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ABSTRACT

This booklet outlines key principles that ideally characterize partnership governance structures and processes in professional development school (PDS) settings, discussing the advantages and disadvantages of the various decision making structures and processes currently employed by PDS partnerships. The booklet provides a self-assessment tool for evaluating individual partnerships and illustrates how some existing partnerships have crafted formal arrangements. Chapter 1, "Governance Challenges Facing Professional Development Schools," discusses critical tasks of governance and examines process challenges. Chapter 2, "Models of PDS Governance," explains the three basic linkages in PDS partnership structures: liaisons, school or site steering committees, and multisite coordinating councils. They are not mutually exclusive, and some partnerships have all three. Chapter 3, "What Governance Works Best?" explains there is no one structure that is recommended as the optimal governance model. Chapter 4, "Tool Kit for Analyzing Governance Needs," looks at critical tasks (building bridges, supporting mutual renewal, managing day-to-day tasks, and assessing and planning for the long term) and process challenges (working with and transforming existing governance, balancing spontaneity with structure, promoting parity and equity, and connecting people and institutions). Chapter 5, "Sample Agreements," provides samples from the website of the American Association of Colleges for Teacher Education. Chapter 6 contains 2 references and a 10-item bibliography and resources list. (SM)

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GOVERNANCE

Designing Professional Development School Governance Structures

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Designing Professional Development School Governance Structures

Lee Teitel

American Association of Colleges for Teacher Education
Professional Development School Practice Series

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 *Designing Professional Development School Governance Structures*

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EDITOR'S PREFACE

There are currently more than 600 P-12 public and private schools in the United States that have been designated as professional development schools (PDSs). In general, PDSs are collaboratively developed by partnerships that include one or more colleges or universities, one or more school districts, and often additional institutional partners such as teachers unions or human services agencies. Although they bear various labels—including professional development school, professional practice school, partner school, and clinical school—these schools generally share certain core purposes, goals, and commitments. They have a four-part mission:

- Exemplary practice that maximizes student achievement and development
- Preservice preparation of teachers and other school-based educators
- Professional development of teachers and other school-based educators
- Ongoing, applied inquiry designed to improve student and educator development

Meaningful partnership agreements that reflect PDS commitment to parity are designed to facilitate fulfillment of this mission. In a 1995 report on the professional development school network affiliated with Michigan State University, Judge, Carriedo, and Johnson note the importance of parity among the institutional members of the special type of school-college alliance known as the professional development school partnership, "...the PDS is to be, first and foremost, a partnership and not a colonising effort by

the university" (p.2). The draft standards for professional development schools developed by the National Council for Accreditation of Teacher Education (NCATE) Professional Development Schools Standards Project (Levine, 1996) include the existence of an explicit, formal agreement between partnering institutions among the important threshold conditions needed for PDS development and achievement. Such an agreement is considered an indicator of commitment to several core principles commonly associated with the PDS mission, including the commitment to parity.

During the seven years that I have coordinated the Clinical Schools Clearinghouse (CSC) for the American Association of Colleges for Teacher Education (AACTE), clearinghouse staff have received numerous inquiries from implementers and planners who want to know how to draft agreements that define the structures, procedures, and processes associated with PDS governance. These educators have been particularly interested in locating examples of partnership agreements. For this reason, CSC began collecting sample agreements, and in 1996 we began posting these agreements on the CSC web site. While the number and frequency of visitors to these web pages attest to the interest the public has in this material, still more is needed.

Despite the relative newness of PDSs as institutions, and the concomitant need for guidance, hands-on, practical, how-to material that assists planners and practitioners in carrying out the mission and making concrete the vision of PDSs is not abundant in the education literature. Nowhere is this more evident than in the area of partnership management and governance, either on a day-to-day or more long-term basis.

Designing Professional Development School Governance Structures helps to fill this void in the PDS literature. The author, Lee Teitel, (1) outlines key principles that ideally characterize partnership governance structures and processes in PDS settings; (2) discusses the advantages and disadvantages of the various decision-making structures and processes currently employed by PDS partnerships; (3) provides a user-friendly self-assessment tool for evaluating individual partnerships; and (4) illustrates, through actual agreements, how some existing partnerships have crafted formal arrangements.

This booklet can be useful to school district and university personnel who are at the planning stages of a new PDS partnership; existing PDS participants who wish to move to a more intense stage of engagement; legislators and legal advisors who seek referents for institutional agreements; and students and scholars who study education reform and organizational change.

This booklet on governance is the first in a projected series of practice-oriented booklets on various topics related to carrying out the work of professional development schools. It is anticipated that forthcoming booklets will focus on inquiry, technology, and the use of time. Comments on the utility of this publication are welcome.

Ismat Abdal-Haqq

Series Editor

Professional Development School Practice Series

January 1998

About the Author

Lee Teitel has been active in understanding and promoting professional development school partnerships since 1989. His work focuses on PDS start-up and institutionalization issues, new leadership roles in PDSs for teachers and principals, and the impact that involvement with PDSs has on the transformation of teacher education. He has led workshops and presentations at AACTE and AERA annual meetings and written numerous articles and monographs on these topics, including a PDS literature review for the National Council for Accreditation of Teacher Education (NCATE) PDS Standards Project.

Lee is active in promoting professional development school partnerships at the University of Massachusetts at Boston where he is an associate professor and former associate dean for Community, University, and School Partnerships. He co-facilitates the Massachusetts PDS Steering Committees and is a member of the PDS steering committee at the National Center for Restructuring Education, Schools, and Teaching (NCREST). He is currently coordinating the impact documentation research for the Massachusetts Consortium for Initial Teacher Professional Development, a state-wide, federally funded, multi-site school/university partnership initiative.

CHAPTER 1

GOVERNANCE CHALLENGES FACING PROFESSIONAL DEVELOPMENT SCHOOLS

Professional development schools are complex partnerships formed by two or more institutions engaged in mutual renewal and simultaneously trying to expand professional development opportunities at both institutions, engage in research and development, and improve the education of children, adolescents and prospective teachers. The governance mechanisms that bring the institutions together and provide organization and structure to the enterprise face four critical tasks and four important process challenges.

Critical Tasks of Governance

Build bridges: Because PDS are formed between dissimilar organizations (schools and colleges), governance has to provide opportunities to air philosophical differences, sort out the different goals and “turf” issues, and establish which activities are common and which are primarily the domain of one institution.

Support mutual renewal: When PDS partnerships promote a simultaneous and mutual renewal agenda, their governance structures must go beyond merely linking two stable organizations; they must include roles for participants to play in each other’s change processes, and they must figure out ways for the new,

joint governance to mesh with the pre-existing structures of each organization even as the joint structure grows to take on increasingly important decision-making authority.

Manage day-to-day tasks: Governance bodies need to manage the immediate, short-term needs of the collaborative, including the securing and allocation of resources (time and money).

