should also provide an orientation program designed to familiarize alternative candidates with the local district, its organization, its policies and its curriculum.

3. Preparation to Train a Provisional Teacher

The employment and training of a provisional teacher requires organization and preparation on the part of the district. Central to this task is the development of a prescriptive training plan (see page 15). As a part of this planning process, reading materials and other resources must be identified as accessible and the district must demonstrate that a certified experienced teacher has volunteered to assist with the training process. It is expected that there will be extra compensation for additional work by this teacher. In addition, members of an internal support team must be identified. This team will include, at minimum, the school administrator, an experienced teacher, and a college faculty member. The team shall also include a curriculum supervisor in those districts employing such personnel; other districts must provide for comparable expertise on the team. The State Department of Education should provide orientation programs for support team members to familiarize them with their respective roles in the training program and with state certification evaluation forms, criteria and procedures.

It is essential that small districts with limited resources work together. The State Department of Education should identify districts in close proximity which wish to hire provisional teachers and assist them in coordinating their resources to meet the state requirements for a district training program. Each district must identify a program leader and these leaders will form a consortium coordination team.

Phase II - Intensive Support

Phase II of the program is to occur during the first 10 weeks after the provisional teacher begins a full-time teaching assignment. It may last longer depending on the progress and needs of the individual candidate. Its purpose is to continue the study which was begun during the Phase I seminar and the refinement of teaching skills introduced in the initial practice experience. As in Phase I, emphasis must be placed on the practical integration of various aspects of the program so that knowledge acquired is applied by the provisional teacher to the refinement of skills.

The mechanism for accomplishing this integration is the Professional Support Team. The concept of the Professional Support Team is central to the program recommended in that it allows an individualized approach to training provisional teachers. This team, ideally comprised of individuals who worked with the provisional teacher during Phase I, will consist at least of the school administrator, an experienced teacher, the curriculum supervisor (where available), and a college faculty member. The team may call upon other professionals to assist in the training process depending on the needs of the candidate. A major function of the team will be to develop and carry out a prescribed training plan for the individual provisional teacher which takes into account the provisional teacher's background, progress, and degree of success in the Phase I program.

Learning and skill development should continue in five areas during the Phase II program:

1. **Student Assessmen**

   Support team members should call upon any additional experienced teacher, curriculum supervisor or college faculty participant having special expertise in methods of comprehensive student assessment.

2. **Learning Theory** (including how the atypical student learns how to motivate)

   Support team members could involve an additional college faculty participant and district special services personnel.

3. **Curriculum**

   As outlined in the Boyer Report, study in this area should include lesson development, teaching strategies and, in particular, the curriculum to be taught by the provisional teacher. Emphasis should be placed on reading, writing, mathematics, and science in the elementary grades and on reading and writing in the subject field at the secondary level.

   The Support Team could be supplemented in this most important aspect of study by additional teachers, college faculty, private sector consultants, professional association institutes, and the Department of Education's Regional Curriculum Service Units.

4. **Child Growth and Development**

   The Support Team could be expanded to include special services personnel, private sector professionals and community agency representatives.

5. **The School as a Social Organization**

   The support team might be supplemented with additional college faculty and with school administrators.

Learning in the Phase II program will take place through a continuation of the seminar meetings begun in Phase I. These meetings could take the form of a college credit-bearing course(s) as long as the criteria for integration with experience and broad use of available support team resources are met. Certain topics (e.g. student assessment and learning theory) or aspects of topics lend themselves to being taught effectively through coursework, while others might be learned best through experience. Some combination of coursework and experiential training is desirable. Consortia of districts with the coordination of the State Department of Education could offer state-approved regional seminars which pool the best resources of the participating districts.

Refinement of skills in the Phase II program will also be fostered through informal visits by members of the Support Team or other qualified evaluators. Visits must be made by one individual at least once per week during the 10-week period and the responsibility for these informed visits must be divided between at least two but among no more than three persons. In addition, opportunities should be provided for the provisional teacher to observe other experienced teachers in their classrooms. (see Phase III: Assessment)

C. Phase III: Continued Support and Assessment

As noted above, some informal observation (once per week) of the provisional teacher will have begun during Phase II of the program. These classroom visits are intended to be instructive and must be followed by conferences between the observer and the provisional teacher. Ideally, the observers will be persons who are involved in other aspects of the training program.

Also, beginning in Phase II and continuing through the duration of Phase III, there will be a gradual shift in emphasis from the development of the provisional teacher to evaluation for purposes of recommending certification. This evaluation phase is to be conducted by an Evaluation Team of no fewer than two nor more than three persons.

These restrictions are intended to insure that more than one perspective will be represented in the evaluation process while the potential for disruption in the provisional teacher's classroom is limited. In nearly all cases the Evaluation Team will be comprised of two or three members from the Support Team, but other specialized evaluators may serve. If an experienced teacher participates in the observation process, no evaluations are to be conducted by that individual which might have a bearing on the future employment or certification of the provisional teachers. It is the responsibility of the appropriately certified administrator who is chosen to head the team to formulate the final certification recommendation. However, the experienced teacher should provide advice and guidance to the candidate throughout the year.

The evaluation process will be conducted in accord with the following guidelines:

1. **Phase II (first 10 weeks)**
   a. at least one informal visit per week by one member of the team;

   b. at least two formal observations with pre- and post-conferences, one during the first five weeks and one during the second five weeks; and

   c. a formal written evaluation at the end of 10 weeks prepared by the appropriately certified members of the team and shared with the provisional teacher.

2. **Phase III (Period beginning after the first 10 weeks and extending to the end of the provisional period)**

   a. at least one informal visit per month;

   b. a minimum of two additional formal observations (no more than two months should pass without an observation occurring); and

   c. a final comprehensive evaluation report prepared for submission by the chief school administrator of the employing district to the state to support the certification recommendation.

Visits, observations, and evaluations must emphasize the skills outlined in the Boyer Report as well as related abilities. The final evaluation will be recorded on a standardized form developed by the state. Districts may use their own forms for interim assessment. These must reflect the same criteria upon which the state form will be based. Those criteria will measure the provisional teacher's ability to:

1. identify appropriate student objectives;

2. develop appropriate learning activities;

3. sequence and pace instruction;

4. intersperse questions to check for understanding;

5. provide students with many detailed examples and clear instructions;

6. provide all students with sufficient successful practice;

7. provide opportunities for independent work;

8. present information at levels appropriate to students;

9. exhibit proficiency in the subject matter;

10. assess student achievement (through tests and other means) and provide appropriate feedback to students and parents;

11. manage the classroom for effective learning;

12. deal with individual learning styles and problems;

13. develop educational experiences that provide opportunities for students to develop potential in the areas of decision making, personal/social adjustment, positive self-image, and creativity; and

14. maintain a commitment to continued professional growth.

It is critical that the distinction be maintained between evaluation of the provisional teacher for purposes of future employment and evaluation for purposes of certification. This must be so even though the two evaluation processes share some commonalities. Continuation of employment is a local decision which is made by local school boards. Professional certification, on the other hand, is a state responsibility and places the teacher as a member of the teaching profession in good standing and entitles him/her to serve in any district in the state. The decision to certify belongs legally to a professional licensing board, the State Board of Examiners; and certification recommendations regarding provisional teachers must — by regulation and statute — be submitted by the team chairperson directly to the Secretary of that body and must not be confused with local employment decisions. Employment is conditional subject to the decision regarding certification.

Because provisional teachers will be issued a certificate which is valid throughout the state, a standardized form is required for the final evaluation report which is to be prepared on all provisional teachers and submitted to the Board of Examiners. Therefore, it is recommended that the staff of that Board, with the assistance of consultants, prepare and distribute a standard state form to be used in reporting on the performance of provisional teachers.

addition, the Commission believes that the concept of rofessional Support Team is a credible, effective and exciting means by which to assist new teachers in their lopment. This approach brings a wide range of exper- and perspectives to bear upon the education of the provi- al teacher and does so in the context of actual teaching, eby allowing consideration of the practical needs of the vidual.

he state will have to give serious consideration to the ans by which district training programs will be sup- ted. Tuition, fees and other sources of support will be ntified by the State Board and Department of Education.

Finally, the Commission recommends that the State Department of Education, through some sort of independent panel, study very carefully the programs which districts develop under this plan. It should be assumed that the program will operate conditionally for three years after implementation of the first program. At that time, the State Board of Education should be informed of the extent of its success and should decide upon its continuance and any modifications needed for improvement.

APPENDICES

harge to the State Internship Panel

urpose of the State Panel

The State Board of Education is considering the adoption f a new plan for certifying teachers. This plan calls for the ontinued support and strengthening of traditional college reparation standards and would also allow local districts he option of employing persons who were not education majors in college. In order to be considered for teaching positions, these "alternate" candidates will be required to possess a baccalaureate degree and pass a state test in the appropriate secondary subject field or a test of general knowledge at the elementary level. If such an individual is hired, he/she will be issued a one-year provisional certificate and it will be the responsibility of the local district to provide essential training in an on-the-job internship during the first year of employment. The district will also assess the performance of the provisional teacher and, at the end of one year, provide the state with a positive or negative recommendation for standard certification.

At its December meeting the State Board, by a formal resolution, endorsed the Commissioner of Education's proposal that two panels be convened to assist in designing its structure. The first of these panels was comprised of nationally recognized educational leaders and researchers from various parts of the country. This panel met in Princeton, New Jersey on January 10 and 11, 1984 and its purpose was to define the areas of knowledge and the teaching skills which are essential for beginning teachers. A copy of the national panel's report is attached and its recommendations will be used in two ways. First, they will be used to formulate minimum standards for the collegiate preparation of new teachers. Colleges themselves will determine the specific mechanisms (e.g., number and types of courses, credit-hours, etc.) by which these recommendations will be implemented.

The recommendations of the national panel also will provide the basis for the training of provisional teachers in district internships. The major purpose of the state panel, for which this charge is intended, is to design the specific means by which knowledge and skills will be conveyed to provisional teachers and their abilities assessed during the internship period for purposes of certification. The recommendations of the state panel will be used to develop minimum standards with which all districts must comply. These standards will replace the existing "emergency" system of employing alternate candidates for teaching jobs.

Assumptions

The state panel is not to debate or comment upon the merits of the certification plan which the Board is considering. The Department and the State Board of Education have created elaborate means by which the plan itself can be discussed and decided upon.

The following are basic premises of the panel's charge:

1. **National Panel Report**

   The state panel should focus its attention on designing the structures through which provisional teachers can acquire the knowledge and skills defined by the national panel. It should function with the knowledge and on the assumption that the Commissioner and the State Board of Education have accepted the report of the national panel.

2. **Employment**

   An essential premise of the state panel's work is that local districts will be able to offer contracts to individuals who hold the baccalaureate degree and who pass the state subject matter test or general test at the elementary level. Although some training may occur before the individual actually begins teaching, (e.g., in the summer), training will not be a prerequisite to the offer of a contract. In addition, these individuals will be hired as teachers who are responsible for classes of students on a full-time basis. Provisional and emergency teachers have always been hired under such terms; the state panel is asked simply to assist in recommending ways in which they might be trained while on the job.

3. District Auspices

It is assumed that the training of provisional teachers will occur under the auspices of local school districts. Authority for the preparation and certifications of school personnel belongs legally to the state. A part of this authority is delegated to colleges in the traditional preparation of teachers and will be delegated to local districts in the case of provisional teachers. This does not preclude the state panel from recommending that other institutions be allowed to provide support to district internships.

4. Purposes of Internships

In preparing their recommendations, the members of the state panel should recognize that the internship is to serve two functions. First, it is to be a means through which provisional teachers acquire training in the knowledge and skill areas recommended by the national panel. Second, it is to be a mechanism by which district personnel, acting on behalf of the state, for purposes of certification, evaluate the provisional teacher's ability to apply knowledge and skills effectively.

It is important to note the distinction which must exist between the certification and employment determinations which districts will make regarding provisional teachers. Certification is a state function and, at the conclusion of each internship, the local district will recommend to the state whether or not a provisional teacher is sufficiently competent to be issued a standard license, valid in any New Jersey district. The decision to continue employing a provisional teacher beyond the first year belongs solely to the local board of education and is based upon other considerations (e.g., economic) in addition to those of competence. Because certification is a state function, the state must always reserve the right to review the certification recommendations of local districts and colleges, to request additional documentation of candidates' performance, to monitor the training process, and to make the final determination concerning the issuance of certificates.

5. One Year's Duration

The duration of a district internship is assumed to be one year, including the period prior to the time when the provisional teacher actually begins teaching. This amount of time is comparable to, or exceeds, that devoted to professional training in many college preparation programs.

Specific Charge

The state panel should recommend whatever guidelines its members believe will result in an effective internship for provisional teachers, operating within the assumptions listed above. Some specific questions the panel may wish to address are:

1. Should there be a summer or other pre-teaching session for provisional teachers? If so what should be its duration and its focus?

2. Who should be required to supervise provisional teachers? What kinds of supervision should be provided? How frequently should provisional teachers be observed in the initial and latter stages of their training?

3. What kinds of inservice training, if any, should be provided to provisional teachers? How might this be accomplished?

4. What should be the qualifications of those persons who will supervise provisional teachers?

5. What training should be required of, or available to those who will supervise and assist provisional teachers?

6. What criteria/commitments should a district meet in order to be authorized to hire a provisional teacher?

7. What type of documentation should districts be required to forward to the state in support of their recommendation to certify or not certify?

8. What external institutions might districts use in assisting with the training and supervision of provisional teachers? What options should be available to districts?

9. How should districts evaluate the knowledge and skills of provisional teachers?

These questions are not intended to limit the discussions of the panel, and its members are encouraged to consider any relevant issue.

To: The Board of Education, State of New Jersey
From: Marcoantonia Lacatena
Re: Commission on Alternative Teacher Certification; Minority Report Fifth Year Alternative Teacher Certification Proposal

One of the major charges of education is to respond to the erchanging needs of society, and it is the responsibility of e professional educational leaders to assure that such sponses are rational, prudent, and in the long-range interests of the society's children whom educators strive to rve.

There are many problems facing our public schools today. hief among these problems is the inadequate financial support for our public schools resulting in low salaries which annot attract and hold a sufficient number of potentially ood teachers, overcrowded classrooms with high tudent/teacher classroom ratios, worn and outdated textooks and facilities, and low teacher morale. In September of 1983, the Governor promised to address the problem of ow salaries and morale.

Governor Thomas Kean outlined a "Blueprint for Reform" for New Jersey schools. He offered both long-term and short-term proposals for attracting and retaining the best possible talent into teaching, with the intention of improving instruction for the State's students.

The Governor's proposals were generally received with open-mindedness and with some anticipation, in the hope that the substantive problems of New Jersey's schools were, finally, being addressed.

There were to be a number of specific programs to insure the raising and maintaining of rigorous standards for teachers, covering both entry into and completion of teacher training as well as continuing education once professional training was completed. The design and implementation of the programs were left to the Commissioner of Education, Saul Cooperman.

One of these programs addressed short-term shortages of teachers in certain areas such as mathematics and science by proposing an "alternative route" to certification designed to bring the best and the brightest into the profession quickly, and with rigorous standards of entry.

