EDMUND G. BROWN JR., Governor

STATE OF CALIFORNIA

COMMISSION FOR TEACHER PREPARATION AND LICENSING

OFFICE OF THE EXECUTIVE SECRETARY

1020 O STREET

SACRAMENTO, CALIFORNIA 95814

(916) 445-0184

July 26, 1976

75-7633

TO: Deans and Chairmen, Departments of Education, and Other Interested Parties

FROM: Peter L. LoPresti, Executive Secretary

SUBJECT: Multi-State Consortium on Performance-Based Teacher Education Replaced by Council of States on Inservice Education

The Commission for Teacher Preparation and Licensing voted, at the March 1974 meeting, to accept the invitation to join the Multi-State Consortium. The prime goal of the consortium has been -

To improve the communication and dissemination of information about Teacher Education and Certification.

The Multi-State Consortium on Performance-Based Teacher Education has been effective in promoting an examination of performance education. In many ways, its work is near completion. For example, the communication and dissemination of information about performance-based teacher education is a goal that has nearly been fulfilled. More importantly, emerging priorities are creating a need and demand for different emphases in teacher education and within state agencies--specifically a focus on inservice aspects of teacher education. The present teacher surplus is causing a major shift from a focus on preservice preparation of teachers to an emphasis on the needs of inservice teachers.

The Board of the Multi-State Consortium proposed formation of the Council of States on Inservice Education because of the shift in focus from preservice to inservice and the consequent shifting in funding sources. Each of the thirteen states now participating in the Multi-State Consortium project have been invited to become members of the Council. The issues which the Council will begin to discuss include the following:

- The relationship between inservice education and certification.
- Problems of establishing the purpose and objectives of inservice education.
- The relationship of inservice education to institutions of higher education, state education agencies, local school districts, and professional groups.
- Who is (should be) responsible for inservice education --- selecting activities, choosing cites, offering instruction, and evaluating inservice education programs.

The Commission for Teacher Preparation and Licensing voted, at the May 1976 meeting, to continue to participate as a member of the Council of States on Inservice Education. The attached newsletter will be forthcoming on a monthly basis during the 1976-77 school year. If you wish additional copies, or that we add other names to the mailing list, please let me know.

Attachment

NCSIE
National Council of States on Inservice Education

INSERVICE

MAY 1976

SYRACUSE UNIVERSITY

SCHOOL OF EDUCATION /123 Huntington Hall / 150 Marshall Street / Syracuse, New York 13210 / 315-423-4167

ESTABLISH COUNCIL ON INSERVICE EDUCATION

by
Ted Andrews

A National Council of States on Inservice Education has been established through a contract awarded by Teacher Corps to Syracuse University. The Council consisting of 17 state education agencies was created in order to facilitate communications between state education agencies, Teacher Corps projects and networks, and the National Teacher Corps office.

Funded in January, 1976, the Council held its first organizational meeting in February.

William Smith, Director, Teacher Corps, met with the Council and noted, "We see the Council as a forum for the discussion of issues related to Teacher Corps, as well as issues more broadly related to pre- and inservice education."

Among the Council's activities will be publishing a newsletter (the newsletter you are now reading), developing models of collaborative interaction between state education agencies and Teacher Corps projects including their participating institutions of higher education, commissioning a series of monographs on issues related to inservice education, sponsoring a training workship for Council members, hosting a national conference on inservice education (tentatively planned for the fall of 1976), and establishing a center for the distribution of teacher education materials.

James Collins, Assistant Dean, School of Education, Syracuse University, is serving as the director of the Council.

Each of the 17-member states has assigned a representative to serve on the Council. The member states and their representatives are:

Dr. William Smith of Teacher Corps addressing the Council at the organizational meeting in Chicago.

New York,	Vincent C. Gazzetta (Chairman)
Arizona	*Donald M. Johnson*
California	*Peter L. LoPresti*
Colorado	*Otto G. Ruff*
Florida	*Joseph W. Crenshaw*
Kansas	*Mary Martin*
Kentucky	*Sydney Simandle*
Michigan	*Edward Pfau*
Minnesota	*William Allen*
New Jersey	*Fred A. Price*
Ohio	*Paul W. Hailey*
Oregon	*Richard S. Jones*
Pennsylvania	*Sam B. Craig, Jr.*
Texas	*Tom T. Walker*
Utah	*Roger C. Mouritsen*
Vermont	*Robert Vail*
Washington	*Lillian Cady*

STATEWIDE SURVEY WITH IMPLICATIONS FOR INSERVICE EDUCATION

by
J.P. Lutz
Associate for Teacher Education
State Education Department, Florida

District and university collaboration in staff development, career-long education for teachers and greater classroom teacher involvement in planning inservice programs have received general support in a statewide survey of Florida teachers, principals, superintendents, inservice directors, school board members and university faculty.

(Continued on Page 2)

Participating Members: Arizona, California, Colorado, Florida, Kansas, Kentucky, Michigan, Minnesota, New Jersey, New York, Ohio, Oregon, Pennsylvania, Texas, Utah, Vermont, Washington.

The National Council of States on Inservice Education of Syracuse University functions in cooperation with the National Teacher Corps

STATEWIDE SURVEY, (Cont'd)

(Continued from Page 1)

The survey was undertaken by the State Council for Teacher Education Centers, which was established to assist in development of policies to carry out the Teacher Education Center Act, passed by the 1973 Legislature.

Areas covered in the survey included:

Proficiency ratings of new teachers

Proficiency ratings of experienced teachers

Satisfaction with current field-based inservice programs

PROFICIENCY RATINGS OF NEW TEACHERS

There was general agreement among the groups surveyed concerning the four areas in which beginning teachers are most and least proficient.

Most Proficient —

Ability to use oral and written communication skills

Ability to develop and maintain a positive inter-personal relationship with other teachers.

Ability to develop and maintain a positive inter-personal relationship with students.

Mastery of basic every day mathematical skills

Least Proficient —

Familiarity with the kinds of special services provided by school systems, e.g., psychological services, guidance counselors.