Assess and plan for the long term: Governance bodies need to think long-range in ways that facilitate the renewal process, assess progress, address the long-range needs and interests of each partner and of the collaborative, and secure stable revenue streams for the time and money needed.

Process Challenges

Work with and transform existing governance: PDS governance needs to not only work effectively with existing school and college governance structures, but also be willing to see them transformed to better meet the needs of the PDS and the participating institutions. Governance needs to address the differences in the constituent groups (e.g., most school systems have more hierarchical decision-making processes than most colleges).

Balance spontaneity with structure: Since PDSs are evolving and often attribute their innovative spirit to their spontaneous, bottom-up roots, governance structures need to provide stability, legitimacy, and access to power and resources and, at the same time, be open to innovation and change.

Promote parity and equity: Because there is a long history of university domination of school/university partnerships, PDS governance should be an inclusive process that overcomes any past distrust and develops parity and reciprocity between and among participants. Furthermore, since equity concerns are not sufficiently addressed in most partnerships (or their constituent institutions), governance structures must gear up to do so.

Connect people and institutions: Since partnerships are made by people and, especially in the beginning, are often based on strong personal connections between a few individuals from each organization, governance structures must build on these personal bonds. In addition, governance structures must also work to broaden the connections and to structure the relationships into job descriptions so the PDS can be more inclusive and less susceptible to the ill effects of staff turnover.

CHAPTER 2

MODELS OF PDS GOVERNANCE

There are three basic linkage mechanisms in PDS partnership governance structures: liaisons, school or site steering committees, and multi-site coordinating councils. They are not mutually exclusive and, indeed, some partnerships have all three. Each is described below, along with the advantages and disadvantages each has in addressing the challenges and tasks of PDS governance. The chapter concludes with a brief look at more transformative approaches to governance.

Liaisons

Liaisons provide important person-to-person contact in starting, and sometimes sustaining, PDS partnerships. The typical university liaison is a faculty member with a quarter- or half-time commitment, who usually spends one day a week, or two half days, at a site; sometimes augmenting his or her facilitating role by conducting research in the PDS, participating in a study group, or some other sort of staff development activity. In some cases, university classes are taught at the school site, or the liaison is a supervisor of student teachers, providing more faculty time in the building.

If a school liaison exists, he or she is typically a classroom teacher (occasionally an administrator) who coordinates the placement of student teachers or interns, takes responsibility for arranging on-site seminars, and often works on faculty professional development. School liaisons usually do this work on top of their regular

teaching load although in some PDSs they are released part- or full-time from teaching duty.

Scope of Activity and Decision-making Authority

The range of decisions left up to liaisons, as well as their scope and authority, varies from site to site. Usually, when liaisons are operating without steering committees or broader coordinating councils, their scope is limited to low-stakes decisions about the details of day-to-day operation of the PDS. They may plan workshops for experienced and student teachers, make decisions about how they choose to use the time they personally devote to the PDS, and have discretion over a small budget. For decisions that involve greater resources or other people, liaisons will generally need to check in with deans, principals, or other decision makers.

Advantages

Typically, the strong personal connection that develops between the school and college liaison serves as the linchpin of the relationship and the connecting point for each organization. Liaisons have the tasks of involving others in their own institution and interpreting to them the culture of the other institution. In PDSs where there is a university-based and a school-based liaison, sometimes the powerful personal link between the liaisons becomes the de facto governance structure even if there is also a steering committee. When they are working well with each other, the liaisons can often make decisions quickly and easily. Usually operating near the fringes of each organization (especially in the start-up phase), the liaisons often have a fair amount of autonomy unless their decisions or plans start to lead to changes that affect more people in their institutions.

Disadvantages

The personalization and informal decision making characteristic of liaison arrangements cuts both ways. The people who have the time and energy to do the day-to-day work as liaisons in a PDS often do not have much positional power within their own organizations; in some cases, there has been no real structural legitimacy given to the role. Since the PDS initiative can come to be seen as the liaison's individual "project," the liaison's lack of structural legitimacy may mean that decisions that affect others may be difficult to implement. Since, at the university, PDS work can be "out-of-sight, out-of-mind," liaisons may find themselves isolated or ineffective back at their own institutions unless their work is woven into university governance structures in some ways. The sheer amount of time and effort that partnership and PDS development take creates problems for structures that focus so much of the work on one or two individuals. Liaisons are often stretched with the new and seemingly endless demands of PDS formation while still needing to meet the rest of their obligations to their own institutions and positions. Finally, unless they do careful succession planning, partnerships that are dependent on personal connections of one or two individuals can lose significant momentum (or even fall apart) with a liaison's departure.

School or Site-based Steering Committees

Many PDS partnerships start with some form of liaison structure and evolve into the use of a steering committee. Others establish steering committees from the outset, as a way of broadening input and involvement, gaining legitimacy, and helping to ease transitions if one of the liaisons leaves. At the simplest level of a partnership between one school and one college or university,

steering committees are typically comprised of the school and university liaisons (if those positions exist), several school-based faculty members, sometimes one or more other university faculty members, and possibly the principal or another building administrator. More developed PDSs may have an increased university presence on the committee—graduate students and faculty members from arts and sciences, or the health professions, for instance. Other variations include parents and representatives of external organizations involved in the partnership, including, in some cases, unions. Usually a steering committee linking one school with one university will meet at the school on a monthly, bi-weekly, or even weekly basis to deal with all the details of the collaboration. Because these building-based steering committees typically have only one or two representatives from the university, many of the advantages and disadvantages described above in the university-based liaison model also apply.

Scope of Activity and Decision-making Authority

Steering committees typically deal with the day-to-day decisions of running the PDS, as well as some of the more long-range issues. Committees are usually involved with student teacher placement and the planning of professional development activities. In addition, in more developed PDSs that are embracing a simultaneous renewal agenda, committees have responsibility for the broader school or university improvement agenda—focusing, for instance, on curriculum and instruction at both institutions or pursuing a joint action research agenda.

Advantages

Steering committees can be useful mechanisms for involving others within the school or university in the PDS, and they will sometimes also include parents, as well as community and business members. Steering committees offer increased legitimacy for the decisions that are made. Sometimes this is due to inclusion of those with more positional power—principals and deans—but legitimacy can also come from the fact that the committee may have been anointed by some consensus process or some higher authority. The committee has the potential (often unrealized) to be a place where issues of equity and parity are discussed. More people involved can also mean a broader division of labor and a smoother transition if key personnel depart.