The State would, under this program, assist local districts to bring starting salaries for all teachers in the state to $18,500 a year. The current average starting salary in New Jersey is about $13,000, which will not attract or keep first-rate teachers when the starting salaries for other professions range from $20,000 to $30,000 a year. The Board should urge the Governor to support the legislation which is necessary to fulfill that part of his program.

The AFT has long pushed for adequate salaries and for improved professional standards, and the New Jersey State Federation of Teachers (NJSFT) encouraged good faith discussion of the proposals among various constituencies, and took part in such discussions, including service on the Commission on Alternative Teacher Certification, established by Commissioner Cooperman.

The panel should have been given more time, further direction, and a broader charge, to seek the advice of national experts to formulate a program for a genuine, long-lasting program which will attract and keep "the best and the brightest teachers" for the public schools of the state. Stopgap measures and hasty solutions, particularly those which threaten to remove the training of teachers from its intellectual base in higher education, will only make matters worse, in the short and long run.

The Commissioner has offered an alternative route for teacher certification ostensibly for the purpose of raising the standards of classroom instruction and enlarging the pool of quality applicants to the profession. I support the Commissioner's desire for high standards; however, I feel that the proposed plan, in many respects, fails to supply the ingredients needed to bring about the standards it claims to support. Like the Commissioner, I recognize the need for attracting more qualified people to the field, but I wish to do this in a manner which maintains the conceptual background critical to educational decision-making in a democratic society, and reinforces the pedagogical standards necessary to assure excellent performance in challenging classroom situations. Those people who enter the teaching profession must have a strong and extensive general education background and a sound knowledge of their subject-matter discipline as emphasized by the Commissioner, but they must also have a strong professional grasp of the ideological and cultural forces which support or threaten the aims of American education. Equally important, they must attain a thorough training in the latest pedagogical techniques if we are to expect improvements in student achievement and student behavior.

With these basic professional criteria in mind, I offer the following teacher certification proposal which includes the reforms embodied in the September, 1983, revisions of the teacher training regulations which raised standards, and incorporates them into a 'Fifth Year Alternative Teacher Certification Proposal.' This proposal would place the prospective teacher in a public school position after his/her undergraduate career under the guidance of a public school master teacher, as well as the supervision of a college education professor and a college subject matter professor.

Subject matter competency tests, successful completion of a professional sequence of courses, and the recommendation of the public school master teacher, college education professor and college subject matter professor would be required of all interns before the award of permanent certification. The sequence would include a pre-internship summer session, a course during each semester of the internship, and a post-internship session during the following summer. Subject matter competency tests would be required for all interns before the start of their training period in the public schools.

Each college would be responsible for submitting course programs in order to meet the following professional academic criteria consonant with the recommendations of the Boyer report:

1. Familiarity with latest methods of research-validated effective teaching in related subject matter fields, as well as methods dealing with basic skills of reading, writing, and mathematics.

2. Familiarity with latest curricula developments and education strategies for implementing related programs.

3. Awareness of learning theories and measurement and testing skills as they relate to child and adolescent growth, behavior, and academic achievement.

4. Understanding of, and appreciation for, the various philosophic and cultural forces related to American values as they impact upon educational issues, policies, and goals.

5. Awareness of the organizational and management problems of school process and how such process relates to the sociological factors of the community.

6. Understanding of, and appreciation for, the particular educational assets of and difficulties encountered by minority and underprivileged students.

7. Demonstration of classroom skills related to:
   a. student objectives
   b. appropriate learning activities
   c. questioning skills
   d. individual, small group, and large group instruction
   e. classroom management skills.

The following considerations are provided for continued professional development. So that the profession of education can finally gain the image and stature enjoyed by the medical and legal professions, the State of New Jersey must offer the financial aid necessary for local boards to offer comparably higher salaries for experienced teachers. I also recommend that the Board of Education and the Board of Higher Education negotiate with other states to bring certification programs throughout the United States into the five-year professional program in order to put professional training for teachers on a par with those in law and medicine, and to afford a full professional preparation without any competitive complications with liberal arts preparation and subject-matter training.

Should these proposals be accepted by the State Board of Education, the needs of students, parents, professionals, and political leaders would have been met, and all of us could get, once again, to the business of education. It is time to bring these various segments of the population, all of which are sincerely concerned about the future of American education, together in harmony, and I feel that this proposal for teacher certification can significantly contribute toward that end.

Regardless of the program to be adopted, the Board should submit any new proposal for teacher training and certification to a panel of nationally recognized scholars from within the profession and from other areas for evaluation before final adoption. The panel should be jointly selected by the Department of Education, the Department of Higher Education, and the various professional groups which are engaged in teacher training and in the evaluation of teacher training programs. New Jersey's children deserve at least this minimal protection.

Supplemental Report
by Edithe A. Fulton, President of NJEA, on the Report of the Commission on Alternate Teacher Certification

Commission on Alternate Teacher Certification has produced a which recommends a method of attracting outstanding non-onal candidates that is worth testing for a trial period. The panel's in-e on standards and rigor has produced an alternate route to teacher ication that is far superior to the "emergency" licensing procedure it nded to replace. The panel has included many elements that build y and close possible loopholes. These include:

1. Qualifying standards for eligibility to take the State test.
2. High cutoff scores.
3. Professional preparation before the provisional teacher is given charge of a classroom.
4. Suggestions for college participation in the pre-service and post-service professional preparation programs.
5. Strict State standards to permit and govern local-district training.
6. Continuing State monitoring and evaluation of the local-district training.
7. Clear delineation of support-team roles, entirely differentiating collegial assistance from the separate functions of supervision, evaluation, and employment/certification recommendations about the provisional teacher.
8. Mandating extra compensation for extra duties that fall on staff members because of programs for provisional teachers.
9. Inclusion of a "sunset" provision so that, after a three-year trial, the experimental new route to teacher certification can be improved or abandoned as experience dictates.
10. The determinative role assigned to the State Board of Examiners and retention of State control over licensing.

hile these elements have produced a plan that's considerably stronger n present alternate licensing procedures, I do not yet feel that I can en-se the Commission report. While I did not oppose its transmission in its ent form to the Commissioner, I do believe that it should be strengthen-ven more before it is enacted. NJEA will continue to seek the following nges in whatever enabling regulations or permanent procedures are pted. The final plan should:

1. **Require graduate credit for all professional training — both pre-service and post-service.** This will insure participation by our colleges and universities. It will also give consistency and legitimacy to the content and quality of instruction offered. Certainly, fees or tuition should not be charged unless valid college credit is given.

2. **Increase the pre-service academic load and decrease the post-service load.** The more professional training the provisional teacher has before actual teaching, the better for the students in the class. NJEA recommends that the completion of 12 college credits (or the equivalent) **in how to teach and how students learn** (including practicum) be a prerequisite for issuance of the provisional certificate. Ideally, this training would be given in the summer.

Moreover, the first weeks of teaching are demanding and draining, both physically and psychologically. Beginning teachers typically spend long hours in the afternoon and evening in the assessment of student work and preparation of lessons. At such a time, the beginning teacher should not be burdened with seminar requirements. Collegial help should be available, but heavy academic requirements should not be imposed. The bulk of the academic requirement should have been completed beforehand.

3. **Eliminate the big loophole in the report — the provision that would let a school district hire "on short notice" a totally untrained provisional teacher and provide pre-service education during "the first 20-30 days on the job."** Hiring of provisional teachers on short notice should not be allowed. Permitting it would wipe out the standards and quality built into the procedure. If abused, it could open the floodgates. Moreover, the first weeks of school are crucial; they determine the tenor and success of the entire year. Beginning teachers should be prepared beforehand and eligible to take full and successful control of the class on the first day of school.

   If the state persists in making the mistake of retaining this loophole, it should at least take steps to protect the integrity of the teaching that goes on in affected classrooms during those first 20 to 30 days. Where a district has not hired a regularly certified or properly prepared "provisional" teacher by the opening of school, a member of the support team (i.e. supervisor or administrator) should be assigned initial responsibility for the new teacher's classes during the period of pre-service education. (In almost all districts, supervisors are not required to begin their normal teacher observations and evaluations until December, making them available in emergencies to be assigned to this function.)

4. **Make it clearer that what the beginning teacher needs is help, not harassment.** While the report calls for observations and evaluation, it ignores the penchant of some supervisors to nit-pick and harry the supervised. Observations and evaluations should be constructive. Insure assistance, not criticism.

5. **Because so few districts run a full school program in the summer, special State efforts — including incentive funding — should be made to establish comprehensive centers for pre-service training.** For both educational and social reasons, these special comprehensive summer programs could be in our biggest cities.

With these changes, New Jersey will have a strong system for identifying, recruiting, and training outstanding non-traditional candidates. Public-school children could only benefit.

Edithe A. Fulton,
President, NJEA
April 27, 1984

Report of a

PANEL ON THE PREPARATION OF BEGINNING TEACHERS

Dr. Ernest L. Boyer
Chairperson

The Henry Chauncey Center
Princeton, New Jersey
March, 1984

Dr. Ernest Boyer
President
The Carnegie Foundation for the
Advancement of Teaching
Princeton, New Jersey

Dr. David C. Berliner
Department of Educational
Psychology
University of Arizona
Tucson, Arizona

Dr. Frank Brown
Dean of Education
University of North Carolina
Chapel Hill, North Carolina

Dr. Edgar Epps
Marshall Field IV
Professor of Urban Education
Chicago University
Chicago, Illinois

Dr. Emily Feistritzer
National Center for Education
Information
Washington, DC

Dr. Jay Gottlieb
Professor
Department of Educational
Psychology
New York University
New York, New York

Dr. Lawrence Lezotte
Professor and Acting Chair
Administration and Curriculum
Michigan State University
East Lansing, Michigan

Dr. Archie Lapointe
Executive Director
National Assessment Office
Educational Programs
Princeton, New Jersey

Dr. Kathryn Maddox
Director of Multi-Institutional
Teacher Education Center
Kanawha County Schools
Charleston, West Virginia

Dr. Barak Rosenshine
Professor of Education
University of Illinois
Champaign, Illinois

Report of a Panel on the Preparation of Beginning Teachers

submitted to
Dr. Saul Cooperman, Commissioner
New Jersey State Department of Education
Ernest L. Boyer, Chairman
February 28, 1984

Introduction

The Panel on the Preparation of Beginning Teachers was convened by the New Jersey Department of Education to help define two critical elements of teacher preparation: 1) what is essential for beginning teachers professionally to know?, and 2) what teaching skills and abilities are most effective? ★

Several introductory points may help place the Panel's recommendations in perspective. First, the Panel was asked to identify knowledge and skills essential for **beginning** teachers to be conveyed to prospective teachers as undergraduate students or during "internships". These constraints were judge reasonable and appropriate. At the same time Panel members believe strongly that there are other areas of knowledge — such as the history and philosophy of education — that may not be essential for beginning teachers, but which are desirable nonetheless.

Second, consistent with its charge, the Panel did not attempt to define these areas of advanced knowledge but recommends that the New Jersey Department of Education consider examining this larger question some time in the future. The Panel encouraged the recognition that teachers should feel a professional responsibility to continue to refine their skills and improve their teaching throughout their careers.

Third, Panel members are concerned that the knowledge and skills for the beginning teacher are so fundamental that they may appear almost too obvious and familiar to command the attention they deserve. Several times the point was made that those preparing beginning teachers might be tempted to view them casually or dismiss them as outcomes generally accomplished. While our recommendations do cover familiar ground, we believe that the knowledge and skills we have identified are often **not** conveyed effectively to new teachers nor applied in practice.

While we speak of "essential" knowledge, it is important to understand that such knowledge cannot and should not be imparted uniformly to all classroom students. Indeed, the ability to know when and how knowledge should be introduced is itself a basic characteristic of good teaching — one that is essential for all teachers.

Fourth, we recognize the desirability of assigning prospective teachers to various types of districts (e.g. urban, suburban, rural) to broaden their experience. We also note, however, that there is also great diversity within a single district. Indeed, a single classroom presents a broad range of teaching challenges sufficient for the education of beginning teachers. The critical point is that preparation programs must give new teachers the opportunity — working with mentors — to apply their knowledge and skills in different ways. This goal frequently is not achieved. It is common for new teachers to use the techniques of teaching they have learned without sufficiently sensing the needs of individual students.

Finally, the Panel accepted the proposition that teaching is — or should be — a profession. This led to a discussion of the sense of powerlessness among teachers. We consider it unfortunte that classroom teachers are often at the bottom of the education ladder. The word "practitioner" is often a "low-status" term.

We also consider it unfortunate that textbook publishers and test developers often control by default what is taught in classrooms and how it is assessed. Admittedly, these specialists perform legitimate functions and, in many ways, they are better able than the isolated teacher to keep abreast of research and new developments in education. Still, all too often teachers relinquish their own professional responsibility and teaching becomes little more than "follow the manual and teach to tests."

Our recommendations are intended to encourage new teachers to be knowledgeable and thoughtful about their students, to think for themselves about what should be taught, how it should be taught, and how it is to be assessed. A basic assumption of this report is that **the teacher should be a decision maker,** not just a technician who links students, textbooks, and test developers. Teachers who assume roles as technicians are bound to be less inspired and less committed to their work.

In the context of these preliminary statements, then, we suggest the following areas of knowledge and skills as essential for beginning teachers.

Essential Knowledge

What then is the basic knowledge appropriate for all beginning teachers? We conclude that all new teachers should be knowledgeable in the following three essential areas;

I. The Curriculum: What is Taught and How it is Assessed

We begin with the conviction that what is taught is what is learned and that teachers can only convey to others the knowledge they themselves have acquired. Therefore, new teachers should first know the subject matter they must teach — the curriculum priorities of the school — and be skilled in

★ The Panel was asked not to comment upon the proposals for teacher certification currently being considered by the New Jersey Board of Education and, therefore, did not review or discuss these plans. A copy of the Panel's charge is attached (see Appendix "A").

assessing student progress. New teachers should also learn how to organize the content and know how and when key ideas should be introduced. They should learn how to develop and use tests, with particular emphasis placed on the difference between written tests and other forms of assessment.

Beginning teachers must understand that, although paper and pencil examinations perform useful purposes, there is some learning — a trip to the museum or the reading of a literary masterpiece for example — that is valuable, even though it may be difficult to measure outcomes. Beginning teachers should have the skill to evaluate such experiences. Simply stated, the beginning teacher should know the special content to be taught — the school curriculum. They should have the ability to determine what has been learned — the assessment.

The beginning teacher must have the skill to evaluate and choose materials to achieve both of these objectives. This means knowing how to use effectively, textbooks and teachers' guides. It also means having the confidence to select and use primary sources of information. We also conclude that beginning teachers not only need to know how to use prepackaged tests but also have the confidence and skill to construct their own evaluation instruments. In the end assessment will reflect the experience and wisdom of the teacher and cannot or should not be replaced by externally imposed examinations.

2. The Student

The beginning teacher should also know about students, their characteristics as individuals, and the ways in which they learn. Here, matters of individual interests, student motivation and maintaining a healthy climate in the classroom are absolutely crucial. We are especially concerned that knowledge about students be down to earth, linked directly to the classroom. Abstract theories of personality or child development frequently are studied in isolation. New teachers often are bewildered when they encounter a disruptive child.

