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ABSTRACT

This document reports on New York meetings attended by over 200 teacher educators and liberal arts and science faculty, teachers, administrators, and New York State Education Department policymakers to consider the implications of the research findings and recommendations presented in "Teachers for Our Nation's Schools" by John I. Goodlad. The findings and recommendations were considered in light of two statewide reform efforts: the revision of teacher preparation programs in response to new state certification requirements, and the restructuring of elementary, middle, and secondary education as envisioned in "A New Compact for Learning." The report reviews reform efforts in New York State and describes the format and structure of the regional meetings. The meeting discussions are then summarized, focusing on the need for reflective practice in teacher education, the need for prospective teachers to become agents of educational change, and the need to examine how schools of teacher education "fit in" with educational reform. The report concludes that meeting participants were able to link Goodlad's 19 postulates to substantive activity in the real world, although the practical realities of how and when some of the postulates might be implemented provided a strong undercurrent to the discussion. An appendix lists meeting participants. (JDD)

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A Report on the Statewide Conversation about the
 Agenda for Teacher Education in a Democracy to
 the Education Commission of the States

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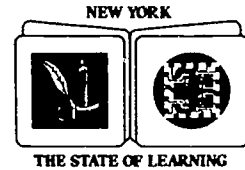
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THE STATE EDUCATION DEPARTMENT / THE UNIVERSITY OF THE STATE OF NEW YORK / ALBANY, N.Y. 12230

EXECUTIVE COORDINATOR FOR THE TEACHING PROFESSIONS
OFFICE OF TEACHING

June 1992

Dear Colleagues:

Enclosed is the final state report on the mini grant project which supported a statewide dialogue on the state of teacher education and the implications for simultaneous renewal of K-12 schools and the education of educators. New York was one of 25 states awarded grants by the Education Commission of the States (ECS) to hold a statewide dialogue around the recently published research findings and recommendations which appeared in the book Teachers for Our Nation's Schools written by noted educational researcher John I. Goodlad.

More than 200 teacher education and liberal arts and science faculty, teachers and administrators and State Education Department policy makers attended three regional meetings in April, 1991. During the all-day sessions, participants considered the implications of John I. Goodlad's research findings and recommendations in light of two on-going statewide reform efforts: the revision of teacher preparation programs in response to new certification standards which go into effect in September 1993; and a comprehensive K-12 restructuring plan as envisioned in A New Compact for Learning.

The meetings provided a timely and valuable opportunity for Department staff and teacher educators to share concerns and program practices with colleagues. We are grateful to ECS for helping to underwrite the statewide dialogue.

Sincerely,

Gerald L. Freeborne

A Report on the Statewide Conversation about the
Agenda for Teacher Education in a Democracy to
the Education Commission of the States

June 1992

The University of the State of New York

The State Education Department

Albany, New York 12234

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I. Introduction

New York was one of 25 states selected by the Education Commission of the States (ECS) to receive a \$5,000 grant to hold a statewide dialogue on the state of teacher education, the implications for simultaneous renewal of K-12 schools, and the education of educators. The ECS awarded the grants to stimulate discussion around the recently published research findings and recommendations in the book — *Teachers for Our Nation's Schools* — written by noted educational researcher John I. Goodlad.

What follows is a description of the context for the Statewide Conversation and the process that occurred in New York State. Specifically, Goodlad's research and recommendations were considered in light of two statewide reform efforts: the revision of teacher preparation programs in response to new state certification requirements which go into effect in September 1993 and the restructuring of elementary, middle, and secondary education as envisioned in *A New Compact for Learning*, the Regents statement of core principles, strategic objectives, and the reciprocal relationships and responsibilities of all constituencies to bringing about needed changes. Additional chapters describe the structure and objectives for the statewide dialogue and the highlights of the discussions. Finally, the more than 200 people who participated in the three regional meetings are listed in the appendix.