Disadvantages

Since they are dedicated to the development of the PDS, steering committees can maintain a strong focus on those tasks. However, this can also be seen as a disadvantage since it entails creating a parallel decision-making structure that, in some settings, duplicates existing governance structures, like school improvement councils. On the one hand, the steering committee can be focused on PDS-related activities exclusively and provide a new arena for discussion and decision making, especially if the existing structure is politically polarized or otherwise ineffectual. In some schools, a well-functioning PDS steering committee can eclipse or even become the de facto school governance body because of a weak principal and/or ineffective school site council. On the other hand, separate committees add more time and meetings into the lives of busy people. Schools that are restructuring can be overwhelmed by a sense of “too many groups, too many projects, too

many steering committees.” Furthermore, the work of separate PDS steering committees may be less connected to the mainstream of school or college activity than if PDS work were embedded into the existing governance structures. Some partnerships have resolved the dilemma by changing structures over time, usually starting with a separate PDS steering committee then integrating it into regular governance; or by setting up semi-autonomous PDS steering committees as sub-committees of the school improvement council. Steering committees can also be seen by some as adding a layer of bureaucracy that can stifle the spontaneity and “bottom-up” nature of PDS collaboration.

Multi-site Coordinating Councils

Many PDSs are part of multi-site collaboratives. Occasionally these collaboratives will involve a large district and several colleges, like the Cambridge (MA) Partnership, which includes three colleges and eight PDSs; or the collaborative may be multi-district and multi-college, like the Learning and Teaching Collaborative that links PDSs in Boston and Brookline with Wheelock and Simmons Colleges. More typical, however, are coordinating councils centered around large universities, sometimes making linkages with one large school district but more often with several local districts. Many of these collaboratives have grown as schools and colleges of education have tried to establish multiple PDS sites to ensure sufficient placement opportunities for their preservice teachers. These multi-site collaboratives often combine liaisons and local level steering committees with a broader coordinating council to shape collaborative-wide policy and recommend some parameters for school site decision making.

Scope of Activity and Decision-making Authority

Sometimes referred to as “PDS planning councils,” “coordinating councils,” or even “steering committees,” these collaborative-wide bodies are usually composed of representatives from each school site and the various stakeholders at the university and the district offices. Sometimes other community, business, or union partners are included as well. In contrast to site-based steering committees, coordinating councils will typically include those with more positional power—superintendents or associate superintendents; principals, deans, and department chairs; as well as faculty at both sets of institutions.

As a broader, more powerful board might, coordinating councils typically meet relatively infrequently—monthly or even quarterly. Some set up subcommittees for the work that takes place between meetings; sometimes after the PDSs are well established, the council may recede in importance, certainly vis-a-vis day-to-day operations. Councils typically focus on broader policy issues—allocation of funds, decisions that might affect all the sites or the teacher education program at the university. They might plan common activities, like a program of professional development during the summer that is open to all PDS participants. Policy implementation is usually left to the site committees, which might, for instance, decide how to compensate supervisors and cooperating teachers from the funds allocated by the council.

The scope of decision making of the coordinating councils, as well as their composition, may vary considerably. At the University of Southern Maine, for instance, decisions about most things are made by a group in which all the teacher coordinators participate

as equal members. This group makes broad policy for the Extended Teacher Education Program and includes its teacher coordinators in such high stakes decisions as promotion and tenure and the search for a new dean. Other universities more commonly restrict the scope of coordinating councils' decision making to those issues that immediately pertain to the PDS and make other decisions about university programs through an internal governance process. Similarly, district-based coordinating councils may also have limits set on their scope, which often includes how some or all of the district's professional development monies and time for experienced teachers are allocated.

Advantages

Coordinating councils can provide important connections for PDSs to power and resources and to the administrators who control them at school, district, and university level. These administrators often become key advocates for PDS approaches on campus and in school districts. The councils can be good places to explore issues of equity and parity and to sponsor collaborative-wide assessment and research. Some coordinating councils provide mini-grants, which sites apply for, to foster these efforts. If constituted to bring in parents, unions, or community groups, the councils can be good places to expand the influence and impact of the PDS.

Disadvantages

Councils can become too large and have difficulty making decisions, or they can get too far removed from the "action" of the PDS. A coordinating council can represent another layer of bureaucracy and have a stultifying effect on the spontaneity of a PDS. Policies

made at a collaborative-wide level may not be sufficiently sensitive to the individual context of each PDS. Councils may offer the appearance of parity and collaboration but in reality be limited in their scope or not really model equality between schools and colleges in their decision-making process.

Transformative Approaches to PDS Governance: Centers of Pedagogy

The liaisons, steering committees, and coordinating councils described so far leave existing school and university structures intact and try to find the best way to link them. A few approaches to PDS governance suggest that substantial redesign of existing organizational structures is necessary for real collaboration and simultaneous renewal to take place. To some extent, this has taken place more frequently on the school side, where it is common for schools to move from a hierarchical principal-driven structure to more of a shared decision-making approach, as part of becoming a PDS. John Goodlad's call for "Centers of Pedagogy" among the partnerships of the National Network for Education Renewal represents another example of radical restructuring at the university level to specifically promote the simultaneous renewal agenda. Goodlad's belief in the importance of having an identifiable group of faculty in education and in arts and sciences who see teacher preparation as their top priority has led to restructuring along these lines in many NNER settings.

Scope of Activity and Decision-making Authority

The creation of Centers of Pedagogy calls for major structural reorganization, with profound implications for governance, personnel, and resource issues. The universities in the NNER that

have begun making those structural changes have reorganized departments of teacher education, identifying faculty with appointments in the arts and sciences whose primary responsibility is teacher education and pulling them together into some sort of professional education unit. Representatives of these faculty members and their department chairs, along with students from the teacher education program and partnership school faculty, typically comprise a "Professional Education Council" that has oversight for the teacher preparation that goes on in the partner school setting as well as on campus.

Advantages

By broadening the stakeholders in the decision making for teacher education, the Center of Pedagogy approach sets the stage for a much deeper institution-wide commitment to improving of the preparation of teachers. Fragmentation and lack of clear focus can be reduced as responsibilities for teacher education are no longer diffused over a number of disconnected departments; at the same time, wider buy-in to the guiding education postulates can be obtained. Such a change begins to transform the university into a more focused and effective partner, enabling it to renew itself even as it is working more collaboratively with schools and school districts.

Disadvantages

Moving to a Center of Pedagogy can lead to a variety of internal disruptions: confusion over job roles and conflicts with union contracts, disruption of communication channels (often predicated in a university on departmental structures), thorny questions about how to evaluate faculty for promotion and tenure and how

to clarify departmental responsibilities. The focus and autonomy gained by having a free-standing Center sometimes comes with a certain degree of isolation—a sense of being out of the mainstream of university governance and culture.

CHAPTER 3

WHAT GOVERNANCE STRUCTURES WORK BEST?

