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ABSTRACT

Since the mid 1980s, several groups including the Carnegie Forum, the Holmes Group, and the Center for Educational Renewal have conducted investigations and published reports and proposals on improving the quality of teacher education programs. This paper analyzes the various proposals and contends that current or recommended teacher education frameworks (respectively named traditional and prevalent) will not produce the desired results without restructuring the governance of teacher preparation. Among the conditions in prevailing governance structures that are analyzed are the following: state legislative bodies maintain autonomous regulation of teacher licensure criteria; roles, responsibilities, and qualifications of faculty and administrators of Departments of Education remain unregulated by the teaching profession; and several key actors responsible for preparing preservice teachers are left without representation or voting powers. Proposals which address these weaknesses are offered, including recommendations that professionals who implement decisions would also make them and that all key actors, including preservice teachers, who are directly involved in teacher education programs would vote on decisions. To accomplish these purposes, it is proposed that the responsibilities of the National Board for Professional Teaching Standards and of Centers of Pedagogy (as proposed by the Holmes Group) be extended. Three figures provide a visual representation of traditional, prevalent, and strengthened preservice teacher education governance structures. (Contains 28 references.) (LL)

Restructuring Preservice Teacher Education Governance: Beyond Collaborative Efforts

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Abstract

Pervading weaknesses of Traditional and Prevalent teacher education governances were analyzed. For example, state legislative bodies maintain autonomous regulation of state teacher licensure criteria. Furthermore, the roles, responsibilities, and qualifications of the faculty and administrators of Departments of Education, Arts, and Sciences remain unregulated by the teaching profession (which includes teachers of higher education). Last, several key actors responsible for preparing preservice teachers are left without representation and/or voting powers. Then a Strengthened governance was proposed and discussed which attempts to eradicate these weaknesses and inspire further analysis of the Traditional and Prevalent preservice teacher education governances.

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Introduction

During the mid 1980s, a variety of investigations, reports, and recommendations were made which called for restructuring teacher education. For example, in 1983 a group of education deans sought ways to improve teacher education programs in research oriented universities--such as their own. With the assistance of former U.S. Secretary of Education Terrel Bell and concerned foundations, this group emerged as the Holmes Group. After fifteen months of study and deliberation, the Holmes Group published specific goals in the book Tomorrow's Teachers. These goals laid the groundwork for further research, seminars, and conversations among university, secondary, and elementary teachers and administrators as well as business, state government, and national education policy representatives. The result of these efforts culminated in the 1990 book entitled Tomorrow's Schools. Currently, the Holmes Group represents nearly 100 U.S. research universities.

Meanwhile, in 1984 the American Association of Colleges for Teacher Education (AACTE) established the National Commission for Excellence in Teacher Education. This Commission was formed to respond to calls for education reform recommendations published in A Nation at Risk (National Commission on Excellence in Education, 1983). Funded by a grant from the former U.S. Secretary of Education Terrel Bell, this Commission, "met three times, conducted five two-day hearings across the country, solicited 30 research papers from educational experts, and reviewed the testimony of more than 70 witnesses" (AACTE, 1985, p. vii). Their conclusions were published in 1985 and entitled "A Call for Change in Teacher Education."

Similarly, in January 1985, the Carnegie Corporation of New York established a Forum of Education and the Economy. A fourteen-member Task Force of leaders among businesses, teacher associations, education deans, legislators, and reporters were appointed to "draw America's attention to the link between economic growth and the skills and abilities of the people who

contribute to that growth, and to help develop education policies to meet the economic challenges ahead" (p. iii). In 1986, A Nation Prepared: Teachers for the 21st Century was published to report the Task Force's findings and recommendations.

Two books were published in 1990 by the Center for Educational Renewal of the University of Washington. These books represent the culmination of a five-year study (1983-1987) in which the researchers, lead by John Goodlad, sought to (a) learn "about the conditions and circumstances for educating educators" (Goodlad, 1990c, p. 28), (b) inquire "into the education of professionals in several fields to learn whatever might be applied usefully to teacher education" (1990c, p. 28), and (c) renew "schools and the education of those who work in them through the development of school/university partnerships" (Goodlad, 1990b, p. 698). The researchers "selected eight states, one in each major census region: California, Colorado, Georgia, Illinois, Iowa, Massachusetts, Oklahoma, and Pennsylvania. These states account for 30% of the nation's population" (Goodlad, 1990b, p. 700). Then, they selected institutions in these states that were representative of six categories: minority, private, public, suburban, rural, and urban. In total, 29 institutions were selected.

> Of the final twenty-nine [institutions], twenty were accredited by the National Council for Accreditation of Teacher Education, twenty-two were members of the American Association of Colleges for Teacher Education, and seven belonged to the Holmes Group. The smallest enrolled slightly over 900 students; the largest, more than 35,000. (Goodlad, 1990c, pp. 36-37)

The data collected included "questionnaires filled out by thousands of future teachers near the end of their preparation programs and by a broad sample of faculty members" (1990c, p. xii), observation notes during site visits, case histories of teacher education institutions, and over 1,800 hours of interviews with "presidents, provosts, deans, faculty members, students, and selected individuals in nearby school districts" (1990c, p. xii).

These various groups (The National Commission for Excellence for Teacher Education, see AACTE, 1985; the Carnegie Forum, 1986; the Holmes Group, 1986, 1990; and the Center for Educational Renewal, see Goodlad, 1990a, b, c, and Goodlad, Soder, & Sirotnik, 1990) explore a variety of issues related to general education and teacher education. For example, they each

discuss the need for the American population to be well-educated in order to propagate a functional democracy, compete in a world market, and face the challenges of the future. They consider an exceptional teaching force to be a central ingredient for providing this essential and high calibre education. In turn, these groups point out that because teachers are prepared through teacher education programs, it is critical that these programs are built on quality structures. Thus, these groups agree upon the need for promoting quality teacher preparation. Yet, they propose a variety of ways to meet this need.