Understanding when and how to discipline students.

Ability to diagnose and prescribe for individual student differences.

Ability to relate education theory to practice.

The most significant discrepancy among the ratings of the various groups occurred on questions dealing with the beginning teachers' mastery of content. While beginning teachers received high ratings on content mastery from most other groups, they gave themselves a relatively low rating on mastery of content.

In addition, college faculty and administration expressed much more concern for the beginning teachers' ability to work with different subcultures and minority groups than did other groups.

PROFICIENCY RATINGS OF EXPERIENCED TEACHERS

In contrast to the results for beginning teachers, there was no agreement among college personnel, principals, teachers, and others, on competency areas in which experienced teachers are most proficient. In other words, no group agreed on what it is that experienced teachers do best. There was, however, general agreement on the following areas in which experienced teachers (three or more years of experience) are least proficient:

Ability to work with different subcultures and minority groups.

Skill in helping each student develop a positive self-concept.

Ability to assess oneself and to evaluate one's performance.

Ability to stimulate self-directions in students.

It should be noted that these items are not the ones on which new teachers were most poorly rated.

Even though there was a high degree of agreement between ratings of classroom teachers across all areas of teaching proficiency, there was little agreement between ratings of teachers and the ratings of inservice coordinators, superintendents, school board members, secondary principals and college personnel.

SATISFACTION WITH INSERVICE PROGRAMS

An examination of the results revealed that college personnel and school administrators were most favorable in their opinions concerning current inservice programs, and teachers with three or more years experience were least favorable.

Specifically, approximately 80 percent of the teachers agreed that inservice training for improving basic skills generally has been available, but only 60 percent agreed that assistance to develop evaluation skills was provided and only 41 percent indicated that assistance with multi-cultural/multi-racial problem areas generally has been available.

Approximately 75 percent of all teachers indicated that inservice activities were of good quality, that personnel chosen to conduct inservice programs were knowledgeable and able to relate educational theory to practice, that materials and equipment were usually available and that they were usually informed of inservice activities.

Only 55 percent of the teachers, however, indicated that professional library resources were generally convenient and of sufficient quality. Approximately one-half indicated that release time is seldom provided, and 44 percent felt restrained from taking Master's degree work by the distance they must travel for required course work. A majority indicated an awareness of inservice activities in the district, but were generally unaware of the process by which an inservice activity may be set up. While these findings are specific to the State of Florida and not intended as valid generalizations, it is hoped they may be useful to other states planning inservice programs.

EDUCATIONAL REDESIGN AND RENEWAL FOR ELEMENTARY AND SECONDARY SCHOOLS

By Virginia L. Kunkle, Director
Division of Educational Redesign and Renewal
Ohio Department of Education

The Division of Educational Redesign and Renewal, the first state department inservice center in the nation, provides noncommercial material resources and consultation through a product-oriented, teacher-centered approach to staff development. The three areas coordinated by the division are the Ohio Right to Read effort, curriculum redesign and inservice education.

INSERVICE EDUCATION

In recognition of the range of diversity among the instructional needs and interests of teachers, staff development is being individualized through an innovative materials approach. Inservice packets which give concise information about a teaching method and suggestions for application are developed for teachers' independent use or for a teacher-leader to work with colleagues in a particular area of professional growth.

The goals which undergird this endeavor are:

To make available to each school a ready source of clear-cut instructional guidelines which will serve as a delivery system to effect learning gains for students.

To develop programmed inservice materials which will meet the teacher's identified instructional need.

To assist in institutionalizing diagnostic inservice through providing leadership in professional growth activities.

To develop inservice materials on teaching methodology which can apply to any textbook series or the existing supply of print materials used by schools.

In selecting areas for the preparation of inhand, stand-free inservice resources, the division staff conducts surveys and works with advisory committees representing all Ohio geographic areas and types of

positions, along with related professional organizations. During the preparatory stages of publication development, teacher panels evaluate the materials in terms of content, format and practicality of use. Teacher reaction is also gathered during field testing of inservice procedures in school or area conferences.

The first product of the division has been *The Teaching Teen Reading Series.* This nine-program packet is designed to be used by teachers of content subjects at the upper elementary, middle and high school levels.

The content deals with:

The assessment of Print Materials
Guidelines for the selection and assessment of print materials

The Assessment of Student Groups
Assistance in analyzing student groups as a basis for diagnostic instruction

Literal Comprehension in the Content Areas
Methods to assist students in reading for specific facts

Interpretive Comprehension in the Content Areas
Ways to help students gain meaning beyond the location of stated facts

Vocabulary Development in the Content Areas through Word Recognition Skills
Varied approaches to help students with word identification, discrimination and pronunciation

Vocabulary Development in the Content Areas through Word Meaning
Guidelines for teaching independence in vocabulary use

The Sequence of a Reading Lesson
Components of the instructional procedure for a directional reading lesson

Individualization in the Content Areas
Suggested teaching strategies for differentiating reading instruction

Uses of Reading-Study Skills
Assistance for teachers in motivating students to read for information, pleasure and enrichment.

The kit which contains the publications provides a display case which may become a part of the inservice materials center established in each school.

Additional Inservice Packets

In answer to a growing move toward *metric measurements,* inservice packets and filmstrips have been prepared for teachers, along with a brochure for parents. These materials deal with the history of measurement and an introduction to metric terms.

Answering the current critical need to provide *energy education* and to teach the *conservation ethic,* handbooks and visuals are being developed for primary, middle and secondary school teachers. These materials contain background information and teaching units.

Much work is being carried on in *citizenship education. A Guide for Mock Elections* has been distributed to all schools. In addition, three inservice packets dealing with decision-making are being prepared as guidelines for teaching political science at the elementary school level.

Another inservice packet is *The American Revolution Bicentennial Sourcebook for Ohio Schools.* This timely publication includes sections concerning heritage, festivals and horizons, the threefold bicentennial theme, both for the nation and Ohio, along with many teaching suggestions for involving all students in this great national celebration.