II. Overview of Reform Efforts in New York State

Attention to teacher preparation issues has been ongoing since 1978 when the Regents first raised the issue of teaching as a profession and made the link between the quality of teacher preparation, practice and student achievement. The State Education Department (SED), the administrative arm of the Board of Regents has sought to strengthen the quality of teaching in our schools through recommending legislation to establish teaching as a profession, its regulation of teacher certification and academic program review functions. These ongoing efforts include:

a comprehensive statewide program review of all master's degree programs in elementary education and all undergraduate teacher preparation programs; sweeping new State certification standards, reemphasizing the liberal arts and sciences for elementary and secondary teachers; and development of a performance-based assessment system for certifying teachers, to complement the new certification standards.

All of these efforts, as well as related initiatives carried out at the local level to support teacher-initiated professional development through Teacher Centers and new teacher induction programs through the Mentor\Teacher Pilot Program were undertaken by the Regents as a comprehensive effort to strengthen teaching. Each of these specific reform efforts affecting teacher preparation directly is described in greater detail below, as is the Regents comprehensive strategy, *A New Compact*, to reform elementary, middle, and secondary education.

A. Statewide Review of Teacher Preparation Programs

From 1985 through 1987, the New York State Education Department conducted a special statewide review of 120 master's degree programs in elementary education in collaboration with the public and independent colleges and universities offering the programs. The statewide review was undertaken to improve the quality of these important graduate programs, which are typically pursued on a part-time basis by fully employed teachers seeking permanent certification. Such graduate study should therefore enhance the effectiveness of New York's elementary classroom teachers early in their careers, while setting the stage for their continuing professional development.

The review process included four basic features:

1. Each of the 41 colleges prepared a self-study of its master's degree program(s) in elementary education;
2. Teams of out-of-state experts in education visited all the campuses to examine the programs on site;

3. The State Education Department sent to each institution a set of findings on its program(s), based upon the institution's own self-study and the visiting team's report;
4. After considering comments on the findings from the institutions, the Department indicated to each college what improvements, if any, remained to be implemented to bring its master's program(s) in elementary education into compliance with the quality standards embodied in the *Regulations of the Commissioner of Education*.

As a result of the review:

1. 7.5 percent of the programs were re-registered without condition;
2. Improvements were required in one or more components of 75.5 percent of the programs. Institutions with programs in this category were required to present progress reports to the Department within a year. In many cases, the colleges had already made significant changes in their programs in response to the review. The Department scheduled follow-up reviews for 1988 to evaluate the effectiveness of the actions taken by the institutions whose programs were judged to have remaining weaknesses;
3. 17 percent of the programs initially scheduled for review were voluntarily discontinued by the colleges.

Following the graduate level review, a similar comprehensive statewide review was conducted of all undergraduate teacher preparation programs. In spring 1987, the State Education Department announced the first of a series of registration visits, extending into 1990, to institutions with baccalaureate programs of teacher preparation. The visits were to focus on the programs of teacher preparation while assessing whether the institution's programs, in general, were in compliance with the various laws, rules, and regulations which govern degree-granting institutions in New York State.

Institutions were informed that the review would examine how well their respective

teacher preparation programs contributed to the development of effective teachers and how each institution assessed its success in achieving program objectives.

Each of the institutions in the review is receiving an individual report analyzing its strengths and weaknesses. At the conclusion of the review, the Department will issue an overall final report which will include recommendations for improving teacher education statewide and suggestions for any policy changes in this area. The report is scheduled for release in late 1992.

B. Teacher Certification in New York

As part of the process of reviewing teacher certification in New York State, the policy of the Board of Regents has been to encourage continuous discussion of issues and the sharing of views on all matters relating to the education of our children. The Regents intent is carried out through formal hearings, the formation of advisory groups and task forces to recommend standards in specific certification areas, informal presentations to parent and professional groups and engaging in collegial dialogue. Through these avenues, all members of the public constituency — students, parents, teachers, administrators, institutions which prepare teachers, educational associations, business groups and individual citizens — have been involved in discussions on how the structure of certification should reflect the best thinking on how to educate the children of the future.