Beginning teachers should learn about procedures for preventing disruption in the classroom. One might, for example, move from real-life problems to theory, rather than the other way around. Regardless of the strategy, we conclude that the beginning teacher must not only know the curriculum and assessment; he or she must also know about the students, how they learn individually and how, in the classroom they learn together.

We're encouraged that this is one area of education where knowledge is evolving most productively. There are, for example, exciting new discoveries about language development in young children and there are fundamental breakthroughs in brain research. We are also impressed by the potential of technology as a partner in early learning. And there is a growing recognition of diversity among students and how differences can be served. All of this suggests that new teachers must know what they teach and who they teach as well.

3. The Setting: The Classroom and the School

Teachers teach individuals, but they do so in a group setting — the classroom — and at a place we call school. Beginning teachers must know something about the classroom as a social unit and about the management of the classroom. They need to know about the school as an organization, with more or less sharply focused goals. There is growing evidence that teachers increasingly must cope with the bureaucratic social structure of public education. And it is time, perhaps, to view the teacher not only as instructor but also as executive, as one who makes decisions, allocates time, sets priorities, prepares reports and is accountable to a larger community, working within a complicated structure.

We do not applaud all aspects of the increasing complexity of the teaching task. We only note that the school is a connected institution — a community institution — and the beginning teacher must at least be somewhat familiar with the forces — organizational, social, economic and political — that will either enhance or restrict his or her work.

Effective Teaching Skills

The Panel was charged with answering a second question, "How do effective teachers teach?" In responding, we have chosen to emphasize those special skills that research suggests are most effective. However, we wish to restate our conviction that teaching is a profession and that each successful teacher brings to the classroom more than knowledge. We must look at the person, too.

In particular, there is the elusive but critically important matter of integrity. The new teacher must be an ethical, responsible person who cares about children and is dedicated to the work of shaping lives. These personal characteristics — traits of character — cannot be taught or measured with great precision, but they can be fostered, and those who select teachers must determine if they exist. Interviewing beginning teachers and observing them — with monitors — in the classroom and school are essential. Examining the approaches which industry is using in attempting to identify integrity would be helpful.

The teaching profession would benefit perhaps from a code of ethics — similar to the oath physicians take when they enter the profession. Although such rituals may be mainly symbolic, they do represent one of the important ways a profession communicates to its new members and to the public that there are high standards of ethics and personal behavior for which they stand. If standards of integrity are crucial for those who heal, they are, we feel, even more critical for those who teach.

With respect to pedagogy itself, essential criteria for good teaching includes having clear goals, proceeding in small steps but at an appropriate pace, interspersing questions to check for understanding; giving many detailed examples and clear instructions.

Effective teachers also provide sufficient successful practice for all students; see to it that all students are involved; provide opportunity for independent work; and successfully evaluate the progress of each student.

These steps are especially important for those fields where the discipline is well ordered; where information can be introduced in sequential fashion. But they are useful, with adaptation of course, in other fields as well.

In the end, the beginning teacher must be able to stimulate creative thought, help the student evaluate what he or she has learned, and prepare the student to use knowledge wisely. This requires skill in engaging each student in active discourse. It means a spirit of openness in the classroom — a recognition that at times the student is the teacher and that great teachers are students, too.

Finally, the point must be made that, although these skills of teaching may appear to be "common sense," unfortunately, they are not commonly practiced. We make this point, not to condemn teachers or training programs, but to underscore the importance of developing basic skills in all beginning teachers. We do, in fact, urge a high standard, recognizing that all good teachers are always in the process of becoming.

Two Additional Issues:

The Panel was asked to consider two additional subquestions:

1) What are the differences in essential knowledge and skills among elementary, secondary, and special education teachers?; and
2) What areas of knowledge for beginning teachers are best taught in a collegiate setting?

With respect to the first question, we believe the knowledge and skills identified in this report apply equally to both elementary and secondary teachers. While the general categories are the same — the content, the student and the school — it's also true that the content and context differ for each level. For example, we recommend that all new teachers know about the students they teach. Obviously this is essential for both elemenatary and secondary teachers. However, elementary teachers will focus on young children while, for secondary teachers, the emphasis will be on adolescence.

We also recommend a common set of skills for both elementary and secondary teachers; however, these skills will be applied, practiced, and refined in different ways depending on the teaching level. This is especially true with language — a skill that we believe is absolutely crucial; one that must be given priority attention. And obviously, most secondary teachers are expected to present more specialized information in selected fields than are teachers in the early grades and should be prepared to present such material in appropriate ways. Overall, however, we see no need to differentiate sharply between elementary and secondary education in defining the fundamentals beginning teachers need.

Teaching the severely and profoundly handicapped is another matter. Beginning teachers who work with these students must have knowledge and skill that goes beyond those discussed in this report. This exception extends to those who teach even moderately handicapped students who are appropriately classified as such. The usual classification of children with Down's syndrome, for example, places them in the moderately handicapped classification (we recognize that there is disagreement among special educators about the appropriate classification). We are not certain that the regular system is either prepared or able to teach these children.

We are disturbed, however, that local school districts, particularly those in urban areas, are classifying an excessive number of students as "special." This trend can be attributed in part to the increased federal funding the schools receive when students are so classified. The role of child study teams can become one of "searching for pathology" in order to justify the classification of those students. There is also a growing tendency to refer to special education any student who is difficult to teach, whether or not that student exhibits any particularly identifiable handicap. Clearly, such a practice sacrifices students to the system. We also should note that regular education teachers often refer so many children to special education because they feel they have no time to give equal help.

Far fewer children should be referred to special education. At the same time the school system has a corresponding obligation to offer these children additional support within the regular education system. And regular teachers will need to know more about the teaching of such children.

With respect to the issue of where professional knowledge can best be presented, there is no single answer, no one arrangement that is always best. The college setting offers obvious advantages. Here there are research and library resources. On the campus, prospective teachers can meet with colleagues, and have time for reflective thinking. It's also true, of course, that there are collegiate settings where these goals are not achieved, but the potential cannot be ignored.

At the same time, there are non-collegiate "laboratory" situations that also may be appropriate for conveying knowledge and skills to prospective teachers. Here students actually meet with students, they encounter what we like to call "real-life" situations. Perhaps the best approach is to join the learning places, to build partnerships or coalitions among the separate institutions interested in teacher preparation with new organizational arrangements to help educators carry out their work. Teacher associations and organizations should feel a special responsibility to support high levels of professionalism among their membership and actively promote programs to enhance the skills of candidates and older students.

At the same time, we are concerned that partnerships, when they do exist, frequently are dominated by higher education. The ideas of the teachers are trapped within traditional collegiate structures of semesters, credit-hours and the like. Therefore, if coalitions are established around laboratory training programs, we recommend that new structures be flexible and provide active participation of all parties.

ndeed, it is the conviction of the panel that teaching will come a profession in this nation only as there is a closer d continuing link between theory and practice, between colleges and the schools.

Appendix A

harge to the Certification Panel

In order to provide a sound basis for all New Jersey's acher education and certification initiatives, it is essential at the Panel provide us with its best judgment regarding wo major questions:

1. **What Is Essential For Beginning Teachers To Know About The Profession? and**

2. **How Do Effective Teachers Teach?**

For purposes of selecting new teachers, it is important that we focus not on the universe of knowledge which might be useful and acquired during the course of a career. Rather, we must attempt an identification of that professional knowledge which is **essential** for the **beginning** teacher so as to achieve a degree of significance in what is required while avoiding the perpetuation of artificial hurdles. In addition, it is critical that we synthesize the research on effective teaching as a means of improving the preparation process and the criteria for determining who is effective.

Although the task is complex and cannot be completed with 100 percent assurity, it is nonetheless necessary that the Panel assist us in establishing a tentative position. The professional justment and consensus of experts will provide us with an excellent starting point from which our system can evolve and progress.

Finally, as a corollary to the basic charge the Panel should also advise us as to which, if any, areas of knowledge and skills are best acquired in college.

The Panel is not to evaluate the overall system proposed. The State Board of Education in its deliberations has established an elaborate process for making its decisions to adopt, modify, or reject the basic plan in concert with the many segments of the state community interested in quality education. There are many substantive and political issues to be considered in this process and the Panel, to achieve its goals, must remain aloof from those who support or oppose one or another approach.

Testing plan would revolutionize teacher licensing for Jersey schools

By ROBERT J. BRAUN

A special committee of the state school board is studying a plan to revolutionize teacher licensing in New Jersey by dropping the century-old reliance on training institutions and, in its place certifying teachers on the basis of standardized tests and practical experience.

The plan, designed both to increase the number of applicants for teaching jobs and to raise standards for entry into the profession, would allow any holder of an undergraduate degree to work for at least a year in a public school district as long as the candidate passed a tough licensing test.

During that year, the candidate would be provided with practical training in the classroom and, if successful, be awarded a permanent teacher's license.

Although 27 other states require teacher candidates to take licensing tests, New Jersey has shied away from the practice. The New Jersey Education Association (NJEA), the state's largest teachers union, has opposed both license testing and provisional licensing.

State education officials, who have refused to comment on the plan publicly, say they expect opposition from the NJEA as well as from public and private teacher training institutions.

The new certification plan would not eliminate teacher training programs at the state and private colleges, but would provide them with tough competition.

New teachers would still be able to major in education at a traditional program, but they would have to pass the state licensing test and compete with holders of liberal arts degrees. They would likely be put at a competitive disadvantage in taking the test because so much of their undergraduate instruction would be in education-related fields, instead of subject matter areas.

(Please turn to Page 30)

(Continued from Page One)

Candidates seeking to teach a specific subject at the high school level—such as math, history, English or a foreign language—would have to pass a subject matter test to demonstrate their knowledge of the area of study. Those seeking to teach at the elementary school level would have to pass a general knowledge test.

Passage of the test would make candidates eligible for employment in the public schools. But the employing school districts would have to provide an intensive, one-year practical training program which, if passed, would allow the probationary teachers to earn permanent licenses and retain their jobs in those districts.

The state itself would supervise the practical training to ensure it meets uniform standards.

Details of the plan are still being developed and a curtain of secrecy has been thrown about internal deliberations. Members of the state school board were provided with a verbal "briefing" on the new plan earlier this month but were not given any written documentation.

State officials said the lack of a firm, written plan was due both to last-minute changes and an effort to hold off criticism until final details were worked out.

They indicated a formal presentation of the new licensing procedures was likely at the state Board of Education's regular September meeting.

One board member called the plan "exciting" but cautioned that not all members of the panel shared that view.

"There is still a lot of sentiment for remaining with the current system that dates back to the normal school," the board member said.

In the middle of the last century, the state established a half-dozen "normal schools," two-year colleges that were dedicated to the training of public school teachers.

They were ultimately upgraded to four-year teacher colleges and have evolved into New Jersey's six state colleges—Glassboro, Trenton, Kean, Montclair, William Paterson and Jersey City.

These schools, while still maintaining teacher training programs, are now predominantly liberal arts institutions. Ramapo College in Mahwah and Richard Stockton State College in Pomona were established as liberal arts schools and do not have major teacher training programs.

The large teacher training program at Rutgers University's Graduate School of Education also would be affected by the new rules—as would traditional offerings at Seton Hall University, Rider College, St. Peter's College and Fairleigh Dickinson University.

Education Commissioner Saul Cooperman, who has not revealed the details of his plan, has made no secret of his desire to change teacher licensing rules. Within the last few months, he has warned that the schools face "an absolute crisis of quality" because of the poor backgrounds of new teachers entering the field.

At a news conference two months ago, Cooperman said the state was looking for a way to attract brighter candidates to the profession while, at the same time, raising standards. He said the current system of teacher training discourages many bright students from considering the field while, at the same time, allowing mediocre students to enter it.

Statistics recently published by the College Board, the organization that sponsors the Scholastic Aptitude Test (SAT), show that, both in New Jersey and the nation, students entering teacher training programs have the lowest college admissions scores of any professional major.

State officials concede salaries and job prestige are factors, but they also argue that the nature of the traditional education major also serves as a deterrent.

One argument the department is expected to use is that many students shy away from the typical education major because it doesn't train them to do anything but teach—while liberal arts training keeps the door open to a variety of jobs and continued graduate or professional study.

"We have the feeling," said one department staff member, "that there are a lot of bright 'undecideds' out there who might want to try teaching as a career but who didn't want to major in education as undergraduates. This approach will provide them with the opportunity to give teaching a try."

Details of the new plan have been shared with officials of the state Department of Higher Education who, less than two years ago, pushed through a series of major reforms of the teacher education programs.

NJEA chief blasts Cooperman certification plan

Union will oppose 'absurd' proposal

By ROBERT J. BRAUN

The executive director of the state's largest teachers' union has denounced Commissioner Saul Cooperman's certification plan as a "sham and delusion" that would allow "untrained people" to work with children.

James Connerton, executive secretary of the New Jersey Education Association (NJEA), called the unreleased plan "absurd" and hinted the powerful union would mount a major campaign against it.

The union chief also expressed dissatisfaction with Cooperman generally, charging he belonged to a "group of people who imply all the problems of education can be blamed on teachers." However, Connerton denied reports the NJEA would try to oust the commissioner.

The reports emerged from the union's annual leadership conference held last week at Montclair State College. Connerton denied NJEA leaders met with Democratic legislators at the conference to suggest ways Cooperman might be ousted.

The union executive said he believed teachers were unhappy with Cooperman's performance, but said the NJEA would not try to campaign against him.

"He's too solidly supported now," Connerton said. "He's too tight with (Gov.) Kean.

"I would rather try to work with him and bring him around. If he sees the light, he'll shift his policies."

On Sept.7, Cooperman—with the Governor expected to be present—is scheduled to formally release his plan to establish a radically new approach to teacher certification. Under the plan, liberal arts graduates, who passed achievement tests in their fields of study, could be hired as teachers by school districts.

Those school districts, however, would be responsible for providing the new teachers with strictly supervised internship programs that would take the place of student teaching. After the year of actual on-the-job training, the teachers would receive their licenses.

Most new teachers hired in New Jersey receive their licenses after graduation from traditional teacher-training programs. Cooperman has charged that such programs limit the pool of potential teachers, attract candidates with poor academic backgrounds and tend to discourage brighter students who want other career options.

The commissioner's proposal would not eliminate teacher education programs at the state colleges, which now produce 70 percent of the state's new teachers, but would provide a competitive alternative. Some higher education officials have expressed the fear that the alternative would be so attractive that no aspiring teacher would want to go through formal teacher education—and the programs would simply disappear because of a lack of students.

Representatives of teacher training institutions already have expressed their opposition to the plan, but the NJEA has, until now, remained silent. The union chief's remarks suggest Cooperman faces a tough battle having his ideas adopted.

Connerton complained his organization has not received a copy of Cooperman's plan but he said he discussed it with the education commissioner.

"The commissioner's plan suggests there is really not that much to teaching, that, as long as you're bright, you're able to be a teacher."

The NJEA leader said the plan amounts to "an experiment with our kids" and a "risk."

He said he doubted any school district could provide adequate supervision of an internship program and contended money was not available to hire a sufficient number of on-the-job teacher trainers.