There is no one structure that can be recommended as the optimal governance model. In fact, structures that work well in one setting will not necessarily transfer well to another. More important, structures that work well at one stage of a PDS partnership will not necessarily continue to be effective as the PDS evolves. The resources that follow are designed to help those beginning or engaged in PDS partnerships to assess their needs and the challenges facing their governance structure. Chapter 4, "Tool Kit for Analyzing Governance Needs," provides a self-assessment checklist with follow-up questions, designed to be used by individuals or groups planning and assessing their PDS governance. Chapter 5 provides sample partnership agreements that illustrate specific partnership forms, structures and language. Chapter 6 includes print and on-line references and resources.

Even though there is no one model recommended here to address the tasks and challenges faced by PDSs, there are a few guiding suggestions to help in assessing needs and planning. It is useful to think of PDS governance in terms of a start point and a direction: PDSs need to be fluid in their structures, but consistent in the visions and goals and directions toward which they seek to move.

Specifically:

- Since PDSs need multiple and personal connections, they need to constantly seek the widest participation possible. Whatever the start point, PDS advocates need to be moving toward greater and greater involvement of their colleagues, on both sides of the boundaries. They need to draw them into contact with one another and to build those contacts into relationships. The boundary between the two organizations should not be the narrow intersection of the liaisons and a handful of others but the longest possible border, with multiple large and small connections. This engagement of many people from both organizations is not only important in changing the culture of the collaborating institutions, but also critical to developing a web of connections and relationships that helps sustain the PDS and support the kind of flexible institutionalization that is needed.

- Since PDSs need legitimacy within their own organizations, especially for making higher stakes decisions, PDS advocates need to be steadily seeking recognition and legitimization at the appropriate levels of power within each institution. PDSs should move in the direction of embedding, or at least integrating, their work into existing structures. This will not always be possible at the beginning, but it should be the direction in which governance moves. This integration can be facilitated by setting up a PDS subcommittee of the school- or district-based planning team, or of the appropriate body of the college or department of education. The direction should be toward getting sanction and high level involvement and toward being present and active on the agenda of each institution's governance bodies.

- Since PDSs can easily get "stuck" at low stakes decision-making levels, advocates should consciously look at what types of decisions are being made by whom and to what extent the collabora-

tive is starting to make high stakes decisions as it moves in the direction of genuine simultaneous and mutual renewal. Similarly, core commitments to equity and parity can get easily lost in the busy shuffle of creating and sustaining a partnership. To help them hold true to their direction and vision, PDSs need someone or something that will keep them revisiting their progress toward the goals and objectives they set. This may be the work of a visionary leader or of a person who is the designated "noodge." It may come through involvement in a network, meeting the NCATE PDS standards (Levine, 1996) or through interaction with "critical friends" who periodically visit and promote the kind of dialogue that keeps movement and change on the agenda.

CHAPTER 4

TOOL KIT FOR ANALYZING GOVERNANCE NEEDS

Whether a partnership is still in the planning stages, is newly formed, or is of long-standing duration, PDS participants may find it useful to assess how well their governance structures are meeting the challenges described in this booklet. The self-assessment checklist that follows is designed to help with this task, connecting back to the four tasks and four process challenges facing governance described at the beginning of this booklet. Readers may find it useful as a survey instrument, to assess broad participant perspectives in their PDS, and as a way to trigger thoughtful review of the governance structures. In addition, it may be a serviceable framework for reviewing the sample PDS partnership agreements in the next section.

For each governance task or process challenge, assess how well your governance structure is performing, using a scale of 1 - 5, with 1 as poor, 5 as excellent, and NA for items that seem not applicable in your context. Use the space below the self-assessment to list a few indicators that give evidence to support your assessment. Also provided are a few key questions or prompts as follow-up probes that may be useful for assessment or for discussion.

Critical Tasks

1. Build bridges: Because PDSs are formed between dissimilar organizations (schools and colleges), governance has to provide opportunities to air philosophical differences, sort out the different goals and “turf” issues, and establish which activities are common and which are primarily the domain of one institution.

Assessment of your governance structure on this task:

1	2	3	4	5	NA
(Poor)				(Excellent)	

Indicators:

Follow-up questions or probes:

1. How and where are tough “turf” issues resolved?
2. Is there clarity about who is responsible for what in the partnership?
3. When and how are the differences in culture between school and college addressed and resolved?
4. If you track the communication patterns at meetings, who speaks and who is ignored; what issues are addressed; which are swept under the rug?

2. Support mutual renewal: When PDS partnerships promote a simultaneous and mutual renewal agenda, their governance structures must go beyond merely linking two stable organizations. They must include roles for participants to play in each other's change processes, and they must figure out ways for the new, joint governance to mesh with the pre-existing structures of each organization even as the joint structure grows to take on increasingly important decision-making authority.

Assessment of your governance structure on this task:

1	2	3	4	5	NA
(Poor)				(Excellent)	

Indicators:

Follow-up questions or probes:

1. Does a clear vision exist for improving school and college? Does the governance structure help, support, and make the vision public?
2. Are there clear roles for participants in each partner's change process?

PROCESS CHALLENGES

1. Work with and transform existing governance: PDS governance needs to not only work effectively with existing school and college governance structures, but also be willing to see them transformed to better meet the needs of the PDS and the participating institutions. Governance needs to address the differences among the partnership's constituent groups (e.g., most school systems have more hierarchical decision-making processes than most colleges).

Assessment of your governance structure on this challenge:

1	2	3	4	5	NA
(Poor)				(Excellent)	

Indicators:

Follow-up questions or probes:

1. How has the PDS governance structure meshed with pre-existing governance structures? Have they been changed?
2. What decisions are made jointly that use to be made by separate institutions? Are increasingly high stakes decisions that were formerly made by each institution now being made jointly?

2. Balance spontaneity with structure: Since PDSs are evolving and often attribute their innovative spirit to their spontaneous, bottom-up roots, governance structures need to provide stability, legitimacy, and access to power and resources and, at the same time, be open to innovation and change.

Assessment of your governance structure on this challenge:

1	2	3	4	5	NA
(Poor)				(Excellent)	

Indicators:

Follow-up questions or probes:

1. Does the PDS have access to needed resources? Legitimacy?
2. How has governance evolved? Are there risks of it calcifying and losing spontaneity?

3. Promote parity and equity: Because there is a long history of university domination of school/university partnerships, governance bodies need to establish an inclusive process that overcomes any past distrust and develops parity and reciprocity between and among participants. Furthermore, since equity concerns are not sufficiently addressed in most partnerships (or their constituent institutions), governance structures must gear up to do so.

Assessment of your governance structure on this challenge:

1	2	3	4	5	NA
(Poor)				(Excellent)	

Indicators:

Follow-up questions or probes:

1. Who checks on mutuality, parity in meetings, etc?
2. Has an explicit equity agenda been outlined? Is it being followed?

4. Connect people and institutions: Since partnerships are made by people and, especially in the beginning, are often based on strong personal connections between one or a few individuals from each organization, governance structures must build on these personal bonds. However, they must also work to broaden the connections and to structure relationships into job descriptions so the PDS can be more inclusive and less susceptible to the ill effects of staff turnover.