CURRICULUM DESIGN

A well-developed curricular system is the structure which firmly undergirds the learning process, the selection of learning materials, the application of differentiated teaching strategies, and the organizational means to give the learner the best access to knowledge.

While maintaining the best of current practice, realistic curriculum design must address new knowledge and skills which youth will need to live and work successfully in the still unknown dimensions of the 21st century. Hence, a sound curriculum must combine academic learning, self-development and social understanding.

As the staff works on curriculum design, the following general guidlines are paramount:

- Placing emphasis upon bringing meaning to learning by stressing the interrelationships of content.
- Tailoring the curriculum to provide for individualization. This means sequencing content to recognize all bands on the learning spectrum. Curriculum planning recognizes that there is no such thing as a group of standard students.
- Including evaluation in the initial work of program development to make evident the needs, interests and strengths in the educational offerings. Evaluation in curricular design is an ongoing endeavor involving staff, learners, parents and other community people.
- Expressing curriculum in ways which will lead the learner to inquire, investigate, think critically, and use knowledge to solve daily problems. Curriculum content is also related to multisensory multi-media means of learning.

Curriculum guidelines for kindergarten education are identified as the first area for development by the division staff.

THE RIGHT TO READ EFFORT

The Ohio Right to Read effort, the first organized state program in the United States, has been in existence since 1969. With the goal of eradicating illiteracy, the Right to Read effort includes awareness meetings, inservice education in needs assessment, and training conferences for Right to Read directors. The leadership training seminars, conducted by the division staff, have as their goals to equip the local directors to enlist school and community commitment to reading improvement and to plan and implement reading improvement action programs.

The staff of the division of Educational Redesign and Renewal, a service unit combining inservice education, the Right to Read effort and curriculum design, joins with elementary and secondary teachers and administrators in an ongoing professional growth effort to secure gains in learning for all of Ohio's children and youth.

TEACHERS TO LEARN NEW SKILLS AT INSTITUTES

New methodology and instructional practices for 1,345 Ohio teachers will be the focus of 29 summer teacher institutes established by the State Board of Education at its March meeting.

Superintendent of Public Instruction, Martin W. Essex noted, "Most attempts to develop structured inservice education for teachers have been too short, too general, and too fragmented to solve the real needs of individual teachers."

Under the direction of Assistant Superintendent Robert Bowers, the State Department of Education, in cooperation with various school districts and universities, has developed inservice plans to improve teacher proficiencies in specific instructional areas.

Each of the grants - coordinated by William Phillips, E.P.D.A. consultant in the State Department of Education - requires that the summer institute be associated directly with one or more school districts as a means of serving the practical needs of teachers.

Most of the 29 teacher institutes will be two weeks in length and provide preparation in such diverse areas as the teaching of reading, career education, effective classroom discipline, individualized instruction and tutoring of children with learning disabilities.

LEADERSHIP OF THE NATIONAL COUNCIL OF STATES ON INSERVICE EDUCATION

James F. Collins, Project Director

Executive Committee Members at a recent meeting in Washington. From left: Ted Andrews, Joe Kerns of Teacher Corps, Vincent Gazzetta, William Allen, Maryann Peifly, James Collins, Jay Lutz, Roger Mouritsen, Paul Hailey.

Vincent Gazzetta, Council Chairman

Ted Andrews, Program Coordinator

Editorial

The National Council of States on Inservice Education, in partnership with Syracuse University and with support from Teacher Corps, is pleased to have the opportunity to sponsor a newsletter on a topic of ever-increasing concern to all educators: inservice education.

This newsletter is dedicated to the improvement of the quality of educational programs at both the pre- and inservice level and the encouragement and analysis of collaborative efforts in teacher education. In accomplishing these objectives, we will open our pages to a variety of viewpoints on the major issues now facing educators. It is not our intention to endorse a narrow view of any educational issue but to help provide a national forum for many viewpoints.

During the first funding cycle for this Council, five newsletters will be published, approximately every two months following this first issue. Ten thousand copies of each newsletter will be circulated within the 17 member states, across Teacher Corps projects and networks, and also to a more limited but important national dissemination network.

We are interested in your reactions to the newsletter and would be most pleased to consider articles or announcements for publication in future issues. Items to be considered for publication should be submitted to Dr. James Collins, Director, National Council of States on Inservice Education, School of Education, Syracuse University, Syracuse, New York 13210.

AN OPEN LETTER TO THE DEAN RE INSERVICE EDUCATION

We are pleased to have the opportunity to print this "Open Letter" from William Drummond, University of Florida, Gainesville, Florida. Attempts to be responsive to the changing nature of inservice education are not likely to be easy, and this letter outlines both a rationale for and some steps that might be taken if colleges and universities are to become more responsive. Originally authored in January, 1975, we feel the ideas are still refreshing and appropriate for wider distribution.

Dear Dean:

There are three sets of circumstances which have led me to write this open letter to you about inservice education. First, a few influential State legislators apparently have concluded that there is now an oversupply of teachers in Florida, and that this oversupply should cause the College of Education to shift a significant portion of its resources from preservice preparation to inservice personnel development. It is rumored that these same legislators have become disenchanted with the State University System and assert that university faculties should focus more of their time and talents on the "real world" problems of the State. The press for the shift from preservice to inservice education, of course, has not been accompanied by either increased resources or a clearer concept of what inservice education is or ought to be. But irrespective of whether or not the pressure to change is justified, I am convinced that we as a faculty need to work closely with our colleagues in the local school administrations and professional organizations in order to develop a better definition of inservice education, and then share that definition with the rest of the University, the Board of Regents, the Commissioner of Education, and the Florida State Legislature. Unless we are clear about what can and should be done and how to do it, it will be difficult to convince the Legislature to provide the resources required.

Second, I am not sure if the people who are urging the shift of resources from preservice to inservice education are seriously interested in improving professional growth opportunities for teachers and other school personnel. Stating it another way, even if the College, the schools, and the professional organizations knew and agreed upon what was to be accomplished, I am not sure if (a) the University System would facilitate our involvement, (b) the school boards would or could support the involvement of teachers, or (c) professional organizations would support inservice education as an integral part of a negotiated master contract. I suspect that some legislators are much more interested in reducing expenditures for education than they are in helping teachers be more competent. If we wish to use this situation to bring about change, obviously we will need to be more candid with our colleagues in the schools and professional organizations, and they with us.