"If you believe we presently have in our school systems enough qualified and trained supervisors to run this program, then you might take a look at it. But if you're talking about letting a lot of young, untrained people into the classrooms, with some supervisor hoping it will be all right—which is what I think will happen, then I think it is a sham and delusion.

"It might look good on paper, but when you start looking at it, you see it won't work."

Connerton said he was "dumbfounded" by Cooperman's plan because both the state Board of Education and the state Board of Higher Education recently adopted tougher new standards for admission to, and graduation from, teacher training programs.

"The commissioner is trying to go right by that now by saying you don't need any preparation. I honestly don't think you should put anyone without training in front of a classroom."

Connerton said the proposed subject-matter tests would not determine whether a candidate for a license would be a good teacher.

"Someone might be a very bright math person, but that doesn't prepare him to be a teacher. What the devil does he do when he gets in front of the classroom for the first time? Who has said what to do? How do you go in there cold?"

The union chief asked why retired business executives could not be permitted to be licensed immediately as school principals or superintendents.

"Why have one standard for teachers and another one for administrators?" he asked.

Connerton said teachers were not pleased with Cooperman because the commissioner, who has been on the job a little more than a year, was a member of the "old boys' club" of superintendents and has "an old-time superintendent's mentality."

He said such an attitude resulted in "keeping people vulnerable, frightened for their jobs, always on their toes." Connerton accused Cooperman of acting like "Attila the Hun" in reorganizing the state education department.

The union chief also labeled the commissioner an "elitist" for his heavy emphasis on "testing, measuring up, cut-offs, failing, all that sort of thing."

"Things might have been sloppy in some areas in the past, but, by God, we opened up a lot of opportunities for children."

Relations between Cooperman and the NJEA soured earlier this year over new seniority rules and were worsened when the commissioner came out against a bill expanding the scope of collective bargaining.

Connerton had called the commissioner a "hypocrite," although he now denies using the term.

"I described actions which might lead someone to conclude he was a hypocrite, but I would never use the term myself."

Connerton said he believed, in the battle over teacher licensing, "you might be hearing words like that again."

THE STAR-LEDGER, Wednesday, September 7, 19..3

Kean education 'blueprint' calls for higher teacher pay

By ROBERT J BRAUN

Gov. Thomas Kean yesterday formally launched his long-awaited campaign for educational reform by calling for higher beginning salaries for teachers who meet new licensing requirements, a system of merit pay and new methods of providing in-service training.

Kean, in a speech to a rare joint session of the Legislature, also endorsed steps already taken by Education Commissioner Saul Cooperman and the state school board, including new policies for handling disruptive children, tougher standards for bilingual education and new teacher seniority regulations.

Kean dubbed the 45-minute speech, which was interrupted by applause three times, his "blueprint for educational reform."

"We simply have got to upgrade public education," he told the legislators. "If we do not, today's educationally deprived will become tomorrow's economically disadvantaged."

Kean's proposals were immediately attacked by leaders of the New Jersey Education Association (NJEA) but endorsed by the state School Boards Association.

The new proposals in the Governor's speech were:

• A state-subsidized beginning teachers' salary

(Please turn to Page 25)

BEST COPY

Kean education plan calls for higher teacher pay

(Continued from Page One)

of $18,500 – a hike of about $5,400 for most new teachers that will cost the state some $30 million to implement in the first year.

• State support for a plan to bring all incumbent teachers up to the $18,500 level, provided they meet the new licensing requirements.

• A new "master" teacher category – in effect, a system of merit pay that would provide "excellence" awards of $5,000 a year to teachers who meet "the most stringent criteria of the teaching profession."

• Establishment of an "Academy for the Advancement of Teaching and Management."

Kean also strongly endorsed a new licensing program for teachers that already has been informally presented to the state school board. The Governor will attend today's meeting of the state Board of Education when Cooperman formally presents the proposal.

The new certification plan would provide an "alternative" track into the profession by awarding a provisional license to any holder of a baccalaureate degree who can pass a subject-matter test. These new candidates must then pass a year-long internship in a public school system.

The Governor tied the proposal for increased salaries to the new licensing requirements, saying he would not ask the Legislature for the money for the new compensation rates until the new certification requirements were in effect.

At a press conference following his speech, Kean said the two proposals had to be joined because he didn't want to ask people to provide more funds for education until the state moved to upgrade teaching.

"People have got to be reassured they are getting better teachers as well as better paid teachers," he said.

More than a third of Kean's 29-page speech was devoted to endorsements of actions already taken or plans now before the state school board.

• • •

He drew applause twice, for example, when he described the new monitoring procedures adopted earlier this summer by the state school board. The new plan will allow districts to receive five-year accreditation after passing through a formal evaluation, the state's resources will be concentrated on problem districts.

"Urban school problems ... will finally get the attention they deserve," he declared in applause from the legislators.

"It will change our entire approach from monitoring the disappointments of the past to planning the achievements of the future. Excellence – excellence – not mediocrity – has to be our goal."

Kean also endorsed a requirement in the new monitoring plan that would require school districts to deal with disruptive students.

"Undisciplined and disruptive students must not be allowed to deprive other children of their right to learn," he said.

The Governor endorsed the new statewide graduation test that replaced the old Minimum Basic Skills (MBS) program – and a new policy before the state school board that would deny a diploma to any graduate who could not demonstrate proficiency in the English language.

"Every student in New Jersey will need to be able to use that language in its spoken and written forms, either in college or the workplace," Kean said.

"Therefore, if he or she cannot show competency in the English language, he or she will not get a New Jersey diploma."

Kean repeatedly expressed the concern for raising the prestige and attractiveness of the teaching profession. He said good teachers could be recruited and retained by improving "pay, job security and continued development, programs which enhance professionalism and self-esteem."

The Governor quoted New York union leader Albert Shanker, with whom Kean met three weeks ago to discuss reforms. The president of the American Federation of Teachers had said, "You can't run the schools with dedicated missionaries any longer."

"I am not among those," Kean added, "who believe that we can improve schools without making a further commitment to teacher salaries."

Under the Governor's plan, all newly certified teachers would receive a starting salary of at least $18,500 a year. In the first year of the new system, the state would provide the difference between that figure and the current starting figure in all school districts.

The state subsidy would be phased out over five years, but the minimum would be raised to reflect cost of living increases.

The new starting salary would mean some new teachers would make more money than already employed teachers.

• • •

To correct what he called "an imbalance between new teachers and the many well-qualified teachers now in the public school system," Kean said he would ask the Legislature for money to raise all teachers making below $18,500 to that level – provided they pass the test required for the new license.

At the press conference, Kean said the first-year cost would be $30 million and would decline to about $10 million. According to Kean adviser Gary Stein, most of the new money would be needed to upgrade the salaries of working teachers, not for the new starting minimum, because so few new teachers are being hired.

The most controversial proposal is the limited merit pay system proposed by Kean, and the Governor indicated he would go slow in implementing it.

"I propose this because extraordinary teachers deserve extraordinary compensation and recognition. Great teachers should be paid as great teachers."

Kean called for the establishment of a commission, "reflecting almost every sector in society." He emphasized teachers would be represented on the commission because "they more than anybody else know the qualities of a great teacher."

The commission would set the criteria for choosing the master teachers, set up procedures for selecting them – which must include peer review – determine the responsibilities of master teachers and, finally, choose the districts that will provide a pilot test of the new system.

The Governor said he wanted five school districts to test out the new program – a number that would be increased to 20 in its second year. Five percent of the districts' teachers would be eligible for the $5,000 bonuses. Kean said he would submit a detailed proposal to the Legislature by Feb. 15, 1984.

The new academy for teachers and administrators would provide training to educators on a short- and long-term basis, Kean said.

"Teachers will be able to spend a week, several weeks or a month studying effective schools practices," Kean said, noting the new center "will focus on practical applications of the very latest research findings in the field."

The Governor, who had campaigned heavily on educational issues in 1981, has been planning the new initiatives for months. He had promised to make New Jersey a "laboratory state" for the ideas and recommendations contained in a series of national education studies that have sharply criticized schooling in America.

He repeatedly referred to the study commissions – Kean served on two – in his speech.

"Four separate national reports have defined the problem. They all have said it is the special responsibility of the states to devise the solution. It is time for action.

"Reforming our state's educational system may well be the most important task of my administration and of your terms as legislators."

Although many of Kean's proposals were first suggested by Cooperman, some of the most controversial – including the master teachers and the link between new licensing and higher pay – were strictly the Governor's ideas. The commissioner, for example, had wanted a system of denying increments to poor teachers rather than providing bonuses to good teachers.

Cooperman, however, yesterday endorsed all of the Governor's proposals and praised the chief executive for "his courage."

At the press conference, Cooperman said he was "stunned" to learn the NJEA opposed the proposals, particularly the one calling for higher beginning salaries.

Kean added:

"I can't imagine anyone representing teachers who would be opposed to a plan that could give New Jersey what could be the highest starting teacher salaries in the country."

Both the Governor and the commissioner said they believed the proposals would be adopted, with Cooperman noting:

"Ultimately, I think we're going to win on every single one – once people recognize the problem and see our solutions."

Kean urges new system for licensing teachers

Photo by Richard Rosenberg

S David Brandt, left, state Board of Education president, and Education Commissioner Saul Cooperman flank Gov. Thomas Kean during meeting on education at the state museum auditorium in Trenton

By ROBERT J. BRAUN

Gov Thomas Kean and Education Commissioner Saul Cooperman yesterday formally presented what the Governor called a "revolutionary" new system of licensing school teachers

Kean, making his second major speech on education in as many days, asked the state Board of Education to fight against "the pressures of the status quo" while it deliberated on the new system that would award licenses without requiring the traditional teacher training.

"You've got to be prepared to defend your position in the face of a crisis," Kean told the board "The crisis is here and we ignore it at our peril."

Cooperman, in a long presentation punctuated by dramatic appeals to open teaching to "talented people," provided the details of the program—the awarding of licenses based on subject matter testing and participation in a year-long, state-supervised internship program

Under the new approach, the certification process would shift from the state to the districts that hire the new teachers. The final recommendation that a new teacher be given a license would be made by a "certification team" composed of local educators, including fellow teachers.

"We will move from a system that will certify people of limited ability to a system that will deny these people admittance to the profession." Cooperman said.

"We will move from a system that systematically discourages talented people to a system that will make it possible for them to teach."

Just how difficult the battle will be over the new certification plan was dramatized in a long position paper released by the New Jersey Education Association (NJEA) in response to the plan.

It referred to several sections as "sham and delusion" and accused Kean of using his power of appointment over the state school board to force the changes through the panel.

The NJEA termed the two speeches and three

(Please turn to Page 12)

Governor urges new teacher licensing system

(Continued from Page One)

press conferences in two days on changes in education a "carefully rehearsed media event."

"It is unconscionable to use such blatant top-down unilateral power to force change—however well-intentioned that change may be," the NJEA said.

"This is a naked show of force . . . This is not the way to bring about improvements in New Jersey schools."

The presentation given by Cooperman and his staff members ranged from stinging criticism of the current teacher training proposals to accounts of how highly qualified persons have been denied the opportunity to teach because of current licensing requirements.

It ranged from showing the poor academic achievement of current teacher candidates to warnings these students "will bring their deficiencies to the children they teach."

Despite the criticism of the current approach, Cooperman said the new system would not eliminate the traditional one. He said his department would continue to strengthen it, while using the alternative approach to "expand the pool of talented people."

The new system, however, would eliminate two existing alternate routes to teaching jobs—so-called course-counting and the emergency certificate.

Under course-counting, a prospective teacher—or a teacher wishing to change fields—returns to college to take a number of courses. Cooperman said such a system results in teachers taking "disjointed" courses, without logical sequence.

Under the emergency system, a school district may hire a teacher who might not even have a college degree, much less a license, if there are shortages.

The Cooperman proposal would require anyone teaching in the public schools to have at least a bachelor's degree. After attaining the degree, the prospective candidate would have to pass a subject matter test that would, Cooperman said, "screen out those who are incompetent, at least in terms of what they know of their field."

Secondary school teachers would take specialized tests—in math, history and so on. Elementary school teachers would take general knowledge tests.

The commissioner said he wanted the test "to be as tough as we can make it" without making it so difficult that it would not yield the number of teachers needed in various fields.

• • •

Once the teacher candidates pass the test, they may be hired by school districts. However, they would have to undergo a year-long internship.

The details of the internship would be set, he said, by a panel of "nationally known" experts who would answer two questions—what is effective teaching and what do teachers need to know. Cooperman said those named to the panel would be of the caliber of John Goodlad, Jerome Bruner and Benjamin Bloom—widely recognized experts.

The recommendations of the panel would then be used to create a training program for the educators who would train the new teachers. Those educators would include other teachers, building principals and other supervisors.

The newly hired teacher would first have to undergo a weeklong "orientation" session before starting class. Once in class, the provisionally licensed instructor would have to be observed at least once a week by the principal—and once a week by a so-called "collegial" teacher, a regular teacher chosen on the basis of interest and ability.

The internship would include readings, study and conferences to discuss teaching strategies.

The cost of such a program would be borne, at least partially, by a fee paid by the provisionally licensed teacher—and could be as much as $1,000. Cooperman pointed out the fee would replace the tuition that would have to be paid by someone who needed to return to college to get the proper number of courses to earn a license.

He also pointed out that, under a plan announced Tuesday by Gov. Kean, all beginning teachers—including the provisionals—would be earning $18,500 to start.

Cooperman and Leo Klagholz, the state's director of teacher certification, criticized the current system for its inconsistency. Criteria for courses under the present system are not uniform, they said, and colleges don't always use the same measures to judge the competence of student teachers.

The new system would guarantee uniformity, they said, and higher standards.

Cooperman said the department would seek to have the new standards in place by September 1985. The proposal will be officially presented to the state school board in October for initial adoption.

Hearings will begin Nov. 16, with final adoption possible by January.

Board members generally were impressed by the presentation—and literally applauded Cooperman and Klagholz after the detailed description of the plan. But passage, without major changes, is hardly guaranteed.

"We know we're in for a battle," board member Ann Dillman said.

In addition to the NJEA, the proposal has been attacked by a number of key legislators, including the heads of the Assembly Education Education, Mildred Barry Garvin (D-Essex), and the Assembly Higher Education and Professions Committee, Assemblyman Joseph Doria (D-Hudson).

Garvin and Doria released a joint statement vowing to overturn the plan in the Legislature if the board passes it.

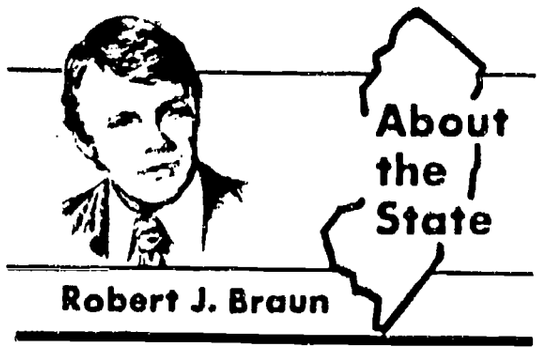
They will have the assistance of Assemblyman John Rocco (R-Camden), senior Republican on the education panel, who released a statement charging the plan would render children "guinea pigs" for the new system. Rocco is an associate professor of education at Rider College, Lawrenceville.