Assessment of your governance structure on this challenge:

1	2	3	4	5	NA
(Poor)				(Excellent)	

Indicators:

Follow-up questions or probes:

1. If one or two key individuals leave, what would happen?
2. How broad a base for involvement is there? Is involvement limited to a small group of individuals from each institution?

CHAPTER 5

SAMPLE AGREEMENTS

The sample partnership agreements discussed below are drawn from the web site of the American Association of Colleges for Teacher Education (<http://www.aacte.org/agrecov.html>). They provide rich examples of professional development school partnerships that have developed formal commitments to one another. In some of their carefully crafted language you can see evidence of how these partnerships are trying to address most of the critical tasks of governance—building bridges, supporting mutual renewal, managing day-to-day tasks, and assessing and planning for the long term. You also see evidence of their attempts to be mindful of the process challenges—of working with and transforming existing governance, balancing spontaneity with structure, promoting parity and equity, and connecting people and institutions.

PROFESSIONAL DEVELOPMENT SCHOOL PARTNERSHIP AGREEMENTS

Sample Agreement #1

Partners: Eastern Michigan University (Ypsilanti, Michigan)
Farmington Public Schools (Farmington, Michigan)

Several things stand out in the agreement between Eastern Michigan University and the Farmington Public Schools. The parties appear to

be very careful as they create the partnership not to challenge existing "turf" arrangements—to avoid anything that conflicts with either institution's policies or laws (paragraph 1 and 2), job descriptions (paragraph 5), or use of facilities (paragraphs 6); or in any way threatens the primary mission of each institution (paragraphs 5 and 6). The board of directors authorized to manage the partnership is clearly responsive to the existing governance structures. To retain some spontaneity, the board of directors does have permission to adapt the agreement, as long as it obtains approval from both institutions' governance structures. Furthermore, the board is responsible for overseeing and utilizing an annual evaluation report to shape the continuation of the partnership. Note the importance given to parity in financial contribution (paragraphs 2, 3, and 4) and in the governance structure that is created (paragraph 7). Finally, note the high level sign-offs on the agreement itself.

CONSOCIATE SCHOOL PARTNERSHIP AGREEMENT BETWEEN EASTERN MICHIGAN UNIVERSITY AND FARMINGTON PUBLIC SCHOOLS

This agreement is entered into on the seventeenth day of November, 1993 by and between Farmington Public Schools and Eastern Michigan University. This agreement will be governed by all policies of the Farmington Board of Education and the Board of Regents of Eastern Michigan University. All applicable state and federal laws which apply to both institutions will continue in force. Either party may choose to terminate this agreement at the close of each academic year at Eastern Michigan University or at the Farmington Schools. Written notice must be given at least eight (8) weeks prior to the end of the academic year in the event of termination of this agreement.

Support of the consociate school partnership¹, (hereafter referenced as simply "partnership,") both financially and/or through institutional resources, which

may be incurred in the implementation of this project will, to the extent possible, be equally shared by both institutions. All expenditures of real funds will require the signature of the Superintendent of Farmington Schools or his designee as well as the appropriate administrative personnel designated by the President of Eastern Michigan University. In transactions where the equal sharing of expenditures is not possible, the institution which incurs the expense will agree to such an expenditure and in advance with the understanding that a balance sheet will be kept and reviewed each six months to insure an equal sharing of the total cost of a given project. All existing regulations governing the expenditures of funds for either institution must be followed in the operation of this partnership.

In-kind contributions, e.g. through faculty released time, travel funds or other expenditure categories, will be negotiated on a project by project basis. Agreement on in-kind contributions will be made in writing for specific projects and/or periods of time.

If external funding (external to both institutions) is secured for the operation of any portion of this partnership, the legal responsibility for monitoring the allocated funds will be assumed by Eastern Michigan University and/or Farmington Public Schools. Any changes to an original project proposed budget will be through joint agreement of both institutions.

Any or all staff members who participate in this partnership continue to be considered full time employees of their original institution. Changes in employment status require the signature of the employee affected, the signature of proper authorities of both institutions and must conform to any and all existing collective bargaining agreements affecting both institutions.

Facilities and resources of both institutions will be made available to support this project only after being requested through the proper authorities at each institution and when the proposed use does not interfere significantly with the normal operation of such facilities and resources in use by the providing institution.

Subsequent to further discussion after the approval of this partnership, an appointed advisory board will be established as a Consociate School Partnership Board of Directors to serve as the policy-making body and the liaison group for the partnership. An equal number of staff members will be selected

from each institution. In order to insure the flexibility of this partnership to meet the needs of both institutions, the Partnership Board of Directors may make adaptations in this agreement throughout the year with the approval of the appropriate governing bodies at each institution. The governing bodies of both institutions shall be informed of the project. In March of each year, an evaluation report will be compiled and submitted to the Partnership Board of Directors for continued approval or modification on an annual basis. The evaluation report will be prepared by designers of both institutions. IN WITNESS WHEREOF, the parties have executed this partnership on the date first written above.

Farmington Public Schools

Eastern Michigan University

by: _____
Board President

by: _____
President

by: _____
Superintendent

by: _____
Provost

by: _____
Dean, College of Education

Adopted:

Sample Agreement #2

Partners: Indiana State University - Terre Haute
local public school districts

The next agreement is a "template" form that Indiana State University uses as a basis for the individual agreements it makes with various school districts. The agreement sets out to define the

relationship between the institutions as well as between and among the individuals participating in the partnership (Article 1)—essentially spelling out in the agreement how most of the day-to-day tasks are to be managed. This article also includes some language defining the mission of the PDS, which raises the “mutual renewal” agenda—it is the only instance in which it comes up. Other sections (Articles 2, 3, and 4) outline some of the operating rules and guidelines for the partnerships, including compensation for individual teachers. Article 5 delineates the process of “qualification” to become a PDS site and outlines the term of the contract and the governance structure.

Note the two levels of governance—an Administrative Board (comparable to what has been described in this booklet as a “coordinating council”) makes procedural decisions. Although there is no mention of how this board ties in with existing governance, it is composed of the chief officers of the constituent institutions—the college dean and the superintendents of participating school districts. The second level of governance is a steering committee that is advisory to the first group and responsible for local PDS operation. Note that in addition to these two levels of governance, there is a liaison position at each PDS site, with school district support (Article 6). The agreement also spells out the monetary support from the university, which is to be matched (Article 6) by the school district. The agreement calls for evaluation reports (with no further specifications) to be completed on a three year cycle.