Third, I don't know how best to place the topic of inservice education on the agenda of the faculty. We don't seem to have a vehicle for college - wide discussions about ourselves and the future. Each of the departments and divisions seems to be contemplating, or is involved in, change. The contemplation of further change, of reduced funding, of eventual declining enrollments, and other pressing problems, may deter us from seeing the positive possibilities of shifting some of our resources to inservice education. Change can be stimulating and growth producing, but it won't be unless our own morale becomes higher than it is now. It seems to me that we need to communicate and share our aspirations about inservice education and then develop some achievable, short-range goals to rally round.

My purpose in writing this letter is to stimulate thinking about inservice education on and off the campus. Before the letter is finished I will: (1) discuss how inservice education may be viewed or conceptualized, (2) review the kinds of inservice education activities which seem to be effective, (3) speculate on what the College might do if it is to play an effective role in inservice education, (4) identify some of the constraints which prevent or restrict the college from assuming an important role, (5) summarize in general terms where I think we are vs. where I think we ought to be, and (6) propose a beginning, tentative set of suggestions which could move us from where we are to where we want to be. Althought I accept full responsibility for the ideas presented herein, you and other readers should remember that most of the good ideas were borrowed; therefore, I have included a short bibliography.

Conceptualizing Inservice Education

In thinking about inservice education there are a number of questions which should be asked: Who are the clients of inservice education, i.e., who benefits from inservice education? How do (can) clients communicate their needs and wants regarding inservice education? On what bases will clients judge the success of inservice activities? How will clients be rewarded for participation? What activities will be viewed as inservice education?

Traditionally, the individual teacher or principal has been considered the client of an inservice program. Seldom has the school building faculty as whole, or the school system as a total organization, been viewed as a client. Neither, have the college faculty member or the college faculty as a whole been considered part of the client system. But if the work of the school is to be substantially improved, then all who benefit directly from an inservice program should be included in the client system. There is justification for the assertion by teachers that the conditions of work in school (student load, psychological climate, materials available, etc.) are related to teaching effectiveness. These conditions, however are traditionally "out of bounds" to the inservice program.

Parenthetically, many do not realize that our cultural traditions support the view that investment in people is a mild form of corruption. The logic goes like this: If a person becomes more skillful or knowledgeable in his occupation as a result of training, he or she should personally pay for it. Conversely, if the organization pays for personnel development, only the organization should benefit. Attempts we have made at getting clear figures on how much private industry invests in personnel training has led us to this contention. Companies can invest in capital goods and include the details of such purchases in their reports to their stockholders, but training expenses are seldom reported. Instead, investments in personnel are included under such categories as product development or sales. This makes for an interesting cultural dilemma: a belief in education as a basic means for societal improvement; but at the same time a belief that expending public or corporate funds for the education of the working individual is inappropriate. This may be a reason why school boards and boards of regents are hesitant about investing in inservice education for their employees.

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AN OPEN LETTER TO THE DEAN RE INSERVICE EDUCATION (Cont'd)

(from Page 5)

It behooves those of us in education, therefore, to help the public and our governing bodies recognize that inservice education is legitimate, and that funds should be invested in both organizational and individual development.

I believe that the ways available to us for communicating individual needs in teacher education have to be improved. I know in my own case, given a reasonably secure and supportive psychological climate, it is still hard for me to tell someone about what my real needs are. This may be because I don't know what my real needs are, or perhaps because I don't get timely and appropriate feedback on my work, or because I don't attend to the feedback that I get. Perhaps, more accurately, I'm not used to talking about *my* needs, and I'm very hesitant to share much of myself with someone who might or might not help me. My needs, therefore, tend not to be communicated unless there is some external reason or some personal crisis. My guess is that my reluctance to communicate needs is a condition widely shared in the teaching profession. If so, our success in improving inservice education may be dependent, to a large extent, upon our ability to create new forms and norms for communicating needs. But until we are able to develop better ways of communicating individual needs, we should focus our energies on "wants," taking for granted that what members of the client system say they want, will indeed help them in meeting their personal and professional needs. Given our difficulty in communicating needs, it seems inevitable that the success of inservice programs will be judged on the basis of client satisfaction, that is, on whether the services wanted by the various individuals and interest groups in the client system are effectively provided.

Inservice education is becoming a collaborative venture, that is, an activity carried forward by sovereign agents, viewed as equals, coming together to achieve mutually agreed upon ends, ends they could not achieve alone. As inservice education becomes more collaborative, and as power to make decisions about inservice education becomes shared with professional organizations, both the management of inservice education and the activities included within it will change. A wider range of opportunities to serve and to be served should occur as everyone becomes able to conduct and to participate in inservice activities.

Effective Inservice Activities

Gordon Lawrence has just completed a monograph entitled "Patterns of Effective Inservice Education" for the Florida Department of Education. Several of his important findings are quoted:

- "Teacher attitudes are more likely to be influenced in school-based than in college-based inservice programs."
- "School-based programs in which teachers participate as helpers to each other and planners of inservice activities tend to have greater success in accomplishing their objectives than do programs which are conducted by college or other outside personnel without the assistance of teachers."
- "School-based inservice programs that emphasize self-instruction by teachers have a strong record of effectiveness."
- "Inservice education programs that have differentiated training experiences for different teachers (that is, 'individualized') are more likely to accomplish their objectives than are programs that have common activities for all participants."
- "Inservice education programs that place the teacher in active roles (constructing and generating materials, ideas and behavior) are more likely to accomplish their objectives than are programs that place the teacher in a receptive role (accepting ideas and behavior prescriptions not of his or her own making)."
- "Inservice education programs that emphasize demonstrations, supervised trials and feedback are more likely to accomplish their goals than are programs in which the teachers are expected to store up ideas and behavior prescriptions for a future time."
- "Inservice education programs in which teachers share and provide mutual assistance to each other are more likely to accomplish their objectives than are programs in which each teacher does separate work."
- "Teachers are more likely to benefit from inservice education activities that are linked to a general effort of the school than they are from 'single-shot' programs that are not part of a general staff development plan."
- "Teachers are more likely to benefit from inservice programs in which they can choose goals and activities for themselves, as contrasted with programs in which the goals and activities are preplanned."
- "Self-initiated and self-directed training are seldom used in inservice education programs, but this pattern is associated with successful accomplishment of program goals."