The state Federation of Teachers, AFL-CIO, however, was muted in its criticism—a surprise because the union represents state college faculty members who might be adversely affected by the shift away from traditional teacher training.

The New Jersey Principals and Supervisors Association generally endorsed the proposal.

Higher Education Chancellor T. Edward Hollander issued a statement that, while endorsing Cooperman's plan, asked for careful study of a number of key provisions. Hollander appeared with the commissioner and Kean at one of two press conferences yesterday and praised the plan, expressing the hope it would lead eventually to requiring all new teachers to have advanced graduate degrees.

Kean looks at education reform from a refreshing angle



Gov. Thomas Kean, in his address to a joint session of the Legislature, did more than present a half-dozen sound proposals for educational reform. He brought hope and excitement back to the idea of improving the schools.

In a way, the atmosphere he sought to create was reminiscent of the 1960s, when a society reeling from civil strife, racial tensions and uncertainty looked hopefully to its schools for a way out.

The fundamental difference, however, is one borne of the sad experience of the last two decades. Where, years ago, the public looked to the professionals for advice and counsel, Kean is now saying the public should be demanding the professionals meet the higher standards it will set for them.

The Governor set the precisely correct tone: Education, like war, is far too important an issue to be left solely to the "experts." The political leadership should set the policies, independent of the narrow interests of organizations, and demand that the institution chosen to do the job of educating children do it and do it right.

The handwringing that followed the disturbing events of the 1960s permitted the creation of a shaggy forest of ideas, many of them with expensive price tags—expensive both in economic and other terms.

Standards fell—no, they crashed. Education became more a means of therapy than of perpetuating intellectual rigor. Schools were asked to solve all manner of problems they had neither the means nor the expertise to do—from nutrition to personality development—while the basic mission of education, helping children to grow intellectually, was set aside, perhaps even debased.

Expensive consultants preached the importance of self-image, the destructiveness of competition, the unspeakable horror of failure. Experts urged the schools to listen to the children, when it was the children who should have been trained to listen to the demands of those who clung to academic standards. Teachers were trained on the finer points of conflict resolution and love as the universal solvent, while their verbal and math abilities suffered.

In short, the schools underwent a massive loss of nerve. Kean called on both the schools and the political leadership to regain control of the proper aims of education.

For example, he urged the state's leaders to recognize that teachers are not trained rigorously—and endorsed plans to improve training and certification.

The Governor embraced the common sense notion that some teachers are better than others—and promised to seek higher compensation for "master" teachers.

Kean wants tougher policies for the handling of disruptive children, higher starting salaries for teachers and an insistence that all high school graduates speak English fluently.

A score of years ago, such ideas would have been unthinkable—because there was too much misdirected concern for the psyches of students and teachers and not enough for the consequences of flabby academic standards.

• • •

The echoes of the misguided past were heard in the protests of those who issued press releases denouncing the new ideas even before the Governor finished speaking.

Not that anyone thinks what has happened in the last decades was terribly successful—but because, in education, ideas generate institutions, institutions hire people and people have vested interests in maintaining what is.

The mutually destructive alliance of teacher union leadership and Democratic politicians carted out all the discredited reasons why change cannot happen. The union leaders misjudge the yearning for change felt by many teachers—and the politicians are tying themselves to an unsuccessful past by following its fruitless slogans.

Established interests are still powerful. The coalition of organizations and opposition politicians could block much of what Kean is trying to do. But what are the consequences?

If teachers are denied the chance to earn better salaries, they can blame it—not on fiscally conservative Republicans—but on their own union leadership and its political allies.

If children and their parents are denied more rigorously trained teachers, they can blame it on those interests that want to retain traditional training programs as the only route to a teaching job.

If schools do not improve, the consequences for individual children and all residents of the state will be, as Kean described them, perilous.

And those consequences will be the direct result of a refusal of the vested educational interests to put their own selfish aims aside.

THE STAR-LEDGER, Friday, December 9, 1983

President praises state licensing plan

By ROBERT J. BRAUN

President Reagan yesterday singled out New Jersey's controversial teacher licensing proposal for special praise in his major policy address on education.

Speaking in Indianapolis at the National Forum on Excellence in Education, Reagan said he supported the state plan to open up teaching to professionals outside the field.

The proposal, which is opposed by the New Jersey Education Association (NJEA) and faculty members at teacher training institutions, was mentioned by the President as he recounted how a number of states were developing "success stories" to meet educational problems.

"In New Jersey," Reagan said, "Gov. Tom Kean has a proposal that deserves wide support.

"Under his plan, the New Jersey Board of Education would allow successful mathematicians, scientists, linguists and journalists to pass a competency test in their subjects, then go into classrooms as paid teaching interns.

"If they performed well, they would be issued permanent teaching certificates."

Reagan compared the New Jersey reform to efforts in Tennessee to establish a merit pay system, higher academic standards in Indiana and incentives for the study of mathematics and science in Iowa. The President said such actions were part of a "grassroots revolution that

(Please turn to Page 14)

(Continued from Page One)

promises to strengthen every school in the country."

From Indiana, where he delivered a keynote address on problems facing the teaching profession Wednesday, Kean issued a statement saying he was "pleased at the support voiced by the President."

"There is a growing recognition at the national level, as well as the state level, that dramatic steps must be taken to upgrade and improve all aspects of our system of public education," the Governor said.

"The President's address to the forum, as well as his support for my recommendations, is evidence of his concern with the state of public education."

The Kean administration proposals are under heavy political attack in New Jersey and the President's endorsement was welcomed as at least a morale booster. Saul Cooperman, the state's education commissioner, had just arrived in Brick Township High School for a meeting with Ocean County administrators when he heard of Reagan's comments.

"That's very heartening," he said.

Cooperman has been traveling throughout the state campaigning for the licensing plan—and invariably running into NJEA "truth squads," groups of union activists who challenge the proposal during question-and-answer periods.

News of the national plug from the President spread through the state education department yesterday within hours of the speech.

"We're letting everybody know about it," said one staff member. "It ought to brighten up things a bit."

The proposal is technically before the state Board of Education for approval and is expected to pass. On Wednesday, the panel unanimously voted to endorse it "in principle".

It faces difficulty in the Legislature, however, where the NJEA and its political allies are pressing for a bill that would overturn the proposal if it is adopted by the state school board.

The Assembly Higher Education Committee voted Monday to release the bill for full consideration by the lower house.

The debate has not been strictly partisan. One of the most active champions of the blocking legislation is Assemblyman John Rocco (R-Camden), who is himself a faculty member in the teacher training program at Rider College.

Although it was overshadowed by the President's endorsement, the Kean-Cooperman proposal did receive another boost yesterday from the president of the state's non-traditional public college.

George A. Pruitt, president of Thomas A. Edison State College, said the Kean-Cooperman proposal "can only enhance the quality of teaching in New Jersey."

"Cooperman's plan is carefully thought out and its principal elements are forward-looking and highly appropriate," Pruitt said.

The alternate teacher licensing proposal also has been endorsed by groups representing public school administrators and by the leadership of the New Jersey School Boards Association.

THE STAR-LEDGER, Thursday, March 8, 1984

Teacher training panel stops short of backing state licensing reform plan

By ROBERT J. BRAUN

The head of a commission of national experts on teacher training yesterday called for "new models" of teacher preparation that would not be based on traditional college-based programs.

But Ernest L. Boyer, the former U.S. education commissioner who now heads the Carnegie Foundation for the Advancement of Teaching, stopped short of openly endorsing a plan by state Education Commissioner Saul Cooperman to bypass traditional, college-based teacher education programs to license new teachers.

Boyer introduced to a regularly scheduled state school board meeting by Gov. Thomas Kean had been commissioned to lead a panel that would provide guidance for the development of the Cooperman proposal. The panel was not asked to comment on the wisdom of the plan itself — and Boyer repeatedly resisted opportunities to say whether he supported it.

The occasion for his and Kean's appearance before the board was the formal unveiling of the commission's report. The report itself runs only 16 pages and, as Boyer himself conceded, contains very few surprises.

Special commission draws up list of essential skills and knowledge

The panel had been asked to answer two major questions and to comment on two other issues. The 10 members, all but two of whom are education or psychology professors, were asked to determine what essential knowledge beginning teachers need and what skills they should have in order to work effectively.

In response, the commission members insisted that teachers be endowed with a strict sense of ethics, that they know their subject matter and be able to determine whether their students know it, that they be familiar with the needs and characteristics of their students and the characteristics of their schools and communities.

The essential skills teachers need, according to the Boyer report, include the ability to organize material, have students learn at an appropriate pace and skill, and to ensure that all students have the opportunity to use the material they've learned.

The Boyer commission also was asked to comment on two questions that have been the subject of often bitter controversy in the debate over the Cooperman plan. They were asked whether all teachers, including elementary, secondary and special education instructors, should be trained in the same way — and what was the best place for new teachers to be trained — the colleges or, as in the Cooperman plan, the public schools themselves.

The panel contended that high school and elementary school teachers could be trained in the same way — although special provision should be made for teachers of the handicapped.

In a formal presentation to the board and a later news conference, Boyer said that much more than coursework and traditional practice teaching was needed to endow new teachers with the needed skills and attributes.

Education must find a way for the theorist and the practitioner to work together, Boyer said. "We would create new partnerships."

While conceding that college-based study has its advantages, Boyer said "the classroom is where it's at."

The commission's report warned against allowing colleges to dominate teacher training, and Boyer, in his formal presentation, called for more participation by school districts in the training of new instructors.

"Unless we find a way, we will continue to splinter and fight among ourselves — and the children will be the victims."

At the press conference, Boyer warned against allowing teacher training institutions to use the general findings of his report to justify continuation of past practices.

He said college-based programs should not use the findings "to sweep in everyone's pet strategy" and contended that if the teacher-training institutions did not accept reform "a far more hard-headed public would impose it."

Boyer said future teachers must learn about the characteristics of their students "before they are allowed to set foot in a classroom." But he insisted that did not necessarily mean future teachers should have traditional coursework.

• • •

To pretend it can be done through course work alone would restrict the insights and sensitivity of new teachers," Boyer said. "We need some direct experience with children."

Boyer conceded he was "lobbied" by opponents of the Cooperman plan who urged him and fellow panelists to reject the state proposal. He said he had to tell the unidentified critics that he would not comment on the merits of the plan.

He did say, however, that he was not in favor of testing to determine the qualifications of teachers. The Cooperman proposal calls for testing of teachers.

"I think the qualities we want to see in teachers would be very hard to capture in a paper and pencil test," he said.

Boyer praised Cooperman as a "person of integrity" whose plan also had "integrity."

The findings of the Boyer commission now will be transmitted to a second committee that will determine how to implement them.

Cooperman announced the members of the panel yesterday. Headed by Harry Jaroslaw, the Tenafly superintendent, and Robert Marik, an executive with Merck & Co., the panel includes some of the most ardent critics of the commissioner's plan.

Opponents on the panel include Edith Fulton, president of the New Jersey Education Association, and Marcoantonio Lacatena, president of the state Federation of Teachers, AFL-CIO.

The 21 members were drawn both from education and from private industry — and private schools. They will attempt to identify exactly how the knowledge and skills recommended by the Boyer panel can be brought to the teachers trained under the Cooperman plan.

COUNCIL OF NEW JERSEY STATE COLLEGE LOCAL

NJSFT-AFT/AFL-CIO
420 CHESTNUT STREET
UNION, NEW JERSEY 07083
201-964-8476

April 3, 1984

Dr. Saul Cooperman
Department of Education
225 West State Street
Trenton, N.J. 08625

Dear Dr. Cooperman:

The Council of New Jersey State College Local NJSFT-AFT/AFL-CIO registers its formal objection to the composition of the Advisory Panel on Teacher Certification.

It lacks balance both as to persons who are objective as concerns the initial proposal for an "alternate route," and as to persons who are representative of the broader professional community.

At least twelve of the twenty-one members on the Panel had testified for the proposal in hearings before the Board, only two of the members testified against it; with the exception of one person, there is no one from the teacher training profession; of the three teachers on the Panel, except for Ms. Fulton who is the President of the NJEA, each has had problems with the Department's certification procedures and brings a bias against current teacher training to the panel, thus confusing the Department's emergency certification procedures with the teacher training process; the minority community is under represented; and few, if any, of the persons on the panel are familiar with the large body of research data on teaching and learning which has been compiled over the past ten years.

It is particularly disturbing to me that this data is not being made available to the Panel, and that such stringent deadlines have been imposed upon the panel that true inquiry and reflection are all but impossible.

I urge that you remedy this situation by taking the following steps.

1. Change the deadline date to allow time for proper inquiry and reflection.
2. Broaden membership on the committee to make it more representative of the State community.
3. Put on the committee members who are familiar with the most recent research data on teaching and learning.
4. Make available to the committee the most recent research data on teaching and learning.

ML/mp

I would be happy to discuss these issues with you at a mutually convenient time.

Sincerely,

Marcoantonio Lacatena

Marcoantonio Lacatena
President
COUNCIL OF NEW JERSEY STATE
COLLEGE LOCALS NJSFT-AFT

Home rule for teacher training?

By Peter Mariks
Staff Writer

A report by a state commission established to study a proposed method of licensing teachers in New Jersey recommends that school districts be given the power to train teachers largely on their own.

A copy of the final draft of the report by the state Commission on Alternative Teacher Certification, obtained by The Record, recommends that school systems link with other districts and colleges to provide 20-day "laboratory" classroom sessions and seminars before the trainees begin teaching in the public schools.

Some districts wouldn't meet requirements

But the commission also said that some districts should be denied the right to run the training program. "Some districts will be unable to meet the requirements we have outlined, and these districts must not be authorized to operate certification training programs," the report said.

The commission report is an important step in Education Commissioner Saul Cooperman's effort to create a route to certification that bypasses the schools of education in the state's colleges, where prospective teachers traditionally have been trained. The college programs offer education degrees and sponsor student-teaching assignments in the public schools.

No details on financing the training

The report is not specific about how districts would finance the training programs or how much they would cost. It also makes no mention of Governor Kean's proposal, made in September, to pay each of the trainees $18,500 with a combination of local and state money. The average salary of a beginning teacher in New Jersey is about $13,500.

The report identifies the state Department of Education, the districts

See TEACHER, Page A-2

A 2 THE RECORD, FRIDAY, APRIL 20, 1984

Draft recommends leeway for districts

Revamping teacher training

FROM PAGE A-1

and the trainees themselves as the main sources of potential support."

The training program would be put in place if the state Board of Education approves the commissioner's plan for the alternative route to certification. The board is expected to act on the proposal later this year.

Cooperman has criticized the college teacher-preparation programs for offering irrelevant courses and turning out inferior teacher candidates. He has said his alternative route will attract better-qualified people who normally do not go into teaching because they do not want to take the required education courses.

Among those the commissioner hopes to attract are recent college graduates who are academically gifted, veteran teachers from private and parochial schools, and people with experience in other fields.

In districts that enlist in the program, trainees would serve a year's apprenticeship as provisional teachers with their own classrooms, under the close supervision of school administrators and teachers. At the end of the year, a committee of educators from the district would decide whether to hire the trainee permanently and recommend to the state that he or she be certified.