**AN AGREEMENT BETWEEN INDIANA STATE UNIVERSITY
AND (SCHOOL CORPORATION)
for the
ESTABLISHMENT OF PROFESSIONAL
DEVELOPMENT SCHOOLS,
PRE-STUDENT TEACHING PARTICIPATION, AND THE
LEARNING ALLIANCE**

The undersigned, _____ a school corporation (hereinafter referred to as the "School Corporation") and Indiana State University (hereinafter referred to as the "University") enter into the following agreement:

1. **SCOPE OF THE AGREEMENT.** This agreement sets out the responsibilities and rights of the School Corporation, of the University, and a student enrolled in early field experience at the University, such student to be assigned as a pre-student teaching participant in the School Corporation. For ease of reference, the following words have the following meanings:

"Participant" means a University student, enrolled in pre-student teaching professional education course(s), and assigned to the School Corporation for less-than-full responsibility for instruction or instruction-related activities as an obligation of the professional education course(s). Terms such as: observer, tutor, teaching assistant, etc. characterize various types of participants.

"Host Teacher" means a certified teacher in the School Corporation to whom the participant is assigned and who directs the work or activity of the student while he/she is in the School Corporation.

"University Supervisor" or "Course Instructor" or "Clinical Instructor" means the University person who is in charge of the course of study or specific experience for which the Participant is assigned to the School Corporation.

"Professional Development School (PDS)" means a regular elementary, middle, or high school where public school and university personnel work together to facilitate high levels of learning by all children of the school, to promote a better

school environment for preparing teachers and other educational professionals, and to create a more supportive site for renewal of and inquiry by experienced teachers, administrators, school service personnel, and university faculty. Through the collaborative efforts of pupils in the school, community members, pre-service educators, practitioners in the school, and university faculty, a PDS becomes an exemplary learning environment.

"Learning Alliance Network School" ² means any school within the partner districts that is committed to initiate school reform guided by the collaborative efforts of all within the community the school serves. Participation is voluntary.

2. PLACEMENT OF PARTICIPANTS. The placement process is a collaborative process involving the University, building principals, and host teachers.

a. Requests for placement of Participants will be initiated by the University and may be either for an individual student or a group of students. The requests would go to the building principal who would in turn confer with the Host Teacher.

b. No teacher will be required to accept a Participant. If a majority of the teachers in a PDS site refuse to accept Participants, the school would no longer be eligible for PDS support.

c. No school faculty will be required to accept more participation students than the school faculty believes it can accommodate.

d. No teacher will be required to accept more participation students than he/she believes can reasonably be accommodated.

e. The University Supervisor or other designated representative of the University shall have access, at all reasonable times, to visit the classroom(s) to which Participant(s) are assigned, in accordance with the policies, rules, and regulations of the local school corporation.

3. PROFESSIONAL STANDARDS. Both parties to this agreement have a right and an obligation to insist on standards of professional decorum on the part of Participants that are consonant with prevailing standards in the school community and the education profession.

Neither party will discriminate in the choice of schools, Host Teachers, or Participants on the basis of race, color, national origin, age, veteran status or sex. Nor shall such opportunity be denied on grounds the University student is blind, deaf, or physically handicapped in some other manner, provided he/she is capable of performing the responsibilities of the position for which the assignment is sought.

4. CONSULTATION FEE. A consultation fee of \$ _____ per Participant shall be paid to each Host Teacher up to a maximum of \$ _____ per semester. The consultation fee will be paid directly to each Host Teacher and will apply to all pre-student teaching participation experience. Participants requiring less than ten (10) hours of participation are not included in the Host Teacher consultation fee. The consultation fee will be considered full payment for the independent services of the Host Teacher who is considered an independent purveyor for the Participant.

5. PROFESSIONAL DEVELOPMENT SCHOOL SUPPORT AND POLICIES. In order for a school to qualify as a PDS site: (1) a majority of the faculty of the school must be willing to engage in the process of school reform; (2) a majority of the faculty must be willing to work with preservice teacher education students; (3) a majority of the faculty must be willing to support inquiry, research, and the exchange of professional knowledge; and, (4) each school participating as a PDS site must be willing to allocate a substantial portion of its staff development resources (released-time for teachers, staff meeting times, etc.) to the goals of the PDS partnership. Each local school corporation must be willing to support and emphasize the PDS partnership. Final determination of a PDS site will be made collaboratively by the School Corporation and the University.

The PDS partnership will renew support for a three (3) year period commencing in August 1997. Documentation and evaluation will be conducted throughout the PDS initiative with a report and recommendations for continuation or modification made by May 2000. The initiative will be directed by an Administrative Board composed of the Dean, School of Education, Indiana State University and the Superintendents of school corporations in which PDS sites are located. The Administrative Board will have responsibility for procedural decisions and will be chaired by the Dean, School of Education. The Administrative Board will be assisted by a PDS Steering Committee com-

posed of a representative from each PDS site and University Faculty. The PDS Steering Committee will serve an advisory function to the Administrative Board as well as be responsible for the operation of the PDS partnership.

To support the PDS program the University will provide to each site for each year of the three year program:

- a. a block grant of \$ _____ to further the staff or program development of the school; and,
- b. a fee waiver of _____ semester hours to support staff and program development (to be used prior to the conclusion of the following school year).

In addition, the university will provide for use by the PDS sites a competitive research/inquiry fund of \$ _____ per year to support school-university collaboratively developed projects.

6. SCHOOL CORPORATION SUPPORT. The School Corporation agrees to match University dollar support for each PDS site within its district for each year of the agreement. This does not include the research/inquiry fund. Additionally, the school district will provide support for a PDS site liaison for each PDS site within the district. The liaison shall be a certificated member of the school and shall be selected by the school.

7. THE LEARNING ALLIANCE. The School Corporation agrees to enter into partnership with the University to form the Learning Alliance. The purpose of the Learning Alliance is to promote enhanced learning environments for all within the partnership. Any school within the school corporation is eligible to participate. Individual schools apply to join the Learning Alliance and must show evidence that (1) a majority of the faculty and the building administration are committed to initiate school reform; (2) a majority of the faculty and the building administration are willing to plan, develop and initiate a program of professional development for all within the school; (3) a majority of the faculty and the building administration are willing to collect data on the effect of their efforts on students and teachers; (4) the school agrees to share the process, activities and outcomes of its reform efforts with colleagues from other schools and the University; and, (5) the school is willing to make a commitment to the goals of the Learning Alliance for a minimum of three years. The Learning Alliance is a voluntary program and no school is required to participate.

8. MISCELLANEOUS PROVISION. This Agreement may be terminated either by the School Corporation or the University by giving the other party one (1) year prior written notice. Modifications of this agreement will require mutual written consent by the University and the School Corporation.