Though these various proposals attempt to eradicate weaknesses in the current teacher preparation system, I contend that they will fall short. My argument is based upon analyses of the proposals—which neglect to alter the current governance of teacher preparation. In other words, I propose that neither the current or recommended teacher education frameworks (henceforth respectively named Traditional and Prevalent) will produce the desired results without provisions for restructuring the governance of preservice teacher education. In this paper, I seek to (a) analyze the governance weaknesses that pervade both the Traditional and Prevalent structures, (b) propose a governance which addresses these weaknesses, and (c) discuss the viability of the proposed governance. My goal is to inspire further analysis of the governance of preservice teacher education as traditionally employed and currently proposed by Professional Development Schools, Centers of Pedagogy, and the National Board of Professional Teaching Standards.

Prerequisite to my discussion is a clear delineation of my topic. First, the restructuring of preservice teacher education (PTE) is not an isolated issue, and it is difficult to isolate PTE from the profession of teaching. However, for the purposes of this paper, I attempt to maintain a focus on PTE and mention the teaching profession only when it enhances an understanding of PTE. Thus, the myriad of topics that swarm around the restructuring of education and the professionalization of teaching are not the focus of this paper.

Second, it is critical to understand my use of the term "structure." Because I seek to discuss the macrocosm of PTE governance instead of various microcosms (i.e., methods, materials, or assignments of particular preservice teacher education courses), "structure" refers to (a) places

where decisions are made, and (b) places where power to implement these decisions resides. In other words, the governance of preservice teacher education, as utilized in this paper, occurs within established structures.

I have included three figures that Baker (1994) created to describe the Traditional, Prevalent, and Strengthened governance structures. (For a detailed explanation of these figures please request: Baker, E.A. (1994, February). Analyzing proposals for restructuring preservice teacher education: Reconceptualizing the governance. Paper presented at the meeting of the Association of Teacher Educators, Atlanta, GA.) Each figure (see pp. 21, 22, and 23) identifies three components of preservice teacher education: (a) structures, (b) key actors, and (c) the roles and responsibilities of each. The structures are represented by ovals (e.g., state legislative body; departments of schools of education, and arts and sciences; and Professional Development Schools). The key actors are represented by rectangles (e.g., state policymakers, cooperating teachers and administrators, adjunct faculty and supervisors, and preservice teachers). The roles and responsibilities of each structure and key actor are indicated by arrows (e.g., which actors are represented in each structure, and which actors implement the decisions made within the structures). Here I must emphasize a final delineation: these arrows do not represent communication. In other words, these arrows specify roles and responsibilities, not whether or not key actors talk with one another.

Traditional Preservice Teacher Education Governance

Baker (1994) concludes that Traditional PTE governance is top-down with decisions that determine the types and amounts of preparation for teachers frequently being decided by actors who do not work closely with preservice teachers. Furthermore, the actors who frequently work directly with preservice teachers are not usually included in structural decisions. Baker calls this governance "top-down," others label it bureaucratic, state-mandated, full of misguided regulatory intrusions (i.e., emergency certificates), and hierarchical (see Carnegie, 1986; Goodlad, 1990a, b; Murphy, 1991). It is in the presence of these Traditional structures that calls for restructuring have

appeared. The Prevalent answers to these calls come from the American Association of Colleges of Teacher Education (1985), the Carnegie Forum (1986), the Center for Educational Renewal (Goodlad 1990 a, b, c; Goodlad, Soder, & Sirotnik, 1990), and the Holmes Group (1986; 1990).

Prevalent Preservice Teacher Education Governance Restructuring

Baker (1994) portrays the Prevalent preservice teacher education governance restructuring represented in Figure 2 as collaborative (see also Tom, 1991). Collaboration in the Prevalent governance restructuring efforts refers to multiple actors consulting the Traditional decision-makers who maintain the decision-making powers.

However, these Prevalent efforts to restructure preservice teacher education aptly identify several weaknesses in the Traditional Structures. For example, the Prevalent efforts attempt to eradicate the lack of collaboration between key actors. These efforts also attempt to improve the quality of several key actors by establishing professional certification standards and requiring preservice teachers to acquire postbaccalaureate preparation. I concur that these Prevalent efforts have justifiable merit. However, several weaknesses from the Traditional governance remain neglected. I now turn to an analysis of these pervading weaknesses, followed by a proposal for Strengthened preservice teacher education governance restructuring.

Analysis of Weaknesses that Pervade Traditional and Prevalent Structures

First, if we again look at Figure 2, which represents the Prevalent preservice teacher education governance restructuring, it is evident that the state legislative body continues to determine the minimal criteria for state licensure (see also Table 1). This may not appear to be a weakness because it is only a minimal standard. However, AACTE (1985) considered it a weakness and urged "that states delegate major responsibility to educational professionals for assuring that high standards are set and met by those who prepare teachers and those who seek a state's license to teach" (p. 18). After all, many of the key actors who Traditionally decide on this criteria are either from non-teaching professions or are currently uninvolved with preservice

teachers. Yet, AACTE did not establish a tool for state delegation. Goodlad (1990c) demonstrated in his five-year study that many teacher education institutions only implement this minimum standard. It could be argued that the voluntary certification standards established by the National Board for Professional Teaching Standards (NBPTS) will improve the quality of teacher education programs by putting pressure on the key actors who decide upon the program offerings within teacher education institutions; after all, it is probable that preservice teachers will look for institutions which can prepare them for certification. However, I see no reason to leave this implementation of higher standards up to probability.