The 21 member commission, chaired by Tenafly Superintendent Harry Jaroslaw, was appointed by Cooperman in March to set the guidelines for the district training programs. The panel was directed by state education officials to report to the state Board of Education at its May 2 meeting.

The panel of business executives, school and college administrators, teachers union representatives, and private citizens, has met several times over the last month. State education officials told panel members at the outset that they were to confine their work to the training program and "not to debate or comment upon the merits of the certification plan which the board is considering."

The commission is expected to discuss and vote on the final draft next week. Several panel members contacted yesterday declined to discuss the document.

Requirements for candidates

However, some members are said to be upset about the possibility that the report would be used by state officials to restructure the college programs as well. One member of the commission has complained about a memorandum by Leo Klagholz, director of the state Office of Teacher Preparation and Certification, that said the report would be used to "establish greater consistency in college programs."

Under the report's recommendations, candidates for the training program must have a bachelor's degree or, for those wanting to teach vocational education, full-time job experience in their field. In addition, candidates would have to have 30 credit hours or five years of work experience in the subject they want to teach.

The candidates would submit their transcripts and applications to the state Board of Examiners, which issues teaching certificates in New Jersey. Applicants accepted by the board would take a state competency test in their subject area, and those who pass could be hired by districts as provisional teachers on a one-year, trial basis.

The commission says the training program should begin before the teacher sets foot in the classroom with "preservice practice" in a classroom with an experienced teacher. The panel said the practice should last at least 20 days, and could be done in the spring or summer before the apprenticeship began, or during the first 20 days of school.

Individual training recommended

At the same time, the trainee would take a seminar in classroom management and child development that would be offered by the district or a college. They also would have a brief school orientation.

The training would continue during the first 10 weeks of school with the teacher trainee working closely with a "professional support team," comprised of a school administrator, experienced teacher, curriculum supervisor, and a college faculty member. The panel recommended that the team develop an individual training program for each provisional teacher and make periodic classroom observations.

At the end of the year, a separate team of educators from the district would decide whether to retain the trainee permanently. The state Board of Examiners would make the final decision about whether to grant a permanent teaching certificate.

Cooperman has said he wants to institute the training program to put an end to the longstanding practice in New Jersey of granting emergency teaching certificates to underqualified people when a district can find no candidate with the proper credentials. About 7 percent of the 16,800 teaching licenses granted during the 1982-83 school year were emergency certificates.

The proposal for the alternative route has been sharply criticized by teacher groups and some officials of the teacher-preparation programs at New Jersey's colleges, who charge the commissioner's real intent is to take away from the colleges the job of training New Jersey's future teachers.

The Star-Ledger EDUCATION/YOUTH Sunday, April 22, 1984

Cooperman gets a lesson in intrigue and subversion

By ROBERT J. BRAUN
Star-Ledger Education Editor

The state Commission on Alternative Teacher Certification is scheduled to meet again this week to continue its rancorous but surprisingly successful debate over how to license college graduates who have not had traditional teacher training.

A substantial majority of the 21 members has accepted a final draft, described by The Star-Ledger last week, but a few panel participants are refusing

AN ANALYSIS

o join the consensus. Marcoantonio Lacatena, the president of the union representing state college faculty members, has sworn he will never put his name o the report.

Lacatena, president of the state Federation of Teachers, AFL-CIO, referred to a majority of the ommission as "vigilantes" who were "out to get" eachers. He also charged that Education Commissioner Saul Cooperman "bought" the rival New Jerey Education Association (NJEA) by agreeing to ermit the larger union to provide instruction to the lternatively licensed teachers through its Institute or Professional Development (IPD).

The IPD is NJEA's in-service program. At one ime, long before the arrival of Cooperman as commissioner, the NJEA harbored the illusion it would ne day control teacher licensing through such an nstrument as the IPD.

The curious thing about Lacatena's charges, owever, is that the draft of the commission report ontains no reference to the IPD. As a member of the ommission, he should have known that.

But the development of the commission report as contained a number of such curiosities. Members f the staff of the higher education department were arious about a number of items allegedly contained in the report—but the items never did appear in the draft.

Staff members in both the education and higher education department suspect what one called a "disinformation" campaign designed to create splits among educators. One higher education staff member was convinced Cooperman had "bought" a state college president by agreeing to let his college run a training program. That wasn't true, either.

Throughout last week, rumors flew wildly that, in order to salvage some semblance of his original proposal, Cooperman was allowing all sorts of compromises. The gist of the reports discredited the commissioner who, in the months of often bitter debate about teacher certification, insisted he would not back down from his positions.

The campaign culminated in a confrontation between Cooperman and T. Edward Hollander, the state's higher education chancellor and a supporter of the Cooperman proposal. Hollander, who has reservations about the plan but nonetheless supported it, felt misused about that support. Cooperman, who had not heard the rumors, was puzzled by his colleague's resentment.

An effort was made to give the false reports wider circulation by providing wrong information to the press. Since the deliberations of the commission have been private, the misinformation was the only information available.

The commissioner was able to avoid a potential conflict by getting the right information to Hollander. In addition, the specious version of the commission report was not published—here.

Cooperman said he was "amazed" at the lengths to which his opponents on the issue would go to discredit what he continued to believe was a good way of providing certification for liberal arts graduates.

"It's very, very discouraging to go into a process believing you can rely on good faith and reason and

(Continued on Page 92)

then discover people are trying to sink you with tricks," Cooperman said.

He pointed out he had taken a chance by appointing to the commission persons who were sworn enemies of his plan.

"I honestly thought we all could come together and produce a document that reflected the best thinking of all sorts of people with differing perspectives.

"I could have appointed to the committee 21 people I knew to favor the plan, but I wanted to do this in the best way possible."

The commission will determine how the alternative plan will be implemented. Cooperman has said he would rely on the judgment of the panel.

"It was a risk, but one I was willing to take."

The final draft—the real draft—does support the commissioner's proposals and establishes standards for the licensing of teachers that are, in some ways, much tougher than the traditional college route.

Candidates for the alternative route will have to undergo scrutiny of their college achievement, pass a test, spend a month working with children under constant supervision and undergo a state-supervised evaluation. Weak teachers are not likely to get through the process.

Why all the intrigue and efforts to subvert what appears to be a worthy process? The answer lies in the miasma of special interest educational politics. A successful alternative route ultimately calls into question the value of state college teacher training and the backgrounds of incumbent teachers who now have that training.

Jobs and prestige are at stake here. Fewer and fewer young men and women are entering teacher education, in any event. The existence of a viable alternative route could doom all but the best college-based training programs. The ambitions of some organizations to control teacher training and licensing are doomed by the proposal. The monopolistic hold on the preparation and indoctrination of public school instructors is broken.

Notice what happens to kids is not at issue. To be sure, some critics of the Cooperman proposal were genuinely concerned about its implications for children—and those criticisms are more than met in the final draft of the commission report. But so much of the abuse leveled against the commissioner and his plan—particularly by those who never bothered to read what the commissioner really said—was steeped in organizational self-interest that its credibility was compromised.

The year-long struggle is expected to end soon, with state school board approval of the commission's report. Cooperman, however, said he won't soon forget his personal education in the stridency of school politics.

"I'm often told I'll be able to look back on all of this and smile—but I really wonder."

Star-Ledger April 29, 1984

BEST

Schools chief claims foes resort to 'dirty tricks'

By ROBERT J. BRAUN

Education Commissioner Saul Cooperman has lashed out against critics who, he said, mounted a campaign of sabotage against his efforts to reform teacher certification.

In a long memorandum to the state Board of Education, Cooperman outlined what one of his chief aides called "dirty tricks" designed to discredit him and his efforts to provide an alternative route to college-based teacher certification.

The unusual memorandum described how teacher education faculty from New Jersey tried to influence the deliberations of a panel of national experts who had been asked to determine what new teachers needed to know in order to be effective.

The panel, headed by Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, issued its report last month. The report will be used to determine the content of district-based licensing internships.

"Even before the national panel convened on

Cites efforts to block teacher reform panel

January 9, several members were contacted by New Jersey collegiate teacher educators," Cooperman wrote. "Panelists stated that documents had been mailed to them and that they had been contacted by phone and urged not to participate in the study."

The pressure on the panel members came from elsewhere in the nation, Cooperman said. A number of the panelists are teacher educators who belong to the same organizations to which New Jersey faculty belong.

"Particularly vulnerable were those panelists who themselves are members of the collegiate teacher education community and members of the same national associations as our own deans and professors," Cooperman reported.

"Through one of these organizations, the American Association of Colleges for Teacher Education (AACTE), contacts to panelists from professors in other states were arranged."

According to the commissioner, Boyer was a particular target for those who were trying to block the Cooperman reforms. New Jersey faculty members followed the former U.S. education commissioner to San Antonio, Texas, where Boyer was scheduled to give a speech.

"While there, AACTE officials arranged a special meeting of New Jersey education deans with Dr. Boyer to discuss the evolving report and its implications for their programs."

Cooperman charged that the college faculty and administrators deliberately misled AACTE officials into believing that the certification reform was really an attempt to help local districts raise money.

The commissioner said David Imig, the AACTE executive director, reported he was told "my propos-

(Please turn to Page 26)

Schools chief cites 'tricks'

(Continued from Page One)

al was intended to allow school districts to establish and operate teacher training facilities, accepting as many students as possible and collecting tuition as a means of obtaining additional fiscal resources."

After the Boyer panel completed its report, a second panel—made up primarily of representatives of educational interest groups in the state—was asked to design an internship program based on the Boyer report. Again, Cooperman said, critics of his proposal sought to sabotage the process.

The meetings of the state panel, he said, were marked by "angry outbursts by higher education representatives, abrupt walking out of meetings and specific attempts to direct the discussion toward issues outside the charge of the panel."

Just as the panel was completing its work, Cooperman charged, several of the participants began acting as if they had forgotten just what the commissioner intended to do with teacher certification. He said he received letters from panel members who said they were unaware of the scope of the changes proposed by the state. The commissioner said he believed the letters were "diversionary."

The campaign culminated in an attempt to pass off to higher education officials and the press what Cooperman called a "bogus" version of the panel report in an effort to discredit the commissioner. The version suggested that Cooperman had "sold out" to the New Jersey Education Association (NJEA) by allowing that organization to control some aspects of teacher training. It also contended that a state college president who provided early support for the Cooperman proposal would be "paid off" by having his college serve as a center for teacher training.

"Several days after each panelist had received an accurate copy of the draft final report, I was approached by Chancellor (T. Edward) Hollander. Staff of his department had been given what he believed was a copy of the draft report by a higher education panelist (the chancellor did not feel able to reveal who).

"However, the document was not the report but rather a rough summary of minutes of the panel's initial meetings. In addition, the individual who shared this incorrect 'report,' through oral comments, apparently presented the chancellor's staff member with other misimpressions and misinformation about the conclusions of the report and the process by which it had been developed.

"I was shocked to learn that the report had been shared outside the panel and, not having seen it myself, determined only through discussions with staff that the chancellor was being misled."

Cooperman also charged an attempt was made to "leak" the incorrect report to the press.

"I am particularly disturbed by the attempt, not only to share information, but to [illegible]ad the public deliberately on an issue of [illegible]ce and to subvert a process which I established in good faith in an attempt to be fair and equitable."

Cooperman's memorandum reminded the state board he could have avoided the work of both the national and the state panel simply by designing the alternative program himself.

"Instead, I chose a course which sacrificed valuable time and resources in order to achieve widespread participation. I still believe that was the correct decision although recent events have made me a bit uncertain."

Staff members of the department contend the Cooperman memorandum does not cover all of the "dirty tricks" attempted by critics of the commissioner. They pointed out they have evidence that letters to the department criticizing the proposal were apparently forged in an effort to create the impression of widespread opposition.

April 29, 1984

Robert J. Braun
Education Editor
The Newark Star-Ledger
Newark, New Jersey 07101

Dear Bob:

The Sunday *Star-Ledger* of April 29 has a front page story in which the New Jersey Education Commissioner, Saul Cooperman, accuses the critics of his teacher certification proposal of engaging in "dirty tricks." As one of the people who h as involved in the "dirty tricks," I offer this perspective.

Commissioner Cooperman says that his critics tried to influence the national panel he appointed to determine what a beginning teacher should know. The critics even went so far as to send "documents" to the panel members. Of course, we did. We have an honest disagreement with the Commissioner and wished to communicate our side of the story. We sent the panel such documents as an analysis of the Commissioner's proposal and letters from national experts who share our concerns about the proposal. We did so because we assumed that the Commissioner had given the panel his documents. Since all of the panelists appointed by the Commissioner are intelligent people (and that is to the Commissioner's credit) we assumed further that they are capable of sifting conflicting evidence. We thought it was important that they have all the evidence. The Commissioner apparently did not think it was important, or desirable.

The Commissioner's critics are charged with "following" the national panel chairman, Ernest Boyer, "to San Antonio, Texas, where Boyer was scheduled to give a speech." Hardly. In fact, we got there several days before Boyer because we were the delegated representatives of our colleges and universities to the annual convention of the American Association of Colleges for Teacher Education. We go in that capacity every year. Boyer was not scheduled to give his speech to the convention until the last day.

It is true that the AACTE arranged for us to meet privately with Boyer before his speech. It was a relatively brief meeting, lasting about thirty minutes. We expressed our legitimate concerns about Commissioner Cooperman's proposal. For the Commissioner to sugget continually that our concerns are not legitimate is itself a dirty trick that is redeemed only by its transparently **ad hominem** nature. One of the concerns that I personally expressed was about the utter one-sidded reportage that the *Star-Ledger* has given to the Commissioner's proposal.

The other charges in the April 29 *Star-Ledger* story are ones in which I am not implicated, but they seem to reflect more negatively on the Commissioner than on the people he accuses. For example, the Commissioner complains that people he himself appointed to an in-state panel have sent him letters indicating that they had been unaware of just how radical his teacher certification proposal is. Obviously these people had not been enlightened by the press. Does the Commissioner prefer that they had remained ignorant?

The Commissioner goes on to decry the fact that a summary of the state panel's discussions was "leaked" to the Department of Higher Education as as the official draft report of the panel. The Commissioner says that this "bogus" version of the report was no more than "a rough summary of minutes of the panel's initial meetings." Does the Commissioner really believe that DHE staff are incapable of distinguishing between a rough summary of minutes and an official draft report? Or is it that the Commissioner did not want early disclosure of the panel's deliberations for fear that the "unaware" panelists might be made aware before acting in ignorance? The reason that America has sunshine laws is because of the inherently suspect nature of public agencies operating in secret.

The Commissioner credits himself with appointing some of his critics to the state panel, but he conveniently fails to note that these few critics were greatly outnumbered by people who have publicly endorsed the Commissioner's proposal, including, presumably, some of the "unaware" people.

Finally, the Commissioner commends himself for appointing panels and not just designing the teacher certification proposal himself. Alas, if only that had been true from the start. Those whose memories can recapture events of less than a year old will recall that the initial and much trumpeted version of the Commissioner's proposal was designed without benefit of a panel. The panels that have been appointed since have had the onerous responsibility of injecting reasonableness into the Commissioner's personal proposal, something the Catholic Church might characterize as extraordinary life-sustaining measures.