C. Status of Teacher Certification Reform at Time of Statewide Dialogue

Current reform efforts have their origin in the 1984 Regents Action Plan. In the Plan, the Board clearly stated the necessity for increasing standards and expectations for students, schools and teachers. Action on regulations for students was taken in the fall of 1984 with the expectation that after careful preparation, hearings and discussion there would be action on regulations for teachers. As schools

began to implement the Action Plan, moreover, scheduling problems in middle level education became evident. These difficulties and New York City's development of a paper on middle level education focused greater attention on middle schools and the middle level student.

On May 19, 1989, following nearly five years of discussion with the field, the Regents adopted regulations for the certification of teachers of common branch subjects in kindergarten through grade six (K-6) and English, a language other than English, mathematics, a science, and social studies in grades seven through twelve (7-12). These new regulations substantially strengthened the preparation of teachers in the liberal arts and sciences, subject area specialties and teaching skills before the teacher earns permanent certification. At the same time, the Regents also took the landmark step of establishing a new early childhood teaching certificate, a "certificate valid for teaching common branch subjects to students of early childhood years through grade 3 (PreK-3)," thereby indicating a commitment to requiring special preparation for the teachers of children in the pre-kindergarten years. The specific requirements for this new certificate were not adopted in May 1989 because it was agreed that a task force of early childhood educators should recommend standards for the new PreK-3 area.

The regulations adopted in 1989 anticipated the emphasis of *A New Compact for Learning* by strengthening the liberal arts and sciences preparation of teachers and by expressing the strengthened outcomes rather than of credits completed. The 1989 changes took a significant step toward providing developmentally appropriate instruction to every child by instituting a separate early childhood certificate (Section 80.14). Since 1989, there has been extended discussion about the requirements for an early childhood certificate.

As the discussions began to focus on how early childhood teachers would be prepared and certified, an important drawback to the separate certification emerged. Education Law

establishes a single elementary tenure area encompassing kindergarten through grade six. Since the K-6 tenure area is specified in Education Law, it is inadvisable to develop a certification structure inconsistent with that law — i.e., prekindergarten through grade three. In order not to jeopardize teachers' careers by creating a different structure for certification than exists for tenure, the Board supported a return to a two-certificate structure (PreK-6 and 7-12) and the establishment of an annotation in early childhood education in January 1992. An annotation is voluntary.

D. A New Compact for Learning

In March 1991, the Board of Regents adopted *A New Compact for Learning*, a comprehensive strategy for improving public elementary, middle and secondary education results in the 1990s. It is based on the principle that all children can learn. It calls for collaboration on a broad scale — by parents, educators, State and local governments, colleges, libraries, museums, social service agencies and community groups — to bring together our collective energies in order to raise and educate our children better.

A New Compact was adopted after a series of 10 regional meetings and public hearings in the fall 1990. Over 4,200 parents, teachers, school board members, business and government leaders participated in the public meetings to contribute to the development of the *New Compact*.

In April 1991, the Board of Regents set in motion the first of a series of action steps to implement its provisions:

- to define the desired educational results in specific terms;
- to devise means of assessment that will guide activity and promote accountability;
- to bring about participation by teachers and parents in planning and decision making for schools;
- to provide local school districts with greater flexibility to modify educational programs in order to improve results.

Given this context and the fact that colleges and universities were well under way in making forward-looking, exciting improvements in their teacher education program, the statewide dialogue was seen more as an opportunity to inform and refine the teacher education reform efforts that were evolving rather than serve as a "clarion call" to policy makers to initiate teacher education reforms. As such, the proposal to ECS proposed a statewide dialogue that would reach a broad and diverse audience, with teacher educators and liberal arts and sciences faculty from the 98 institutions with teacher preparation programs constituting the majority of participants.

III. Format and Structure of State Conversation

The original proposal was to hold a statewide dialogue in Albany in conjunction with an already planned statewide conference scheduled for February 1991. During the time the grant proposal was submitted and subsequently awarded, the conference had to be canceled due to the State's severe fiscal situation. An alternate plan was submitted to ECS to hold three day-long regional sessions in New York City, Albany and Buffalo, respectively to accomplish the same goals as originally proposed. The grant would cover luncheon and coffee break expenses, but participants would cover their own travel expenses. With the regional format, transportation expenses would be kept to a minimum for participants and attendance would likely be at the same level as originally anticipated for the Albany conference.