_____ School Corporation	_____ Indiana State University
_____ Signature	_____ Signature
_____ NAME	_____ NAME
_____ TITLE	_____ TITLE
_____ DATE	_____ DATE

Sample Agreement #3

Partners: Western Row Elementary School
 Institute for Educational Renewal Based at
 Miami University (OH)

The third agreement in the sample section is the longest and perhaps the most complex. Between Western Row Elementary School and the Institute for Educational Renewal at Miami University (Ohio), it is one of several essentially similar agreements between the university and its various partner schools. It starts with a strongly worded Rationale that embraces the PDS commitments to improved learning

for children and for preservice and inservice educators. Emphasizing the mutual renewal aspects of the partnership, it specifically refers to the school as the "critical unit of change." The Belief Statement underscores this and stresses the parity and mutuality of the arrangement—the importance of shared resources and responsibilities as well as the importance of having each set of faculty understand the issues and goals of the partnering institution. The Benefits section continues this theme and highlights the way team teaching can lead faculty to "critically examine" the curriculum and methodology being used in their classrooms.

The Responsibilities section outlines the day-to-day roles, responsibilities, and governance structures. These include a faculty liaison provided by the university and a steering committee that will make decisions concerning the partnership and the distribution of the resources it would be allocated. No mention is made of how this committee fits into existing governance, except to recommend the inclusion of the principal, in addition to the university liaison, teachers, and a representative of the parents and the teachers union. An evaluation plan is called for, with a few specifics about who should conduct it and its purposes. The Resource Sharing section apportions the amount of funds and designates the steering committee (WRDM) as the agent for allocation of resources.

MEMORANDUM OF UNDERSTANDING
Western Row Elementary School and
Institute for Educational Renewal Based at Miami University

Rationale

The purpose of this agreement is to combine our resources and work together to improve results for Western Row's students and novice teachers enrolled in Miami University teacher education programs. It is hoped that this agreement will provide ongoing quality field and student teaching placements for teacher preparation students, ongoing professional development for Western Row' teachers who desire to become Partnership Faculty in Miami's teacher preparation program, and ongoing scholarly and faculty development opportunities for Miami faculty.

This memorandum of understanding assumes that the school is the critical unit of change. What is proposed here is that Western Row Elementary School becomes a Professional Development Site for students in Miami University's elementary education program and that interested Western Row teachers have the opportunity to be prepared as Partnership Faculty. It is believed that all engaged in work at the school site must be committed to ensuring that each and every child learns and develops to her/his potential. It is further believed that all school staff ultimately should be committed to providing quality student teaching and pre-student teaching placements.

Two paramount goals will always be at the heart of our work and therefore form the axis for assessment and evaluation:

1. We want the best educated and motivated children possible; and
2. We want the best prepared and committed next generation of teachers possible.

Belief Statements

1. The preparation of future teachers is the responsibility of the entire profession, both school based personnel and those in higher education.

2. The school is the unit of change rather than a few individuals within the school.
3. In order for the partnership arrangement to be a true partnership, responsibilities and resources must be shared.
4. It is important for the Partnership Faculty to understand the goals of the teacher preparation programs *and* it is important for the University Based Faculty to understand the goals of the school.

Benefits

- Western Row's elementary students will benefit from the presence of additional "classroom teachers" who can provide ongoing attention to individual needs in the classroom.
- Miami University benefits from having a Professional Development Site, staffed by Partnership Faculty who are knowledgeable about Miami programs and skilled in the use of supervision skills, where students can be placed for their preservice field experiences.
- Western Row's teachers benefit from the chance to grow professionally in areas that may not be otherwise available to them. In addition, the possibility of team teaching with university based faculty with regard to professional methods affords the opportunity to critically examine the curriculum and methodology currently being employed in their individual classroom.
- Western Row school benefits from the presence of resources that they may use as the school sees fit in order to meet the needs of the school.
- The profession benefits from new teachers who have been prepared and nurtured in an environment where professional practice, commitment to principles, and excellence were associated with the entire range of their field experiences.

Responsibilities

1. Western Row's faculty interested in becoming Partnership Faculty will agree to participate in a seminar (for 1 semester hour credit) that will prepare them

to assume the responsibility of Miami university supervisor of teacher education students (participation in the seminar, however, does not obligate the Partnership Faculty to assume a supervisory role). Miami University will provide the instruction for this seminar through the Department of Educational Leadership and/or the Department of Teacher Education.

2. Miami University will provide a faculty liaison that will assist in any policy oriented problems or cases that involve unusual difficulties and who will be redefining the roles of faculty supervisor and faculty liaison. This individual will be responsible for maintaining communication between University Based Faculty and the Partnership Faculty.

3. Seminars for all student teachers placed at Western Row will be the responsibility of the Partnership Faculty who have assumed the role of university supervisor during the semester. Supervision of Miami University student teachers and the associated seminars will be consistent with the policies currently established in the Office of Student Teaching and Field Experience. Planning for the seminar will be the joint responsibility of Partnership Faculty and student teachers. The Miami faculty liaison will provide assistance in the preparation of needed materials or human resources to accomplish the goals of the seminar.

4. Western Row will be responsible for determining the number of student teachers, methods students, and observers it will be willing to work with during a given semester and communicate that number to the Office of Student Teaching and Field Experience during the semester prior to the one in question. The Office of Student Teaching and Field Experience will place only the number of students to the grade levels that Western Row requests for that semester. Miami will agree to provide Western Row with the names of students in these categories in a timely fashion in order for the appropriate planning to occur prior to the experience. Miami students will agree to meet with teachers at Western Row during the semester (student teachers) or week (methods students) prior to the experience.

5. The Partnership Faculty (in the role of university supervisors) will be responsible for a minimum of 8 formal observations during the semester, as well as the day to day counseling, and the preparation of student evaluations. Western Row school will provide flexible scheduling in order to allow the

meeting and support necessary for student development. This will include time for (a) Partnership Faculty meetings, (b) student teacher meetings (other than seminar) and (c) conferencing with student teachers. This structure avoids the need for ongoing substitutes and takes the Partnership Faculty away from classroom responsibilities only minimally.

6. Miami University and Western Row school both invest in this effort because it benefits their respective students. A partnership decision making team, referred to as WRDM (Western Row Decision Making Team) will be responsible for developing a plan for utilization of allotted resources (see resource section below). WRDM shall maintain independent control over allocation of these resources. An example of the makeup of the WRDM team could be as follows: the principal; two or more teachers of whom one is the building representative of the teacher association/union and the others are "Partnership Faculty"; one or more Miami faculty members who serves as a liaison to all preparation programs engaged at the school; and a representative of the parents of children enrolled at the school.

7. Miami University and Western Row Elementary School will develop a plan for assessment and evaluation. Assessment and evaluation should serve the dual purposes of continuous improvement and reporting progress to school administration and board and to participating university programs and administrators. The Miami faculty liaison and a Western Row's staff member, plus one-two persons not directly involved in the pilot could constitute the assessment and evaluation team.

Resource Sharing

Miami University

- For each group of six (6) student teachers, one thousand dollars (\$1000) will be paid by Miami University to the Partnership Faculty member(s) responsible for student teaching supervision (i.e., if two Partnership Faculty members supervise the student teaching experience as a team, each will receive \$500). It is understood that this payment is for services related to supervision that will occur before and after school hours (e.g., pre-observation conferences, post-observation conference, seminars, etc.).