There are other important findings in Dr. Lawrence's summary, but these are sufficient to suggest some revision in the way the College looks at inservice education.

The Work of the College in Inservice Education

One may speculate on how the resources of the College should be used to improve inservice education (ultimately to improve the way adults work with children and youth in schools). We could:

1. Work to establish formal agreements with a number of schools for joint development. Members of the faculties could exchange aspirations, constraints, ideas and services, developing means for interinstitutional improvement.
2. Provide personnel to schools who would work individually with teachers and principals at the school site on a regularly scheduled basis.
3. Instead of offering open workshops, offer workshops at school sites using resources in the building augmented with behind-the-scenes university help.
4. Design and provide training experiences to enhance and make more effective committee work in both the college and the schools. Participatory management bogs down unless communication skills are good and meetings are efficient.
5. Work with a limited number of schools on building-level comprehensive planning using the PACT Approach (See DeNovellis and Lewis, *Schools Become Accountable, A PACT Approach,* ASCD, 1974).
6. Organize a school service center to provide consultant, research, and evaluation services to buildings, school systems, or ourselves on a continuing basis.
7. Help design and field test inservice materials to meet previously identified needs.
8. Conduct developmental research on ways to improve the communication of individual teacher, principal or professor needs.
9. Provide technical assistance to school faculties to conduct inservice needs assessment based upon an inductive, child-study approach.
10. Conduct basic research on learning in and out of school, not unlike the agricultural experimental station model.

Constraints which Restrict the College

There are a number of constraints on the College of Education and individual faculty members which make it difficult for them to respond to the needs of educational personnel working in the schools:

1. The work measurement units currently being used for generating faculty resources in the colleges of arts and sciences are being used to generate faculty resources for inservice work in education. A shift in mission (from preservice to inservice teacher education) requires a change in both work measurement and funding arrangements. For example, if the work of agricultural extension agents were dependent upon student credit hours generated by the number of farmers and ranchers who attended formal inservice classes, the extension service would be abandoned. Service to persons on the job requires continuing individual, informal contact. It seems to me that each of the professional colleges has unique demands placed upon it by the nature of its service to the citizens of the State. Their work in improving professional services in the field should be funded separately and programmatically.

2. There is a basic inconsistency between the administration and management policies advocated for elementary and secondary education and those being practiced in higher education (between the Division of Elementary and Secondary Education and the Board of Regents). The Legislature and the State Board of Education have indicated that comprehensive planning and resource utilization in the lower schools shall be decentralized so that principals in the various county school systems can exercise more leadership and management control. On the other hand, actions taken in recent years by the Board of Regents and the President of our University apparently have reduced the management control of the deans of the various colleges. The members of the Legislature wonder why colleges of education do not respond to the changing needs of the State when, in fact, colleges are given less and less flexibility and hence less opportunity to respond. As you are well aware, even using outmoded work measurement units, the College of Education receives through the University only approximately 80 per cent of the resources it generates. However, irrespective of how adequate or inadequate the funds are, it is inappropriate to expect middle management to be flexible and creative in any organization, if authority and responsibility over resources are not delegated to it.

3. The reward system of the College and the University does not support service to the State. In the College of Education it is widely recognized by the faculty that merit salary increases, promotion and tenure are governed by traditional departmental norms and college-wide policies derived from university norms. These norms, in the tradition of arts and sciences faculties, value scholarship as measured by published writing and on teaching however measured. Service to the citizens of the State or for unpublished research are not so valued. The faculty member in education who devotes most of his/her time to inservice work usually cannot maintain adequate contact with his/her colleagues on the campus - the very colleagues who will vote on promotion and tenure. Thus, the bright, young faculty member perhaps most able to serve the inservice needs of personnel in the schools soon learns not to serve the schools if he or she want to receive the rewards of the College and the University.

4. Obviously inservice work in the schools increases time and travel costs. It may be possible to use the extension agent model (from agriculture) to furnish university services in inservice settings. Even so, travel to and from the university and to and from the schools being served will have to be supported. The amount of money the College now receives for travel precludes any real expansion of services to schools.

5. Teacher education centers are being financed without incentives, with funds flowing almost exclusively through county boards of education. This neither encourages major school districts to establish centers, nor colleges to make major commitments to them. If some of the funds for teacher centers were provided through the State University System (programmatically ear-marked) and the remainder through the county school system, and if these funds could not be spent without the concurrence of both the college and the school system, *and* local teacher education center councils, collaboration in inservice programs could and would occur. The point is that it is unlikely that the teacher education center will serve as a coordinating agency for either preservice or inservice education unless there are financial incentives for the institutions and organizations who should participate.

6. The University schedule and calendar do not fit the public school schedule or calendar. Faculty members of the College are usually unavailable for pre-opening-of-school conferences or workshops. Preservice student teachers normally do not participate in the organization of classes in the Fall. Summer offerings usually are not designed by or developed for school building faculties.

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Members of the National Council of States at the organizational meeting in Chicago, February, 1976.

INSERVICE EDUCATION A COST EFFECTIVE PROSPECTUS

by
Donald F. Enos
University of Texas
Austin, Texas

A combination of many factors including a growing supply of certificated teachers and administrators, major increases in salaries resulting from collective bargaining, and demands for educational accountability have sparked a recent emphasis on the training of individuals entering and currently practicing in the teaching profession. There is evidence in every part of this country that the cries of inadequate preparation are being responded to in a number of ways, not the least of which is the movement toward competency-based teacher education (CBTE). However, if the ultimate aim of educators is the improvement of programs for students then the situation requires a reexamination of the total training procedure, including the continuing education of the inservice teacher.