This regional strategy for the statewide dialogue proved effective in drawing over 200 participants. In addition to the higher education community, invitations to the regional meetings were mailed to State policy makers from various offices of the State Education Department and the Legislative Education Committees, teachers and administrators from school districts and representatives of more than 22 professional associations and unions. (See Appendix for list of participants.)

A. Regional Meeting Format and Objectives

The all-day format of the meetings, from 10 a.m. to 3:30 p.m. was designed to cover a comprehensive agenda of interest to the diverse group of invited participants. The objectives for the meetings were:

- To discuss issues and concerns from the State Education Department's review of institutional re-registration plans for teacher education programs;
- To provide information and solicit commentary from the field on certification changes in elementary and secondary education, bilingual/ESL, administration and supervision, and special education;
- To consider the implications of new research, conducted by John Goodlad on the state of teacher education and presented in *Teachers for Our Nation's Schools*.

The three regional meetings were held as follows:

- April 9, 1991 CUNY Graduate Center
33 West 42nd Street
New York, NY 10036
- April 12, 1991 Empire State Plaza
Albany, NY 12242
- April 23, 1991 State University of
New York at Buffalo
Center for Tomorrow
Conference Center
Amherst, NY 14260

Since luncheon costs were being underwritten by the grant, attendance at the meetings was limited to teams of three individuals from the 98 institutions with teacher preparation programs and invited guests. Since New York State was re-emphasizing the importance of the liberal arts and sciences in teacher education, institutions of higher education were encouraged to include liberal arts and sciences faculty among their institutions' representatives.

B. Meeting Topics and Presenters

Each of the three regional meetings followed the same format and agenda. State Education

Department staff led information and discussion sessions on the new and proposed certification requirements and the review of institutional re-registration plans. These sessions allowed participants to share many promising practices that institutions were initiating as a result of their internal self-assessment of teacher preparation programs, the State Education Department's statewide reviews and the new certification requirements. Institutional teams were also able to meet with State Education Department staff on an individual basis to address specific concerns about their re-registration proposals and receive technical assistance.

Meeting topics and presenters for the three regional meetings were as follows:

- Topic: New Certification Changes and Proposed Regulations
- Presenter: Gerald L. Freeborne
Executive Coordinator,
Office of the Teaching
Professions, SED
- Topic: Issues and Highlights from the Review of Institutional Re-registration Plans
- Presenters: Denis Paul
Assistant Commissioner for
Academic Programs Review,
SED
- Kevin Reilly
Director of Academic
Programs Review, SED

The centerpiece of each regional meeting was a seminar led by a panel of higher education faculty to explore the themes and recommendations emanating from John Goodlad's *Teachers for Our Nation's Schools*. Participants were encouraged to familiarize themselves with the book prior to the meetings. At a minimum, all participants were provided in advance with the article by John Goodlad entitled "Better Teachers for Our Nation's Schools", which appeared in the November 1990 issue of Phi Delta Kappan.

The seminar discussion leaders at each meeting were:

- New York City
- *Christian Suggs, Director
CUNY Minority Project for
the Teaching Profession
Office of Academic Affairs
CUNY Central Administration
 - *Cynthia Onore
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Secondary and
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In preparation for the seminars, each group held a conference call to plan and coordinate their remarks and use of the postulates to stimulate discussion. Given the multiple roles of the panelists — teacher education faculty and administrators, state policy board members and practitioners — it was felt that they had the knowledge and expertise to comment on and lead participants in discussing all aspects of the 19 postulates proposed by Goodlad for redesigning teacher preparation programs.

IV. Summary of Discussion of *Teachers for Our Nation's Schools*

The faculty-led discussions of John Goodlad's comprehensive study of teacher education can be summarized by three key words, i.e., that the education of educators needs to be more **reflective**, **revolutionary** and concerned with its **relationships** to a broad array of constituents. The comments and concerns of participants are presented below.