- The amount of compensation will be adjusted according to the number of student teachers the supervisor is responsible for, however, no individual Partnership Faculty member will be responsible for more than six student teachers per semester.
- For each group of six student teachers, Western Row Elementary School will be paid one thousand dollars (\$1000) to support supervision activities. Examples of how this money could be used include: to hire a substitute teacher (once or twice a semester) to free up the Partnership Faculty teacher to supervise student teachers; to pay Partnership Faculty for work done on supervision in addition to their regular school day responsibilities; equipment necessary for videotaping of student teachers; or mileage paid for any meetings related to student teacher supervision or Partnership activities.
- Miami agrees to designate a "liaison" for Western Row Professional Development School. This individual will be a full time Miami University faculty member.
- Miami agrees to provide school based faculty with parking passes and library privileges at Miami University.
- Western Row E.S. will work with Miami to provide Partnership Faculty with the occasional release time that might be necessary for Partnership Faculty to work with University Based Faculty or students.
- Mason School District will empower WRDM to allocate the resources described above.
- Western Row Elementary School agrees to participate in the Institute for Educational Renewal.

Timeline

It is proposed that the professional development component begin during the summer semester, 1997, and that the first students be assigned to Partnership Faculty during the Fall semester, 1997. Assessment and evaluation will commence with program planning and be continuous throughout the agreement.

Signatures of Agreement

Partnership Faculty
Western Row Elementary School Professional Development Site
Institute for Educational Renewal Based at Miami University

Signature	Date	Responsibility
_____	_____	Principal, Western Row Elementary School
_____	_____	Teacher Representative
_____	_____	Superintendent, Mason Schools
_____	_____	Miami Faculty Liaison
_____	_____	Dean, Education and Allied Professions
_____	_____	Chair, Dept. of Teacher Education
_____	_____	Director of Partnerships, IER

ENDNOTES

1. Source: Schmitt, Donna M., Jerry H. Robbins, Robbie A. Johnson, and James R. Myers. 1995. School Partnership Enacted: The Consociate School. Paper presented at the Annual Meeting of the American Association of Colleges for Teacher Education, 12-15 February, Washington, D.C. The Renaissance Group promulgated the concept of consociate schools; and Farmington High School, the consociate school created as a result of this agreement, was the first such school to be initiated, according to the document cited above. Although the paper does not refer to Farmington as a professional development school, the agreement covers many of the issues that arise in establishing and implementing a professional development school partnership.

2. An interesting feature of this partnership agreement is its provision for two levels of involvement for participating schools. Schools may elect to become professional development schools, with corresponding commitments, or they may choose to become a Learning Alliance Network School, with less precisely defined commitments. Drafters of the agreement caution that, while appropriate for the specified partnership, this agreement may not be suited to other settings.

CHAPTER 6

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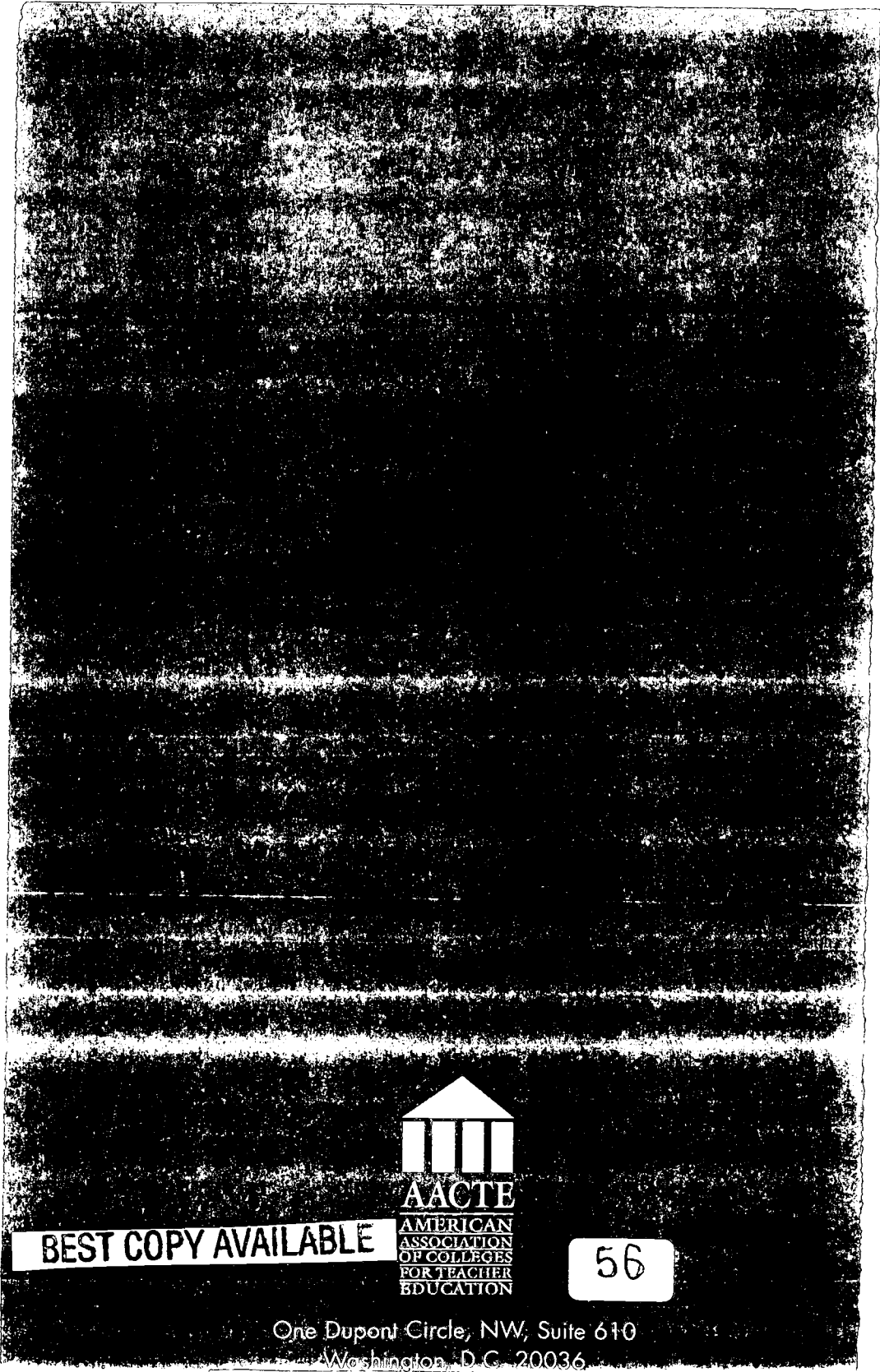
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