Inservice education means many things to many people. However, for the purpose of this discussion, the term inservice education will be defined as the means by which the professional competence of the individual can be increased.

There is no question as to the renewed emphasis on inservice education. Educators from individual classrooms to the U.S. Office of Education have recognized the crucial need for more effective continued training. However, inservice education is poorly financed in most, if not all, states and there is little evidence that ample resources will become available to enable educators to organize and support extensive inservice training programs. Therefore, policy-makers and administrators at all levels, as well as educators in the field must be able to obtain the most efficient training at the best possible cost-benefit per individual.

Dwight Allen, Herbert Thelen, Ralph Tyler and others have expressed their concerns about the content of inservice education. Several of these concerns are: (1) the continued development of content knowledge; (2) the development of additional behavioral/teaching skills; and (3) the development of personality building skills for the individuals. If we assume these skills are important for inservice education, then the means by which to achieve these skills become the topic for discussion. CBTE is one method, but is it cost-effective?

Recently a one and one-half year study comparing the cost and effectiveness of a CBTE program versus a non-CBTE program in the preparation of elementary school teachers was completed. Seventy-three student-teachers were included in the sample. They were graduates registered in a fifth year elementary education credential program at San Diego State University in California. In addition to the student-teachers the sample consisted of: (1) 15 university professors; (2) 8 instructional supervisors; and (3) 4,267 elementary school children in kindergarten through grade 8 in nine California school districts.

Six null hypotheses were tested. They were: (1) the student's knowledge based on program objectives and course work; (2) verbal interaction in the classroom; (3) individualized instruction; (4) the children's perception of the teachers' performance; (5) cost of a CBTE program vs. cost of a Non-CBTE program; and (6) the cost-effectiveness programs.

All six null hypotheses resulted in significant differences from .01 to .001 in favor of the CBTE method (Note Table). In addition, six performance benefits were identified favoring the CBTE program. They were: (1) greater student knowledge obtained from course work; (2) provided better opportunities for individualized instruction; (3) the fostering of self-concept in the children; (4) development of rapport; (5) less unreasonable negativism; and (6) better interactional competence.

These six benefits, for the CBTE program, were computed to be worth $15,971 per student. They were obtained at a cost of $4,877 per student which resulted in a cost-effective figure of $11,044 per student per year.

The cost-effectiveness figure is very conservative as all research, development, implementation, and annual operating costs for a five year period (1971-1975) were assessed against the CBTE program in the analysis.

The total cost on a one year per student basis was also calculated. The CBTE program cost $280 more per student per year than the non-CBTE program. However, this figure is misleading because of all the costs assessed against the CBTE program for the five-year period. All research, development, and implementation costs will not reoccur. As a result, the $280 difference will diminish to $0 and the CBTE program still provides an additional $15,971 in benefits per student.

If we assume that individuals such as Allen, Thelen, and Tyler are correct in their concerns about the content for inservice education then a competency-based methodology must be seriously considered.

Even though this particular study was conducted utilizing preservice teachers, the basic concepts and strategies can be applied to teacher centers or other designs to increase the professional competence of the inservice teacher.

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Council Members at work in Chicago.

OHIO SURVEYS INSERVICE EDUCATION

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The State of Ohio provides little or no money, law, or policy which would encourage inservice education in school systems or colleges of education. The College of Education is convinced that the time is ripe to improve that picture in Ohio. Professional associations, such as the Ohio Education Association, are advocating money and policies which would provide rewarding staff and program development opportunities. The State Department of Education is actively pursuing the improvement of inservice education.

Colleges of education and university graduate schools are more willing than ever to link their professional expertise and academic credit with the demands for inservice education. Decreasing enrollments in colleges of education have increased financial problems, and this factor reinforces higher education's willingness to cooperate. Citizens all over Ohio are increasingly vocal and active in their efforts to improve the quality of teachers, administrators, and professors.

Recently, the College of Education at Ohio State has focused on improving its ability to meet the growing demand for inservice education. Several important understandings have emerged from this effort:

1. The client can control the nature of the inservice education if he or she controls the money spent for such programs;
2. Financial and credit categories for inservice education must be built into the accounting systems of school systems and colleges;
3. The state must mandate inservice education by linking program requests to money and professional certification.

If Ohio were to want more successful inservice education, how would the three factors be activated? In order to begin building answers to this question, we decided to find out what other states are doing and report this in a position paper.

Data came from two sources in each of 26 states - the State Department of Education and the State Legislature. We requested the following information:

"Would it be possible for you to assist us in gaining information about teacher inservice education in your state? We are specifically interested in receiving copies of (1) adopted legislation and/or bill analyses, (2) state agency policies and/or project descriptions, and (3) research, evaluation, or other documents pertinent to inservice education."

In order to make some comparative sense out of the answers, we assembled the data under nine different categories:

1. Legislative involvement.
2. Who controls?
3. What counts?
4. What are the incentives?
5. Source of funding
6. Who participates?
7. Who initiates?
8. Who evaluates?
9. Is there specific program direction?

LEGISLATIVE INVOLVEMENT

Ten states have legislated a direct mandate for inservice education. Six have permissive legislation and 10 have no legislation. In two of these 10, legislation is pending.

WHO CONTROLS?

Most emerging state policy attempts to establish some kind of quality control on inservice education - especially if state or national funds are used. There are state departments and/or board of education guidelines in 23 states; all states with mandated or permissive legislation had guidelines. In 17, state approval was necessary. State department control is not necessary in three states with mandated legislation - Texas, West Virginia, and Wisconsin. In the latter, local committees control, while in West Virginia the local administration decides. Both local groups are used in Texas.

Special state committees, rather than state department personnel decide in seven states: Louisiana, Florida, Massachusetts, Minnesota, Texas, Vermont, and Washington. These committees share their decision making with local committees in all except Louisiana. Teacher associations and lay citizens are often represented on these committees at both the state and local level.