A. Reflective Practice

All too often, teacher preparation programs teach prospective teachers that theory and practice are separable and that learning skills associated with practice are sufficient for good teaching. Student teaching is seen by students as the "culminating" activity of their preparation programs rather than the "beginning" steps in an evolving and continuous professional development process. Teacher preparation programs need to teach prospective educators to see themselves as creators of learning environments rather than implementers of a set curriculum. Much discussion focused on examples of good practices that infuse opportunities for students to be more reflective about their preparation to teach. Examples include more field-based components in academic courses, interdisciplinary courses, having students formulate their own philosophy of teaching and the "clustering" of student teachers to facilitate mentoring and different ways for college supervisors to inter-

act with prospective teachers in the school setting. Many commenters felt that the model of a professional development school would greatly enhance the prospects for the development of reflective teachers.

B. Revolutionary or Questioning the Status Quo

Following on the theme that teacher preparation programs should enhance reflective practice, presenters and participants alike expressed the need for prospective teachers to be prepared to be change agents and to question the routine and policies of schools and the educational system. Some commenters felt that teacher educators were too timid to challenge the status quo in their own institutions and therefore, represented poor role models for preparing teachers to be change agents.

Participants also expressed the view that teacher educators needed to be proactive proponents of changes in the workplace, supporting more strongly expanded roles for teachers and changes in the "material" conditions of teaching. Several commenters contrasted the political sophistication and power of teachers unions within their sphere and the political naivete of teacher educators in theirs. There seemed to be a consensus that the role of teacher educators in influencing positively what goes on in the schools was absent from the perceptions of the public and the powerful and that political dialogue with the community was urgently needed.

C. Relationships with Constituent Groups

Participants comments also addressed at length the many relationships that schools of education have with a broad array of constituencies — the "field", the larger institutions of higher education of which they are a part, State Education Department policymakers and the national goals and standards. In these times of uncertainty, changeability and conflict, teacher preparation programs need to be questioning and rethinking how they relate to all their constituencies. For example,

in relating to the field, should schools of education provide laboratory settings to prepare teachers that mirror or ignore current schools in favor of some vision of schools of the future? Other commenters suggested that alliances with State policymakers to strengthen program registration would pressure institutions of higher education to put more resources into teacher education. Others felt that forces in the community and business sector — forces external to the educational system that have taken an active interest in school reform — have no perception (except perhaps a negative one) of teacher educators role in school reform. Teacher educators need to generate a conceptual map of how schools of teacher education “fit in” to educational reform to deflect negative perceptions and win support for their own reform efforts.

V. Concluding Comments

By placing the statewide conversation about teacher education in a democracy in the context of ongoing state reforms, development of new certification standards and the redesign of teacher education to come into compliance with certification regulations, participants were able to link Goodlad's 19 postulates to substantive activity in the real world. While the idealistic nature of the postulates was universally lauded by participants, the practical

realities of “how” and “when” some of them might be implemented provided a strong undercurrent to the discussion.

On a positive note, participants often observed that New York State's new outcomes based certification regulations for elementary and secondary teachers and collegial approach to program registration achieved the spirit of Goodlad's postulate number 18 which states:

“Programs for the education of educators, in order to be vital and renewing, must be free from curricular specifications by licensing agencies and restrained only by enlightened, professionally driven requirements for accreditation.”

In a seeming contradiction, participants also noted that State certification regulations also allow for temporary teaching licenses to be issued to less than fully qualified graduates of approved teacher preparation programs in critical shortage areas. Thus, the realities of a very serious shortfall in the supply of qualified teacher education graduates, particularly in New York City, have a way of undermining genuine attempts at teacher education reform. Despite such setbacks, the overall tenor and tone of the statewide dialogue was that, indeed, as long as we continue the dialogue, we will forge the links between the reform of K-12 education and teacher education required for the benefit of all our children.

**NEW DIRECTIONS IN TEACHER EDUCATION
FOR THE 1990s
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