Table 1

Comparison of Traditional and Prevalent structures' roles and responsibilities

Traditional Structures:	Prevalent Structures:
State legislative body:	State legislative body:
•autonomous certification standards •number of arts and sciences coursework credits, professional education credits, and fieldwork credits •teacher's exams (i.e., National Teachers' Exam) •award emergency certificates	•autonomous certification standards •number of arts and sciences coursework credits, professional education credits, and fieldwork credits •teacher's exams (i.e., National Teachers' Exam) •award emergency certificates
Departments of Schools of Education (DSE):	National Board of Professional Teaching Standards (NBPTS):
•decide if/how to implement state certification guidelines	•Board certification standards •voluntary •can apply for after acquire BA and 3 years teaching experience
Departments of Schools of Arts and Sciences (DSAS):	Professional Development Schools and Centers of Pedagogy (PDSs & CP):
•independent of state certification requirements and DSE implementations	•Develop programs that meet certification standards

Second, the roles, responsibilities, and qualifications of the faculty and administrators in the schools of arts and sciences remain weak. The Prevalent restructuring efforts recognize this

weakness but fail to provide avenues for change. For example, AACTE (1985) identified seven assumptions about teacher education which emerged during their meetings, hearings, and seminars. The second was: "every part of a teacher's education--from the liberal arts programs of the prospective teacher to the continuing education of the veteran can be improved" (p. 1). This report recognized that liberal arts programs can be improved, but no real process was provided to do so. Murphy (1991) poignantly discussed the restructuring of schools. He concluded that, "restructuring [of schools] must begin with teaching and learning" (p. 71). Similarly, I contend that the restructuring of preservice teacher education must begin with quality teaching and learning in teacher preparation programs. In other words, preservice teachers must be given the same quality teaching and learning opportunities in their teacher preparation programs as they will be expected to demonstrate for teacher certification and licensure. Wilson (1990) and Powell (1992) asked preservice teachers to describe the type of teacher they hope to be. They found that many preservice teachers aspire to teach like their favorite teacher. The Holmes Group (1986) recognized the impact that school experience makes on preservice teachers. They wrote that undergraduate programs should be staffed "with instructors who model fine teaching and who understand the pedagogy of the material" (p. 16; see also Zeichner & Tabachnick, 1981; Lortie, 1975). If the pedagogy of university instructors is not held to professional standards, then we may perpetuate current teaching and learning practices regardless of restructuring efforts.

Third, even though Prevalent restructuring efforts utilize collaboration between some key actors, I question whether collaboration can really occur without mutual benefit and accountability (reciprocity). For example, if the Department of Schools of Education (DSE) invites cooperating teachers to share their suggestions (consult) during a department meeting, some may say collaboration occurred. I argue that unless the cooperating teachers have a vote in the DSE decisions, then collaboration really did not occur. Let me explain how a Strengthened National Board for Professional Teaching Standards (SNBPTS) and Strengthened Centers of Pedagogy (SCP) can address some of these pervading weaknesses.

Strengthened Preservice Teacher Education Governance Restructuring

The strength of this proposed structure is in the utilization of not only collaboration but also reciprocity. Members of the Holmes Group may contend that reciprocity is not novel. Indeed, the Holmes Group clearly established four principles for university and school collaboration--one was reciprocity. The novelty then does not reside in the term, but in the definition of the term and the enforcement of the concept. The Holmes Group (1990) defines reciprocity as "mutual exchange and benefit between research and practice" (p. viii). Yet, it does not provide for the enforcement of reciprocity--other than stating that it is a principle of collaboration. I propose defining reciprocity as "a mutual exchange, benefit, and accountability between key actors." Thus, there are two differences between these definitions: (a) reciprocity may be between practitioners and not just between research and practice, and more importantly, (b) accountability between key actors enforces reciprocity. I propose that accountability be established by giving representation and voting power for each key actor within each structure. Figure 3 represents two such structures: the Strengthened National Board for Professional Teaching Standards (SNBPTS), and Strengthened Centers of Pedagogy (SCP).

The Strengthened National Board for Professional Teaching Standards

Figure 3 represents, with gray arrows, the neglected weaknesses that persist in both the Traditional and Prevalent governances. The gray arrows which point down from the SNBPTS to various actors, except state policymakers, indicate which actors still need to be held accountable by the NBPTS. On the other hand, the gray arrows which point up from these actors indicate which actors still do not have representation or voting power in the NBPTS. The gray arrow which points down to the state policymakers indicates the need for a shift from autonomous certification criteria decisions, to adoption of SNBPTS standards.

To assure collaboration and reciprocity, I propose that the SNBPTS serve not only as a voluntary certification agency, but also obtain the state role and responsibility for mandatory licensure. This way, teaching professionals will be responsible for the standards of their own profession. The Carnegie Forum (1986) alluded to the importance of Strengthened self-

governance by stating that teachers should enjoy the same autonomy as other professionals.

> Because their expertise and judgement is respected and they alone are presumed to have it, professionals enjoy a high degree of autonomy in carrying out their work. They define the standards used to evaluate the quality of work done, they decide what standards are used to judge the qualifications of professionals in their field, and they have a major voice in deciding what program of preparation is appropriate for professionals in their field. (p. 36)

If the SNBPTS were given both certification and licensure responsibility, then Board autonomy would prevent state policymakers from being able to provide emergency licenses to underprepared teachers (see Carnegie Forum, 1986; Goodlad, 1990b). It would also allow the profession to decide whether or not to use the current state-mandated standardized teacher exams. In fact, given certification and licensure autonomy, the profession could develop both process and product oriented assessment tools to determine the competence of each candidate (see Ashburn, 1986; Carnegie Forum, 1986).