As ever,

Kenneth D. Carlson
Associate Dean
Gradudate School of Education
Rutgers University

Where We Stand

by Albert Shanker President, American Federation of Teachers

Will Garden Staters Be Hoodwinked?

Proposal for Hiring Lowers Standards

Teachers are often seen as skeptical . . . or even cynical . . . about proposed education reforms. It's true that they are, but there's a reason. Too many times something that sounds very good at first, a proposal that promises to raise standards, to provide better education, ends up being watered down and results instead in lowering standards. The public feels it's been hoodwinked . . . and teachers get the blame.

What's going on in New Jersey now is a good example. As in many other places around the country, the political and educational leadership in the Garden State read all the reports, conferred with many people and decided something had to be done to improve the quality of education now and in the future. One of the main problems nationally (as I've pointed out a number of times in this space) is a looming teacher shortage. Many teachers are approaching retirement. Not only are there fewer students in college now who plan to become teachers, but—with the exception of some very bright and dedicated students who feel teaching is their calling—those who are planning to teach, on the average, have S.A.T. scores in the bottom quarter of their classes. What to do?

Governor Kean and State Education Department officials came up with some good ideas. They would have a statewide examination for prospective teachers that would test both subject matter and pedagogical knowledge and would have a pretty high pass/fail cutoff point. They would institute a statewide starting salary of $18,500 to lure some of the brighter college students. And they would try to attract high quality graduates from other disciplines, particularly those in short supply right now—math and science, for example—by not requiring all the education credits to start. But this "alternative certification" was to be just as rigorous as the regular route to being certified as a teacher.

What's happened? There is an examination that went into effect last September, but there is no longer any talk of a minimum starting salary that would be competitive with other fields. And the "alternative certification" proposal that will be presented to state officials this week for their approval is a watered down version of the original idea—one that lowers standards for teachers instead of raising them.

- To attract the "best and brightest" among graduates who didn't take education courses, a 3.0 point grade average was to be required. That's now out—replaced by a "review" of the person's undergraduate record. While it's true that colleges differ in how they award grades, nevertheless, maintaining a B average says something about a student.
- People hired this way were eventually to have to pass the regular state examination in both subject matter and pedagogy—with a fairly high cutoff point. Now, in order to get certified, they need only pass a subject matter exam—and there is concern that the cutoff point not be too high.
- Once they're hired, these "provisional teachers" will get a 20-30 day cram course that is supposed to cover everything they have to know about how children learn, what teaching methods work best, how to manage a class, how much reliance to place on texts and how to choose primary materials, child psychology, etc. These things are very important for teachers—and they can't be learned on the run in 20 or 30 days.
- The cram course will take place at the same time they do practice teaching in actual classes. It may or may not be taught by college faculty members. Each of the 560 school districts in New Jersey is to develop its own training program (with not very much built-in state quality control). They are urged, but not required, to develop cooperation with local colleges and neighboring districts.
- After this 30-day stint, they get their own classes and are helped by a "support team," which later assesses their performance and recommends—or doesn't recommend—state certification. In other words, within a year, without ever having taken a college course in the field of education, they can be fully certified teachers.

Now it's true that college teacher education programs can use improvement in many cases. But the teaching profession does have a knowledge base that every teacher ought to have. To drop the requirement that teachers get it, whether before they're hired or after, is not to raise standards—it's to lower them. Is a fraud about to be perpetrated on the people of New Jersey?

Mr. Shanker's comments today is this section every Sunday under the auspices of the United Federation of Teachers the New York State United Teachers and the American Federation of Teachers. Reader correspondence is invited address your letters to Mr. Shanker at 260 Park Avenue South, New York, N.Y. 10010

New York Times April 29, 1984

BEST

The Home News Region THURSDAY, MAY 3, 1984

Provisional teacher plan receiving mixed grades

By BARBARA S GREE. 'E
Home News Trenton Bur.. .u

TRENTON — The leaders of several Central Jersey school districts say an alternate teacher-certification plan proposed by Education Commissioner Saul Cooperman will not be the drawing card for bright, new educators from other professions. More money, they say, is the key

The report of a state commission formed to help work out details of the certification plan was presented to the state Board of Education yesterday. The board is expected to vote on the plan in September.

"I'm not particularly in favor of it," said Ronald F. Larkin, New Brunswick schools superintendent. "I don't see it as any great improvement on the system. I don't think too many people will enter. I would like to have seen a huge stipend to keep the qualified teachers we have, pay them appropriately."

Announced last September by Cooperman and Gov. Thomas H. Kean, the alternative certification route would replace the existing practice of hiring non-certified people to teach on an emergency basis.

Under the plan, qualified candidates or "provisional teachers" would have to pass a state Board of Examiners subject competency test before being allowed to enter the three-phase training program run by local districts. The program entails a pre-service practice teaching period and a concurrent seminar on teaching methods; a 10-week, full-time assignment in a regular classroom under the supervision of a professional support team; and the assessment phase which would result in a decision on certification.

School districts would have to submit their training programs for approval by the Board of Examiners.

The New Jersey Education Association, which represents 83,000 teachers in the state, endorsed the plan yesterday saying, "It's worth a try."

NJEA President Edithe Fulton, who served on the state commission, said the organization has some "unresolved reservations, but they are outweighed by two significant considerations."

Those considerations refer to the elimination of emergency teacher licensing, and to a "sunset" provision, which would require the state board to review the new certification plan after a three-year trial.

Among NJEA's recommendations for revisions to the plan are a requirement that graduate credit be given for all professional training; that the pre-service academic load be increased, while decreasing the actual classroom training time; and that the hiring of provisional teachers on short notice not be allowed.

Joseph J. Sweeney, superintendent of the East Brunswick school district, said the plan might work at the secondary school level, but added he would not recommend implementing it in the elementary grades.

"They never face the real problem," Sweeney said. "If they want really good people, they should pay them."

For talented professionals from other fields to enter education, Sweeney said they would have to be "totally dedicated, ready to be nominated for sainthood."

Sweeney said the current starting salary for teachers with a bachelor's degree averages about $13,000 in East Brunswick. New Brunswick's entry level salary is slightly lower, $12,700 for this year.

Harry Martin, assistant superintendent of schools in Franklin Township, said he does not envision a flock of professionals entering teaching either.

"On the basis of salary alone, we would not be competitive with private industry," he said. "There may be some who have a yearning to teach. But even people trained in education who went into other fields when enrollments dropped would not return."

Martin faulted the notion that the alternative licensing procedure could reduce the shortage in math and science teachers saying that professionals trained in those areas are the ones who can command higher salaries.

"Teachers are on a salary schedule. You can't put these people on top," he said, referring to provisional teachers.

Franklin pays its teachers a starting salary of $15,000.

Despite their reservations, however, all three administrators said they would give the plan a try if a qualified candidate applied.

Cooperman does believe that the plan will attract highly qualified professionals to teaching and said they may be drawn for reasons other than salary.

"Maybe the person is just tired of his job or the commute," the commissioner told reporters during a meeting break yesterday.

Loretta Brennan, communications director for the New Jersey School Boards Association, said its membership has not yet reviewed the plan, but added, "As an association, we are optimistic we will be able to support the concept."

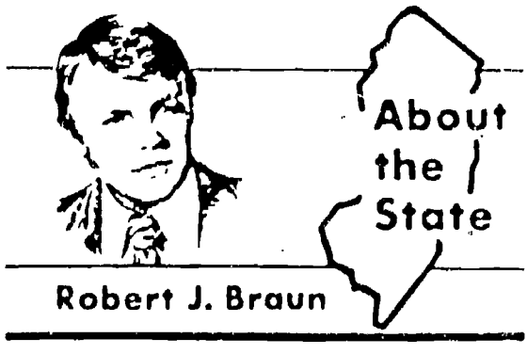
Bernard Kirshtein, president of NJSBA, served on the commission. Ms. Brennan said he supports the document.

So far the plan has been attacked by only one group. Marco Lacatena, president of the new Jersey State Federation of Teachers-American Federation of Teachers, AFL-CIO, who also served on the commission, disrupted the meeting demanding his dissenting opinion be heard.

Lacatena criticized the measure saying it will turn a profession into a trade apprenticeship and offered instead a "Fifth Year Alternative Teacher Certification Proposal."

Public hearings on the plan are scheduled for June 28 and July 11 in Trenton.

inkering with Cooperman's plan will only weaken it



Robert J. Braun

When Education Commissioner Saul Cooperman st introduced his plan to create an alternative ute to teacher licensing he was accused by some sterical partisans of ' ving to make children into uinea pigs

Now that the Cooperman plan is taking shape e irresponsible cry is no longer heard Indeed, the ternative route might be so laced with new stand ds and requirements that its effectiveness in bring g new talent into the schools is diminished

After changes the commissioner himself made, ter due consideration given to two study commis ns the alternative route to a license is emerging a route few prospective teachers and even fewer al school districts - the agencies responsible for plementing it would want to consider

K neth A Carlson, a professor of education at Princeton University Graduate School of Educa- was one of the sharpest critics of the original operman proposal Recently however, he conceded plan might be so cumbersome as to drive po tial participants away Not only will prospective chers want to avoid the strictures inherent in the cedure school districts will likely want to avoid cost and effort involved in setting up an intern- p program

Cooperman conceded Carlson might be right e greatest strength of the program - its insistence high standards might be its greatest weakness, commissioner said

The commissioner, however, is wrong The atest strengths of his idea were its implicit rejec n of the shabbiness of much of teacher educa- n - and its promise of infusing the public schools h teachers not ideologically bound to things as y are

Public education is in many ways, a closed verse, a curious world held together by a variety myths and illusions that serve to protect the inter- ts of those employed One such myth is that all chers are equally good Another is that it is just pay all teachers, regardless of talent, the same lary if they work in the same district with the same ount of seniority Still another is that tenure pro- ts academic freedom, not incompetence

The illusion here is the myth that formal teach- education actually creates educated compassion- persons prepared to be effective teachers In ed excellent teachers are graduates of teacher ining programs - but so are incompetent teachers, chers who hit kids, teachers who harm children ychologically with their biases and their gossip and chers who are simply mediocre

Teacher training institutions are really no more blame for the misfits in the classrooms than they responsible for the stars Conversely if they to receive credit for the winners, they should be l to account for the losers

Two elements are essential for a good teacher ntelligence and a conscience neither of which is ight both of which however can be detected ough a variety of careful screening measures

Bright persons can master quickly what is needed to be an effective teacher Conscience is necessary to ensure dedication a professional attitude and compassion Neither the bright who care little nor the conscientious who cannot grasp material or method will make good teachers

Teachers with both characteristics will lose their jobs and do them effectively or they will leave their jobs knowing that teaching is not really what they should be doing Teachers with neither characteristic or with only one, are likely to be incompetent indifferent - or both they are, however likely to maintain their jobs either because the security protects them or because they don't know enough or care enough, to leave

Teacher training has produced teachers with both characteristics - and with neither The programs themselves are not the crucibles Good grades in a selective college with high academic standards and high scores on appropriate tests create, at least, the presumption of intelligence Meticulously careful screening, including intensive interviews and close background checks, create the presumption of conscience

A closely supervised work experience in a school either will prove the presumption -- or rebut it The opinions of children and their parents ignored so far in the deliberations on the alternative route, will help in deciding who is both intelligent and conscientious

Many of the provisions included in the recent state study of how the approach should work are well-intentioned - but unnecessary, included to win consensus among the interests represented on the panel They serve to limit the flow of talented candidates and, therefore, contradict the intent of the original Cooperman plan

By allowing interest groups to participate in designing the alternative route, Cooperman ran the risk it would be compromised That risk has been realized The plethora of support teams, evaluation committees, consortial arrangements long pre service sessions and other pseudo-intellectual gee gaws attached to the original idea should be carefully scrutinized and pared

The public schools need more than new teachers they need teachers with new attitudes and ideas teachers who will find common cause with those veterans who while working well themselves have silently grieved over the incompetence and indifference they witness but are powerless to change

It is time to open windows Cooperman declared when he introduced his idea windows and doors Now he must make sure no new locks are installed instead

THE JERSEY JOURNAL

THURSDAY, MAY 3, 1984

School plan near adoption

TRENTON, N J (UPI) -- Proposals to redesign the state's public education system, considered controversial at first appear to be on the road to adoption

Education Commissioner Saul Cooperman's plan to allow people without education degrees to teach in the state's public schools, introduced in detail to the state Board of Education for the first time Wednesday, is likely to be approved, Cooperman said

The plan was initially opposed by the New Jersey Education Association but now has its blessing NJEA president Edithe Fulton said the union believes it is "worth a try"

The lone dissent came from Marcoantonio Lacatena, the president of the New Jersey State Federation of Teachers'

I think it's an utter sham he said

Cooperman made his prediction after a special panel which had been studying his "alternate route proposal for certifying teachers presented the details of the plan to the board

Traditional teacher courses face drastic state cutback

By ROBERT J. BRAUN
Star-Ledger Education Editor

The controversial "alternative route" to the licensing of New Jersey public school teachers will serve as the basis for a complete revamping of all teacher education programs in the state—a reform that could result in a drastic cutback in the number of available training courses.

The state Departments of Education and Higher Education are coordinating a joint review of all teacher training courses offered at public and private colleges, a review that is certain to result in the elimination of both individual courses and entire teacher training programs.

Education Commissioner Saul Cooperman is insisting that all teacher training programs adhere to the "principles" underlying his new alternative plan for certifying instructors. Those principles stress practical classroom skills, ethics and knowledge of subject matter; they were developed by a commission of nationally known experts on teacher education

AN ANALYSIS

headed by Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching.

The courses headed for elimination are likely to be traditional stand-bys of teacher training programs —courses on the historical, social and philosophical foundations of education and courses with very narrow subjects, such as story-telling and puppetry.

"In a state where, at the state colleges alone, 120 different courses are required at one school or the other, we are striving for consistency," Cooperman said. Asked whether that consistency meant college-based programs had to resemble the alternative route, the commissioner answered:

"Absolutely."

The traditional college-based programs, for more than a century the single largest source of public school teachers in the state, are caught in a kind of administrative pincer movement—at the same time Cooperman has demanded change, the higher education department has demanded that all teacher training programs reapply to the state for authority to operate as if they were totally new programs.

The higher education action is based on a two-year-old change in rules setting the standards the college programs must meet. In the complex arrangement for operating such programs, the higher education department grants approval for the courses to be offered, while the education department grants the authority to colleges to award licenses to the graduates of the programs.

Under a series of "protocols" worked out between the two departments, the two education agencies will work together to weed out those programs that fail to meet Cooperman's new standards.

Critics of Cooperman's alternative plan had accused the commissioner of trying to eliminate all college-based teacher education programs, a charge the commissioner denied. However, Cooperman is insisting that the college programs "parallel" the alternative route and contain what he calls the same "quality control" measures.

In a letter to Edithe Fulton, president of the New Jersey Education Association (NJEA), Leo Klagholz, head of the education department's teacher certification office, said the state's "intent is to establish two qualitatively equivalent approaches, in place of those which now exist."

The two approaches—the college-based and the alternative route—would "share three basic quality controls—the degree, a state subject matter test and professional training based upon a sound definition of essential knowledge and skills for beginning teachers."