WHAT COUNTS?

Another way to ask this question would be, "Are records kept of individual involvement in inservice education?" Historically, the accounting mechanism has been academic credit as shown on an official university transcript. This is still evident in 18 states. Noncollege credit workshops are approved and records kept in 17 states; the continuing education unit is one alternative being tried in several.

WHAT ARE THE INCENTIVES?

There are at least two kinds of incentives: individual and organizational. At the individual level we looked for three specific types; required in order to renew certification; direct cash stipend; and credit on salary schedule. Inservice is linked directly with certification in 20 states. Stipends are authorized in only one state - West Virigina. Salary schedule credit is evident in only five states.

It is our guess that both stipends and salary schedule credit are used in all states; however, the control is at the local level. Legislatures will not mandate stipends because the total cost to the state would seem astronomical. Public sentiment wants inservice education, but is not yet willing to pay people to improve themselves.

(Continued on Page 12)

Teacher-Center Teachers To Meet In Washington, D.C.

Educators who are involved in teacher centers will meet on May 24-26 in Washington, D.C. to share information, ideas, and techniques about running teacher centers. This National Institute on Teacher Centers will feature informaion and experience-sharing sessions on the topics the practitioners rated of most interest to them in a survey conducted in January. Presentations, workshops, seminars, and rap sessions on funds and resources, governance, administration and operation of centers, setting up a teacher center, research and evaluation, program development, involving teachers, and inservice education are the primary focus of the formal program offerings. Time and procedures are structured in the program to allow ad hoc sessions to develop on topics that are of special interest to the participants. Recommended resource people and resource materials will be available for the classroom teachers, teacher center personnel and others to use for specific problem solving.

Beginning Sunday evening, May 23, interested centers-teachers-personnel will share their displays and expertise in a County Fair exhibition. The Institute continues through noon on Wednesday, May 26, with optional field trips and workshops scheduled for Wednesday afternoon. The conference will be staged at the Hyatt Regency Hotel in Washington.

AN OPEN LETTER TO THE DEAN RE INSERVICE EDUCATION (Cont'd)

(Continued from Page 7)

7. The facilities of the College of Education are not suitable for inservice activities, either functionally or aesthetically. Those of us who work with citizens, teachers or administrators, try to avoid meeting in Norman Hall whenever possible.

8. A major constraint in any change is social inertia. People don't like to change unless they see the chance for personal reward or satisfaction to occur in the near future. The reward does not always have to be in money or convenience but it usually includes job satisfaction, peer recognition and administrative support. Most people, respond more predictably to reward and encouragement than to negative threats or punitive personnel actions. Thus, if faculty energies are to be redirected from preservice to inservice activities, positive steps need to be taken by you, the College, the University, the Board of Regents, the State Board of Education and the Legislature.

Summary of the Changes Involved

In trying to pull together complex ideas, I have found it useful to organize "from-to" charts showing in summary form the general intentions of changes worth contemplating. Such a chart follows:

FROM WHERE WE ARE OR HAVE BEEN	TO WHERE WE OUGHT TO BE
Inservice activities offered in the form of courses or one-shot topic workshops	Inservice activities focused on a priority problem with work continuing on it until some resolution occurs
Inservice activities offered on the campus after school hours	Inservice activities offered where it can best be done during school hours
Viewing inservice and career development as solely an individual's responsibility	Viewing inservice and career development as both an individual and a collegial responsibility
Viewing the individual as the client of inservice work	Viewing the individual and the organization in which he/she works as clients
Relying primarily on well-known personalities ("stars") as experts	Relying on one another in the organization as helpers
Inservice programs requiring all participants to do the same things	Inservice programs capitalizing on individual interests, talents, desires and needs
Instructional improvement viewed as an administrative concern and responsibility	Instructional improvement seen as a professional concern and responsibility
Viewing the college of education solely as a function of the university	Viewing the college of education as the training arm of the profession housed at the university
Inservice activities funded solely through the school systems and controlled by the school systems	Inservice activities funded through the university and the school systems but controlled by the profession
Funds provided to the college of education based on student credit hours	Funds provided to the college based on program planning and budgeting
Centralized management policies in the State University System (SUS) inconsistent with the lower schools	Decentralized management policies in the SUS consistent with the lower schools
Faculty merit primarily focused on publications	Faculty merit focused on service to the profession including publications
Adequate funds for travel to schools not included in the college budget	Adequate funds included in the college budget for travel to and from the schools being served
College faculty not viewed as a regular part of the local school team	Assigned college faculty who work regularly in and with a school building faculty
Inservice viewed as a need for school district faculties only	Inservice viewed as a joint need of college of education and school district faculties
Inservice activities based primarily on extrinsic rewards	Inservice activities based on intrinsic rewards
College of Education and public school calendars and schedules unrelated and in conflict	College of Education and public school calendars planned together
Few facilities in the College of Education suitable for inservice workshops or conferences	Attractive new facilities suitable for informal and creative workshops and conferences

A Tentative Set of Suggestions

What immediate steps should be taken to clarify the role of the College of Education in inservice education? Here are a few suggestions:

1. Work with colleagues from local schools identified by both school boards or school administrators and by professional organizations in defining or conceptualizing inservice education. If a common definition can be reached jointly, supported by the profession generally, we will have the beginnings of a professional/political base for our efforts.

2. Organize and devote a faculty day to the discussion of the inservice concept. Attempt to develop during that day some concensus about how much or many of our resources should be shifted to inservice education. An outside facilitator might be used to help us get this done.

3. You and a committee of the faculty might explore with the President of the University and the new Chancellor of the State University System what can be done about shifting resources without new legislation.

4. You and the deans of all the colleges of education in the State University System might work with the staff of the Board of Regents in developing, with the appropriate legislative leaders, new legislation which will support a new or revised inservice role for the colleges.

5. You might suggest to the commissioner that a small joint committee on inservice education be formed among elementary, secondary, community college, vocational, administration, and university personnel to study ways to improve educational services to the teaching profession.