Not only do I recommend that the SNBPTS be empowered to provide licensure to teachers entering the profession, but I also propose that all key actors be required to meet professional standards. This means that anyone involved in the teacher education process is held accountable by the SNBPTS for their qualifications and performance. Specifically, all actors who teach, mentor, or supervise in a teacher preparation institution must be licensed by the SNBPTS. Many may balk at this suggestion. For example, several authors describe the arts and sciences teacher education philosophy as consisting of: (a) the acquisition of content knowledge (majoring in a content area) and (b) student teaching under an experienced teacher (see Barnes, 1991; Goodlad, 1990b; Tom, 1991). Tom explains, " . . . many academic professors today disdain education courses; and they often seem annoyed, if not offended, by the attempt of professors of education to claim special expertise concerning the art of teaching" (p. 21). Thus, the faculty of arts and sciences programs contend that content knowledge is the critical ingredient of effective teaching. I am not here to argue this point. Indeed, I would be pleased to find out that their instruction is as effective as they claim. One way to give them credit for quality instruction, is to recognize their achievements with Board licensure. If they do not meet Board standards, then they have the opportunity to receive preparation which facilitates their licensure. Keep in mind, it is

recommended that the Strengthened NBPTS be made of practicing mentors, supervisors, and kindergarten through college instructors. These representatives are responsible for designing the criteria of Board certification for their respective fields. In other words, the elementary cooperating teachers represented on the Board design the Board criteria for elementary cooperating teachers. Likewise, college math instructors represented on the Board design the Board criteria for college math instructors. These designs are then submitted to the entire Board for approval. Thus, practitioners of teacher preparation acquire the autonomy that the Holmes Group and the Carnegie Forum recommended but failed to provide. Richner (1991) describes a university in which "outstanding teaching is prerequisite for both tenure and promotion throughout the institution. This historic priority for good teaching creates an atmosphere in which the study of teaching is valued" (p. 187). I argue that such prerequisites not only improve the instruction that preservice teachers receive in the university classroom, but it also improves the quality of education for all students (see Pugach, 1991).

Still others may balk that the SNBPTS will simply be another forum for bureaucratic regulations. Gideonse (1992) recounts the restructuring of the National Council for Accreditation of Teacher Education (NCATE) during 1980-1986. Basically, this restructuring occurred because AACTE demanded it. Thus, the teaching profession appears to have a check and balance system. Given evidence of professional accountability, I argue that the SNBPTS will not be autonomous. Instead, it will consist of teaching professionals who are mutually accountable to other professional teaching organizations.

Licensure for cooperating teachers, adjunct faculty, and supervisors also assists in quality preparation of key actors. Within the Traditional Structures, these actors do not establish competencies for their roles. Under the Prevalent restructuring efforts, lead teachers are high calibre practitioners who also receive preparation to be mentor teachers. The Strengthened preservice teacher education program requires such preparation for cooperating teachers, DSE and Departments of Arts and Sciences (DSAS) adjunct faculty, graduate teaching assistants, and supervisors. Then, each of these actors demonstrates their competencies to mentor, teach, or

supervise, as established by the SNBPTS, and acquires licensure to do so. Once again, this allows the teaching profession to regulate the quality of its own profession.

Strengthened Centers of Pedagogy

Figure 3 indicates, with gray arrows, that weaknesses also persist in the Prevalent collaborative structures. I propose strengthening the Centers of Pedagogy rather than PDSs because they include some arts and sciences actors. However, representation of all key actors and reciprocity is needed at this level too. The gray arrows which point from adjunct faculty and supervisors, adjunct faculty and graduate teaching assistants, and preservice teachers to the Centers indicate the neglect of their representation and voting power in the Prevalent restructuring efforts. The gray arrows which point from the Strengthened Centers of Pedagogy to various key actors indicate the remaining weak links of mutual accountability. I maintain that both representation and voting privileges for each of these actors will provide mutual accountability; thus, the fortitude lacking in the Prevalent restructuring efforts will be provided. Let me pose three examples.

First, without the representation and voting power of adjunct faculty, supervisors, graduate teaching assistants, and preservice teachers, the other key actors can continue to make decisions based on their perspectives. Some may argue that these perspectives are sufficient because these actors are educators who want to provide quality preparation for preservice teachers. I do not intend to question the sincerity or specialization of these key actors. I argue that the decisions made within the Centers of Pedagogy will lack valuable insight if those who implement or receive them are not included. Others may contend that supervisors (especially if they are graduate students) and adjunct faculty, graduate teaching assistants, and preservice teachers lack the knowledge to enhance the decisions made within the Centers of Pedagogy. This may be true, however, the other key actors may lack an understanding of the needs and abilities of adjunct faculty, supervisors, graduate teaching assistants, and preservice teachers. Thus, I conclude that reasons to include these actors supersede reasons to exclude them.

Second, the mutual accountability of cooperating teachers and administrators, schools of education faculty and administrators, and schools of arts and sciences faculty and administrators is

not addressed by Prevalent Restructuring efforts. I return to my argument that collaboration without mutual accountability is relegated to polite listening while continuing to do what you want to do. However, if each member of the Strengthened Centers of Pedagogy holds the power to vote, then collaborative decisions about the roles, responsibilities, and qualifications of each key actor is more likely to occur.