The alternative route—in which liberal arts graduates could gain permanent licenses, without college-based teacher training, by passing a subject-

(Continued on Page 81)

(Continued from Page 79)

matter test and completing a year-long, paid internship—provoked widespread resistance. The reform of the college-based programs is expected to generate additional protest—perhaps even more than the alternative route.

The joint education/higher education review of current programs is expected to force the elimination of what one state official called the "weakest" licensing programs at both public and private colleges.

Officials in both departments already have expressed disappointment at some of the applications for renewal filed by teacher education programs throughout the state. They have said they hoped to persuade some schools to abandon their programs voluntarily to avoid the embarrassment of having them rejected by the state.

For nearly a century, teacher education programs dominated not only entry to the teaching profession but also much of public higher education in New Jersey as well. Until the 1950s, the state colleges were known as state teachers colleges. Although the word "teachers" was dropped then, the schools remained primarily teacher training institutions until the 1960s, when they began to develop into liberal arts institutions.

Since that time, the influence of the teacher training faculty has declined at the schools. The group suffered a sharp setback when Hollander won his two-year campaign to require all future teachers to major in something else besides education and to limit the number of education courses they could take.

Education faculty members all but concede they have lost their battle to stop Cooperman's alternative route and now some say they believe many of the once-powerful schools and departments of education throughout the state system will be disbanded.

"It is really only a matter of time," said the associate dean of one education school. "With no one majoring in education and the number of required courses reduced, we will soon be reduced to a service function, providing a few courses here and there."

Higher education officials say privately there will be little mourning for the scrapped education courses—particularly because colleges are eager to divert faculty resources to programs that are far more attractive to students, particularly those in science, math, computers and technology.

CONCERNS ABOUT THE REPORT OF THE STATE COMMISSION ON ALTERNATIVE TEACHER CERTIFICATION

Outline of Remarks to
the New Jersey School Boards Association
Ken Carlson
May 16, 1984

RPOSE OF THE ALTERNATIVE

. . . the training programs which will result from this study are intended eplace the so-called 'emergency' system." (p. 14)

ut they replace more than that since they will allow the hiring of a provi-ial teacher over an already fully certified teacher in a non-emergency ation.

GIBILITY TO TAKE THE STATE TEST

. . . these programs must conform to rigorous standards for profes-al preparation." (p. 14)

ut no 2.5 undergraduate grade point average, as required of people in college programs.

nd no major in the secondary subject field to be taught, as required of ple in the college programs. The 30 credits could all be taken at the nman and sophomore level. (p. 16)

nd even the 30 credits can be waived for someone who has "five years of time work experience since the date of the degree in a professional level related to the subject to be taught," whatever that means. (p. 16)

over, the candidate can be someone for whom the district has no job ing beyond the provisional year, contrary to the qualification in the missioner's original proposal.

nd it is presumed that district staff will be able to tell through an inter-whether a candidate is "ethical." (p. 15)

STATE TEST

. . a rigorous and valid test should be used and cutoff scores should be gh and maintained." (p. 16)

ut it now appears that the test will be the National Teacher Exam which hancellor has said is too easy.

nd the professional education component of this exam will not be used though such a test is required of people in college programs.

ASE I

. the provisional teacher must participate in a [20-30 day] seminar ng with effective teaching, curriculum, classroom management, and l development." (p. 16)

ut college programs require more than a single seminar to cover all these s.

nd "the seminar can be offered by the local district" (p. 16) which sug-that it need not be a college level seminar, unlike the seminars required ople in the college programs.

ASE II

earning and skill development should continue in five areas during the e II program: [student assessment, learning theory, curriculum, child th and development, and the school as a social organization]. earning in the Phase II program will take place through a continuation e seminar meetings begun in Phase I " (p. 17)

ut again, college programs require more than a single seminar to cover ese topics.

And this study could be done through the use of "private sector consultants [and] professional association institutes." (p. 17) These terms are vague and could be an invitation to huckersterism.

PARTNERSHIPS WITH COLLEGES

Local districts should "seek" such partnerships, and they "could" involve a college faculty participant, and a college faculty member "could be" used to supplement the program, and the Support Team "might be" augmented with a college faculty person (p. 17).

But it is not clear that any partnership is required.

THE SUPPORT AND EVALUATION TEAMS

The Support Team "will consist at least of the school administrator, an experienced teacher, the curriculum supervisor, and a college faculty member." (p. 17) The Evaluation Team will be comprised of two or three members from the Support Team. . ." (p. 18)

Here college faculty participation is made compulsory, **but** the number of people involved in the support of a single provisional teacher makes the program a **resource-rich** one which may not be cost effective.

THE EVALUATION

"The final evaluation will be recorded on a standardized form developed by the state." (p. 16)

But standardized forms do not guarantee inter-rater reliability, so there may still be wildly varying ratings of the same provisional teacher and for different provisional teachers of the same demonstrated ability.

STATE APPROVAL

There will be "peer review of the [district's] written proposal by professionals outside New Jersey" (p. 15).

But this is another high-cost item that threatens the cost-effectiveness of the program, especially if a district has only one provisional teacher.

And yet another high per unit cost will be the "periodic on-site state assessment" (p. 15).

And it is not clear whether the district proposals will be expected to meet the standards of the National Association of State Directors of Teacher Education and Certification, as is required of the college programs. The NASDTEC standards are used for inter-state reciprocity.

Moreover, it is not clear whether the district proposals will be expected to incorporate the New Jersey Regulations and Standards for Certification, as is still required of the college programs.

GENERAL CONCLUSIONS

If the alternative route to teacher certification does not attract a lot of people, it will be cost ineffective for local districts, for colleges, and for the State of New Jersey.

If the alternative route does attract a lot of people, it will defy effective monitoring.


AFT

APPENDIX M

Testimony to New Jersey State Board of Education
June 28, 1984

Ken Carlson
Rutgers University

My testimony will be based on the latest document in this year's parade of documents. I refer to the 111-page set of proposed rules which came out after the set of rules which was presented to the Board on June 6.

Since I have only ten minutes (my own time plus the time scheduled by the New Jersey Association of Colleges for Teacher Education, which has been relinquished to me), I'm just going to start and you can gong me into silence when my time is up. However, if you won't listen to me say it, I hope you will at least read what is here. I tried to make this testimony as straightforward as possible for busy people who cannot be expected to be conversant with all the issues. The testimony is a series of questions being asked of you policymakers who will render the final decision on these proposed rules.

QUESTIONS

1. On page 2 is mentioned consortia of "instititutions" which can train teachers. How is an institution's suitability for training teachers to be determined so that hucksterism can be prevented?

2. On page 22, the authority of the State Board of Examiners to designate fields of teacher shortage is removed. By whom will these fields be determined in the future, or are we to understand that there will never again be a shortage?

3. On page 29, the requirement that a provisional certificate be issued only in fields of shortage is deleted. Should schools be authorized to hire teachers with substandard certificates over teachers who are fully certified?

4. Again on page 29, as well as on pages 38, 42 and 62, a candidate for the alternative route is required to have completed 30 semester hours in a coherent major. How is this equal to the college programs where students are required to complete the whole major? (See page 68.)

5. Also on pages 29, 38, 42 and 62 is a statement saying that a candidate for the alternative route does not need any credits in a major at all if the candidate has had "five years experience in the subject field." What kind of experience, and who decides?

6. Again on page 29, as well as pages 42 and 43, it is said that alternative route proposals submitted by school districts must be approved by the Commissioner at the recommendation of the Board of Examiners. Since recommendations are by definition advisory, does this mean that the Commissioner can do whatever he wants?

7. On page 30, emergency certificates are authorized only in the fields of administration, educational services, teacher of the handicapped, teacher of the blind and partially sighted, teacher of the deaf and hard of hearing, bilingual education, English as a Second Language, and certain technical fields. Since not all of these areas are areas of shortage, how were they selected as emergency areas, and who guarantees that no school will ever experience an emergency in any other area?

8. On page 32, the substitute certificate is authorized whenever the supply of properly certificated teachers is inadequate to staff a school. Wouldn't this be an emergency situation, and if the emergency certificate cannot be granted, won't a school be forced to rotate substitute teachers through every 20 days? Or is this a ruse by which to force the school to crank up an alternative route program so that it can hire someone more permanent than a substitute?

9. On page 34, the Board of Examiners is entrusted with responsibility for substitute certificates. Why is the Board denied responsibility for emergency certificates, and to whom is this responsibility being transferred?

10. Again on page 34, a whole section having to do with certification in cases of unforeseen shortage is deleted. Does this mean that there will be no unforeseen shortages, and who is the seer who was able to foresee the unforeseeable?

11. On page 37, candidates for the alternative route have to pass a State test of subject mastery knowledge or general knowledge. Why don't they also have to pass a test on the foundations of teaching and learning, as is required of students in the college programs? (See page 67.)

12. On page 43, the Board of Examiners is given "the right to reject the application of any candidate for the alternative who is judged not to meet the academic requirements comparable to those for students enrolled in New Jersey college teacher preparation programs." Does this mean that candidates for the alternative route will have to have a 2.5 undergraduate grade point average, a completed major, and acceptable levels of proficiency in the use of English language and mathematics? (See page 65.)

13. Again on page 43, it is said that alternative route proposals must receive approval in accordance with the same procedures used for initial approval of collegiate preparation programs. Then why is the Board of Examiners involved since they do not pass on the collegiate programs?

14. Again on page 43, districts and consortia that want to conduct alternative route programs are expected to seek joint sponsorship with colleges or universities. How hard must they seek and need they ever find?

15. On page 44, we find that 20 days of preparation are all that are required before a candidate in the alternative route can assume full responsibility for a classroom. Won't the creation of these 20-day wonders provide parents with the basis for a negligence suit?

16. On pages 44-45, there is mentioned the seminar that will be conducted concurrently with the internship. Why is there no specification of the amount of time that will be devoted to the seminar, given the wide array of topics that it is supposed to cover and to which several courses are devoted in the college programs?

17. On page 45, the membership of the Professional Support Team is listed. Why is there no mention of any means by which the qualifications of the team members can be checked, especially since a specific means was suggested in the Jaroslaw Commission report?

18. Again on page 45, the Professional Support Team members are presumably the ones who will conduct the concurrent seminar. Since each of the numerous topics to be covered in the seminar is a field of burgeoning research, and since these topics are taught in the college programs by faculty who specialize in them, will the Support Team members have the necessary versatility to handle all of this? If not, will it be cost effective for a district to hire several specialists to teach only a few interns?

19. On page 46, the State Education Department is charged with coordinating the training efforts of districts and establishing regional programs for provisional teachers. Why is the Department being given a pro-active role not envisioned by the Jaroslaw Commission, which cast the Department only in an oversight role?

20. On pages 46-47, the teacher members of the Support Team are the only team members prohibited from participating in the certification recommendation. Moreover, the certification recommendation is to be written by the team chair who is required to be the school principal. Why is so little confidence reposed in teachers and so much in administrators?

21. On page 47, the team chair or school principal can recommend disapproval so resoundingly that the candidate will be barred from entry into any other State-approved training program. Will college faculty be given this kind of veto power over candidates in their programs of whom they disapprove?

22. Again on page 47, it is noted that the Board of Examiners must either accept or reject certification recommendations in accordance with the same procedures used for graduates of the college programs. Since the graduates of the college programs have to meet the standards of the National Association of State Directors of Teacher Education and Certification (see page 64), is it not reasonable to expect that candidates in the alternative route will meet the same standards? For example, if a social studies graduate of a college program must satisfy the NASDTEC distribution requirement of course work in history, political science,

economics, sociology and cultural anthropology, and geography, should not a social studies candidate in the alternative route be expected to have the same breadth of preparation?

23. On pages 54 and 97, social studies, one of the comprehensive certification areas, is listed without any indication of the disciplines included thereunder. Why isn't social studies treated in the same manner as the comprehensive certification areas of comprehensive science, biological science, earth science, and physical science, for all of which the sub-disciplines are listed? (Note that the social studies listing on page 97 is bracketed for deletion.)

24. On page 62, it is made clear that anyone who is already certified as a secondary subject field teacher need only pass a test of general knowledge to qualify as an elementary school teacher. Is that all there is to elementary school teaching?

25. Again on page 62, no test is indicated for a nursery-kindergarten certificate. Does this mean that anyone who is certified in anything else is automatically certified to teach nursery-kindergarten as well? Is there nothing to nursery-kindergarten teaching?

26. On page 64 are listed the standards for approval of teacher preparation, presumably to include all teacher preparation programs, with a full page discussion of the NASDTEC standards. Isn't it then reasonable to expect that candidates in the alternative route will have to meet the NASDTEC standards?

27. Again on page 64, reference is made to undergraduate teacher preparation programs. What about the graduate teacher preparation programs now offered by the colleges with State approval? Or is it that from now on the only route for people who have the bachelor's degree is to be the "alternative" route? Isn't a compulsory alternative a contradiction in terms?

28. On page 65 are requirements for students in the college programs of a 2.5 grade point average and acceptable levels of proficiency in the use of English language and mathematics. These requirements are "to insure that institutions determine the intellectual competence of those recommended for certification." Why aren't these forms of insurance required of candidates in the alternative route?

29. On page 66, college students are expected to demonstrate aptitude for teaching by completing an introductory course which includes practical experiences in a school setting. Are candidates in the alternative route expected to demonstrate this aptitude in the 20-day period before they are given full responsibility for a classroom and during which they are already on full pay?

30. On page 67, the colleges are being allowed to devise or select their own subject mastery tests which may not be the same as the tests used in the alternative route. Wouldn't it be desirable to have the same tests used

across all certification programs in order that comparisons can be made between and among the college candidates and the alternative candidates?

31. On page 68, students in the college programs are required to have a broad distribution of general education courses, including work in the arts, humanities, mathematics, science, technology, and the social sciences. Why isn't this breadth of preparation required of candidates in the alternative route?

32. On page 69, the minimum of 30 semester credits of professional courses for the college students is deleted, but on page 70 it is mentioned in passing. Is it in or out, and if it is out is there to be no minimum in professional education courses but only in liberal arts courses? If so, what research data support this bias?

33. Again on page 69 is the requirement of nine credits in the behavioral/social sciences, period. Aren't these supposed to be the behavioral/social science foundations of teaching and learning?

34. At the top of page 70 is a gaffe that is glaring and significant. Is it legitimate to ask whether anyone proofread this revised material?

35. On page 77, the requirement for study of human and intercultural relations is deleted. By whom and with what evidence was it determined that intercultural problems in the multiethnic state of New Jersey have been reduced to the point where this requirement can be eliminated?

36. On page 79, the requirement of coursework in the teaching of reading is deleted. By whom and with what evidence was it determined that students in New Jersey schools now read well enough for this requirement to be abandoned?

37. On page 82 are the areas of professional study recommended by the Boyer Panel. If the Boyer Panel recommendations are to be determinative, why aren't the Boyer Panel's concerns about mainstreamed pupils and intercultural relations included?

****

IF YOU AS A MEMBER OF THE STATE BOARD OF EDUCATION HAVE TAKEN THE TIME TO READ THIS, I THANK YOU FOR YOUR CONSCIENTIOUSNESS AND HOPE THAT THE TIME YOU INVESTED HAS NOT BEEN UTTERLY UNPRODUCTIVE.

"END