As you can see, I am suggesting that we as a College of Education faculty recognize that the political base for the support of the work we do rests with the education profession, broadly defined (teachers, administrators, special service personnel, college teachers, deans, DOE personnel), rather than with our colleagues in the College of Arts and Sciences. As a professional college we are housed on a university campus; we carry on many traditional university functions; we must, therefore, conform to university rules and regulations. But our political power, our ability to get our fair share of resources, is dependent upon our clients: the teaching profession. As professional organizations become more powerful through collective action, professional colleges should become more important and more influential.

A final word: I certainly don't know how much or many of the resources of the college can or should be shifted from preservice to inservice personnel development. My personal inclination is to say that relative to other pressing needs, few resources probably should be moved. But these kinds of decisions need to be made with our colleagues in the field - not for them. If we can't provide the services which are needed or wanted, we can at least be clear to our colleagues in the profession, to the State University System, and to the Legislature what we can do with the resources we have available to us.

Although we may be facing a serious economic depression, I believe we can use the problems of the times positively if we are open to change and are clear about our priorities.

Sincerely,

William H. Drummond
Professor of Education

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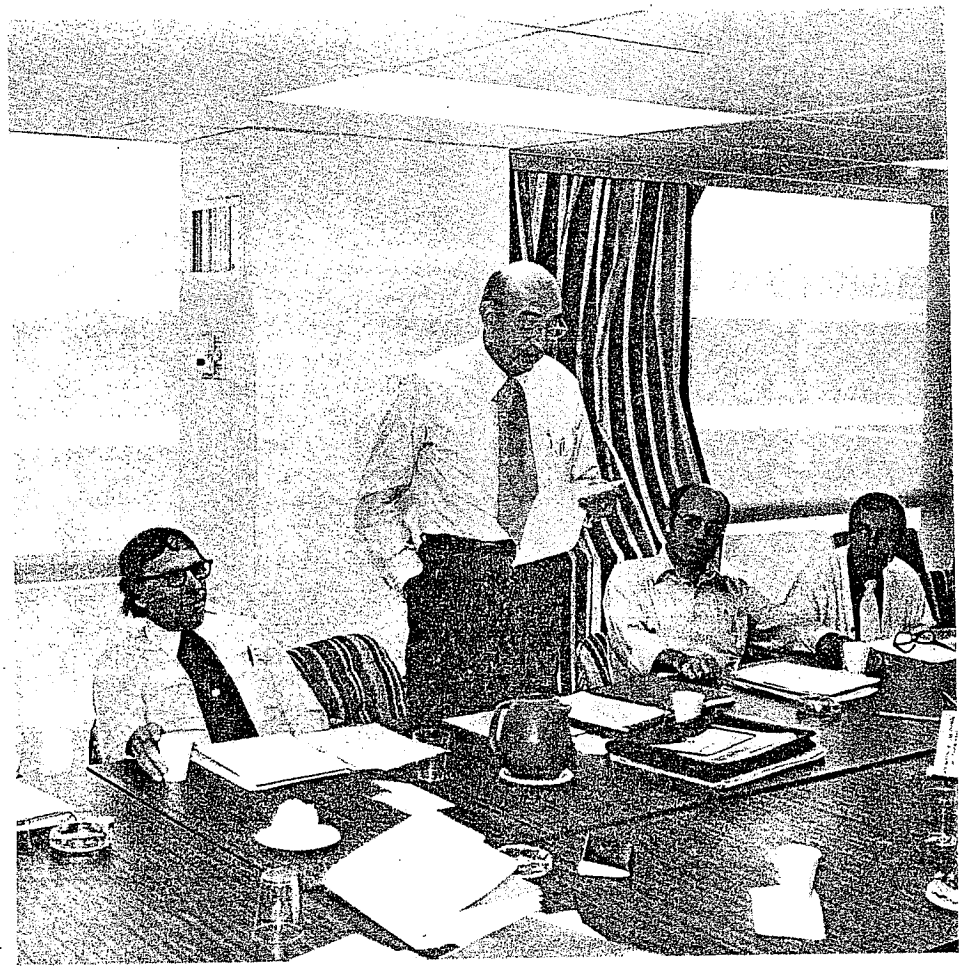

Dr. Otto Ruff of Colorado addressing the Council in Chicago.

OHIO SURVEYS, (Cont'd)

(Continued from Page 9)

At the organizational level, we looked for dollar and program support to the school district. The picture is not clear here; Louisiana, New Hampshire, North Carolina, West Virginia, Virginia, and Florida offered dollar and/or program support. An interesting trend is that employers in Minnesota, New Hampshire, Texas, Washington, West Virginia, Florida, and Michigan require inservice education as part of a working contract. In all except Washington, this is in addition to the certification requirement.

SOURCE OF FUNDING

There is evidence of special state funding in nine states: Georgia, Louisiana, New Hampshire, North Carolina, South Dakota, Virginia, West Virginia, Alabama, and Florida. The information was unclear about federal and foundation support.

WHO PARTICIPATES?

The primary audience in 21 states is public school teachers. Administrators are mentioned in 11, classified personnel in three, and nonpublic school personnel in two.

WHO INITIATES?

Programs are generated by groups, but individuals decide whether they will participate. Most states encourage local over state or intermediate level initiation. School administration (9) or local committees (7) are the local initiators.

WHO EVALUATES?

The group most likely to have the evaluation responsibility is the state department of education (12) and, in four states, they share with a state committee. Local committees participate in five and local administrators in three states.

PROGRAM DIRECTION

Ten states name general and four list specific categories.

Two other factors emerged from our analysis: (1) Potential participants should include all employees in schools and colleges. Parents and others close to students could well be included. (2) Guidelines, record keeping, and assessment should be conceptualized and monitored by special committees including teacher organizations, citizens, school administrators, and state departments of education personnel.

This paper is a beginning attempt to identify the factors which are necessary and sufficient for a successful state-mandated inservice education program. Hopefully, it will serve as a stimulant for discussion and legislative action in all states.

NATIONAL COUNCIL OF STATES ON INSERVICE EDUCATION

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