Third, when all key actors are both represented and empowered in the Strengthened Centers, I maintain that enhanced research and development will emerge. For example, if cooperating teachers notice that preservice teachers frequently lack the ability to abandon ineffective teaching strategies (see Westerman, 1991), then they could request research into this phenomena. On the other hand, theorists may want to consider the differences between student-directed and teacher-directed learning. Furthermore, preservice teachers could request investigations into ways to make their preparation relevant, practical, and transferable to classroom settings. These interests could be considered within the Strengthened Centers and implemented accordingly. Advocates of Prevalent restructuring efforts may argue that their recommendations facilitate similar research and development. However, without representation of both the key actors who work most closely with preservice teachers (cooperating teachers, adjunct faculty, and supervisors), and the preservice teachers themselves, I contend that collaboration lacks valuable input. Furthermore, the lack of voting privileges for all key actors impedes collaborative research and development. In the end, it appears that mutual accountability coupled with representation strengthens the Prevalent preservice teacher education restructuring efforts.

Roles and Responsibilities of Key Actors

Given that preservice teacher education restructuring is Strengthened by reciprocity and collaboration, the roles and responsibilities of various actors changes. As previously discussed, all key actors represented in the Strengthened Centers of Pedagogy will meet Board standards established by their Board representatives. Furthermore, all key actors represented in the Strengthened Centers will collaborate with reciprocal accountability and benefit. However, Figure 3 also represents other Strengthened roles and responsibilities.

First, the distinction of lead teacher (advocated by PDS in the Prevalent framework) is not extended. Instead, the quality and selection of cooperating teachers is left to Strengthened Board standards and Strengthened Centers of Pedagogy decisions. I do not argue that lead teacher status is a bad idea; however, within Strengthened restructuring this status would already exist.

Second, the preparation of only postbaccalaureate candidates is not propagated. Again, the quality of these candidates will be determined by the Strengthened Board and Strengthened Centers. Furthermore, the quality of university instruction, supervision, and mentoring is heightened by Strengthened Board licensure of university instructors, supervisors, and cooperating teachers. This heightened quality may produce the results sought by advocates of postbaccalaureate-only programs.

Third, the key actors who hold dual appointments, represented in Figure 3 by shaded rectangles, provide input that does not exist in Prevalent restructuring efforts. For example, cooperating teachers who are also university faculty, provide the perspective of theorists in practice. I recognize that Prevalent restructuring advocates also suggest dual appointments. However, Strengthened dual appointments provide reciprocity. Similarly, arts and sciences faculty who are also education faculty share their views of how content research can enrich teacher preparation and general education. In the end, these dual appointments provide wider representation of key actors which enhances collaborative and reciprocal decisions.

Summary and Implementation of the Strengthened Preservice Teacher Education Governance Restructuring

It is argued that Figure 3 represents a Strengthened preservice teacher education governance restructuring for several reasons. One, this restructuring not only provides places for collaboration (consultation) but also powers for mutual benefit and accountability (reciprocity). Two, a Strengthened National Board which establishes the standards for its profession is presented. Thus, the professionals who implement the decisions also make them. Three, Strengthened Centers of Pedagogy allow for all key actors directly involved with preparing preservice teachers to present their perspectives and all key actors to vote on decisions. This level of collaboration and

reciprocity is thought to increase pertinent research, development, and decisions. It is also thought to provide an avenue for Reavis and Griffith's (1992) ideal for restructuring: "restructuring means decision making by the person closest to the issue to be resolved" (p. 2).

A critical aspect of Figure 3 is the word "strengthened." In other words, these recommendations underscore many of the Prevalent Restructuring efforts. For example, the SNBPTS provides the Prevalent standards for teachers with additional standards for all the key actors directly involved with teacher preparation. Furthermore, places for collaboration are provided and strengthened with reciprocity. Thus, these recommendations are not opposed to the Prevalent restructuring efforts. Instead, the Strengthened preservice teacher education restructuring efforts may be a next step. Some may ask if it is too early to propose a next step when the Prevalent restructuring efforts are still in their infancy. Obviously, I think it is time to look ahead. Indeed, research on the effects that PDSs, Centers of Pedagogy, and the NBPTS have on teacher preparation needs to be utilized in our next steps.

At the same time, I suggest that pilot preservice teacher education programs volunteer to employ the Strengthened teacher education governance restructuring. Thus beginning with local key actors, who collaborate with reciprocity, an ad hoc coalition of pilot programs could elect a prototype for the Strengthened NBPTS. In other words, I do not call for the imposition of new top-down regulations. On the contrary, I seek to stir a grass roots movement among the local key actors who actively participate in institutions of teacher preparation. From there, representatives can form a Strengthened NBPTS with revolving terms. This movement, as well as the Prevalent restructuring efforts are employed with the goal of improving preservice teacher education. It is imperative that researchers systematically analyze the effects of these efforts. As a beginning, I suggest the following research questions.

Further Questions

One: What percentages of the Strengthened National Board for Professional Teaching Standards and Strengthened Centers of Pedagogy positions should be allotted to each type of key actor to foster collaboration with reciprocity? These percentages are critical for the distribution of

power. For example, if the SNBPTS or the Strengthened Centers of Pedagogy consists of 90% cooperating teachers, then the other key actors would lack fair representation. Thus, research into the fair representation of each type of key actor would be helpful for the establishment of the proposed Strengthened NBPTS and Strengthened Centers of Pedagogy.

Two: What term limits should the members of the Strengthened National Board for Professional Teaching Standards and Strengthened Centers of Pedagogy serve to foster collaboration with reciprocity? This question is similar to question one because it calls for fair power distribution. In other words, neither the SNBPTS nor the Strengthened Centers of Pedagogy are intended to be bureaucratic places full of misguided regulations made by people who are inactive in the institutions of teacher preparation. On the contrary, appropriate term limits should be utilized to keep key actors from being removed from practice. One source for such research may be the current NBPTS. They hold yearly elections to replace one-third of the Board's seats (NBPTS, undated). Other sources may include research on the effectiveness of other professional board term limits.

Three: Are graduates of postbaccalaureate preservice teacher education programs better prepared to be effective teachers than graduates of bachelor-level programs (see Andrew, 1990; Turner, 1990)? Why? The dispute concerning what level teacher preparation should occur should be closely considered. Because this dispute is unresolved, I recommend that research be conducted to consider the pros and cons of each level of preparation. Given systematic inquiry into both levels of preparation, programs could focus on the preparation most suitable to each level. One avenue for such inquiry might be a matched comparison between teachers prepared on each level.

Four: Can arts, sciences, and education faculty and administrators collaborate or reciprocate, or are their philosophies irreparably separate? Both the Prevalent and Strengthened restructuring proposals assume that they can collaborate and/or reciprocate. However, research could give insight into the validity of this assumption. I suggest that more case studies of institutions that are implementing collaboration and/or reciprocity be conducted (similar to Pugach, Barnes, &

Beckum, 1991).

Five: What effects will the (a) Prevalent and (b) Strengthened NBPTS certification and licensure standards have on preservice teacher education programs, key actors, and the preparation of teachers? Because this question considers both the Prevalent and Strengthened proposals, I will discuss it accordingly. First, will the Prevalent NBPTS teaching certificates facilitate recognition and rewards comparable to other certified professionals and thereby be the catalyst for the professionalization of teaching that they aspire to be (see NBPTS, undated)? Because the Prevalent NBPTS teaching certificates are scheduled to be available in late 1993 (NBPTS, 1991), I suggest that research into its effects begin now. A large-scale survey of practicing teachers followed by case-studies of successful, unsuccessful, and non-participatory teachers may provide insights into the effectiveness of these standards. Second, would the Strengthened NBPTS licensure of teacher education instructors, mentors, and supervisors provide higher calibre programs than are currently available? A systematic analysis of the volunteer programs that employ the Strengthened standards and their ad hoc coalition for SNBPTS should examine the effects of this movement on the key actors and the structures.

Research into these five questions will give rise to new questions which will facilitate other efforts towards effectively preparing teachers. Then, these Strengthened preservice teacher education restructuring efforts will provide steps for the next improvements.

Conclusion

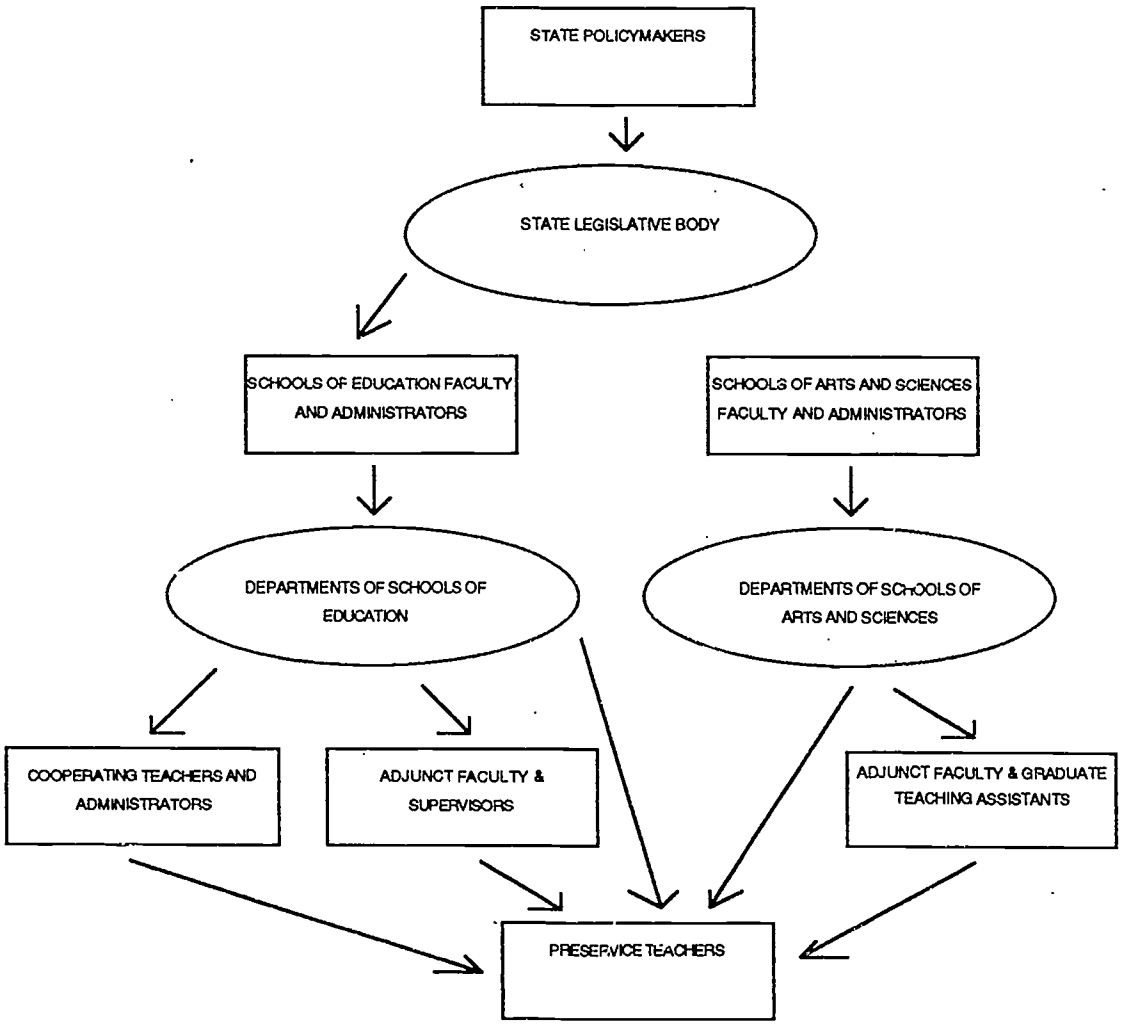
In my opinion, the investigations, reports, and recommendations made during the mid 1980s created two invaluable stimuli: (a) collaboration among a greater variety of key actors than Traditionally established (compare top-down process illustrated by arrows in Figure 1 with collaborative process illustrated by arrows in Figure 2), and (b) professional standards created by teaching professionals (compare ovals in Figures 1 and 2). However, I contend that these stimuli will fall short of their designed goals unless the governance of preservice teacher education (compare ovals and arrows in Figures 2 and 3) is Strengthened. For example, collaboration needs

to be extended to all key actors, including preservice teachers, who are directly involved with preparing preservice teachers. Furthermore, collaboration utilized as consultation must be Strengthened with voting power for each represented key actor. The establishment of the NBPTS is a commendable effort. However, I question whether voluntary certification of teachers is enough to provide governance of professional standards. Thus, I recommend that a Strengthened NBPTS provide both required minimal licensure and voluntary certification for not only teachers, but each key actor who participates in the preparation of preservice teachers. (The minimal criteria for preservice teachers would be in the form of acceptance into teacher preparation programs, not licensure.) In the end, the Strengthened proposal may still lack the necessary elements for restructuring the governance of teacher education. However, I present these recommendations to at least inspire further analysis of the Traditional and Prevalent preservice teacher education governances. The Prevalent efforts are commendable, but not a final step. It is my hope that this analysis of the Prevalent restructuring efforts, and this proposed Strengthened restructuring efforts, challenge the key actors of teacher education restructuring to consider further steps. The current scrutiny of teacher preparation opens the opportunity to explore and research new governance structures. If we seize these opportunities, we will be better prepared to meet the 21st century with confidence in the quality of our teachers and, in turn, the quality of our children's preparation to propagate a functional democracy, compete in a world market, and face the challenges of the future.

Figure 1

Traditional Preservice Teacher Education Governance:

A Conceptual Framework V4b



Process:
top-down

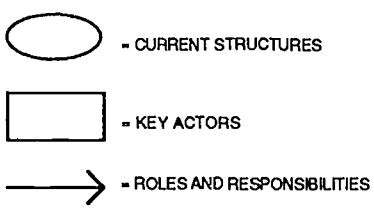


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Figure 2

Prevalent Preservice Teacher Education Governance:

A Conceptual Framework

V4g

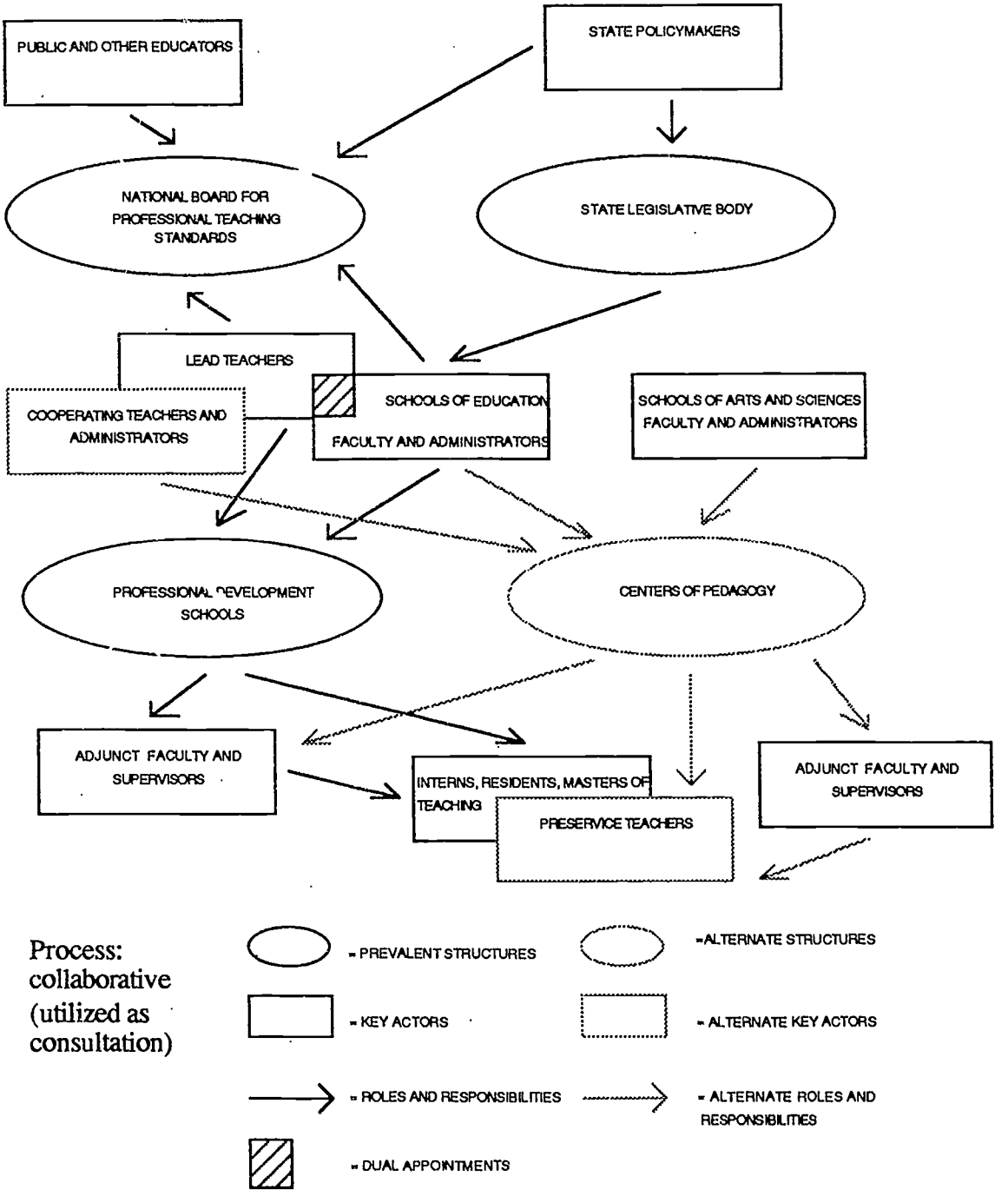
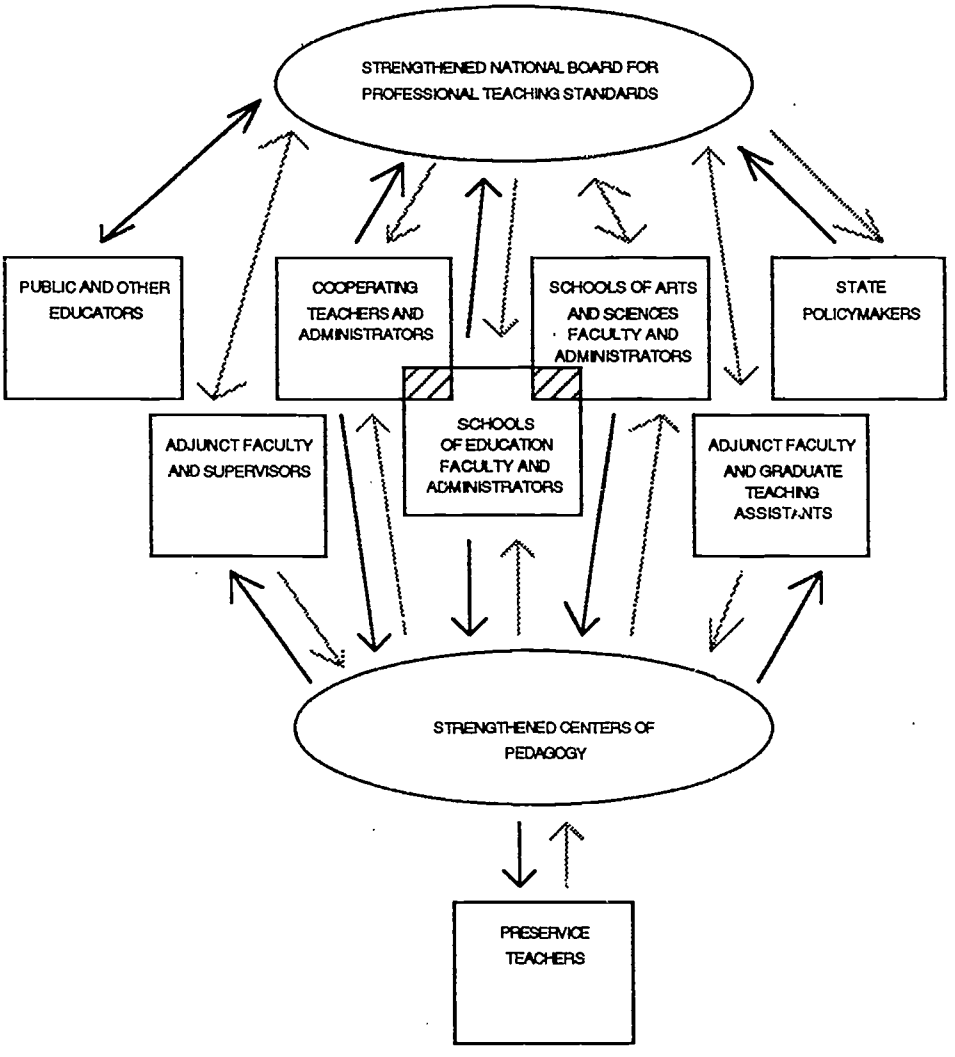


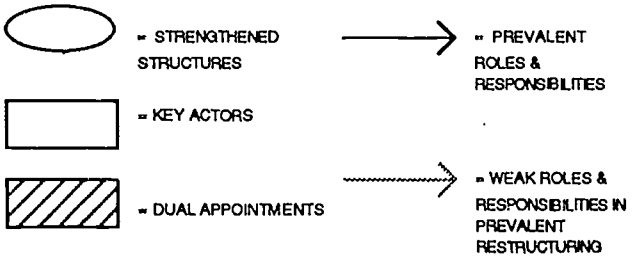
Figure 3

Strengthened Preservice Teacher Education Governance:

A Conceptual Framework V2g



Process: collaborative and reciprocal (consultation with voting powers)



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