One of the strongest predictors of quality programming for young children is teacher preparation. This report presents two studies: the first examining state early childhood teacher education requirements; and the second examining state curriculum guidelines for early childhood education. Section 1 of the report details the method and findings of Study 1, for which data were collected from 50 states and the District of Columbia regarding their early childhood teacher education licensure. Twelve licensure patterns are identified, based on the age ranges of the children that a teacher candidate is prepared to teach. States' regulatory specifications are examined by content area, outcomes, competencies, performance standards, and program standards. Issues and policy implications are also discussed. Section 1 concludes by asserting that although a few states have a well-defined knowledge base, performance expectations, and performance assessment for early childhood teachers, one-fifth of states do not have early childhood teacher education requirements that extend to children younger than 5 years. Seven appendices include descriptions of initiatives of the National Council for Accreditation of Teacher Education. Section 2 of the report gives an overview of state guidelines for the development and delivery of early childhood curricula. Presented in question-answer format, section 2 provides state-by-state information on how guidelines are written and organized, age/grade level requirements, application of guidelines to children in special education and gifted programs, inclusion of various subject areas, theoretical orientation for guideline development, links to developmentally appropriate practice, references to integrated curriculum, and inclusion of assessment information. Issues and policy implications are discussed. Two appendices include state guideline titles. (KB)
Early Childhood Teacher Education Licensure Patterns and Curriculum Guidelines: A State by State Analysis

Nancy Ratcliffe
Josué Cruz
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COUNCIL for professional recognition

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SECTION I

Early Childhood

Teacher Education

Licensure Patterns:

A State by State Analysis

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Forward

Teacher education has been around for many years and, too often, the preparation of personnel has been taken for granted and frequently misunderstood. In this particular study, there is an attempt to shed light on the status of early childhood teacher education licensure. What we learn from this endeavor is that not only do licensure patterns vary greatly across states, but that the nature of early childhood development and education appears to be lacking a common frame of reference.

This study is of particular significance to the field of early education and development. As the field continues to mature through research and practice, we are faced with the dilemma of the lack of alignment between licensure and development. In the last five years, much time, energy and resources have been given to the early years. As McCarthy et al., have documented, it seems that the more attention young children have received the more complex the licensure patterns have become. The message here is that a coupling between licensure and knowledge of children needs to take place in order to bring some order and structure to the education of early childhood teachers.

The original licensure study by McCarthy in 1988, informed us of the fact that in many states young children were an invisible minority. Now that children are in vogue, many states have begun to make amends for years of neglect and are actively pursuing the licensure of early childhood teachers; so much so, that licensure has taken a life of its own. It is important for policy makers, researchers, teachers and other stake-holders to come to recognize that licensure can be a double-edged sword. On the one hand, it can bring some sense of accountability to the organization and sequence of preservice programs. But on the other hand, it can neglect to take into account children's developmental phases. Licensure will only be as good and useful to the education of young children as the underlying principles that guide it.

Early Childhood Curriculum Guidelines: A State by State Analysis by Nancy Ratcliff et al., (1999), is an excellent companion study that explores what it is that children should be taught. Like the licensure study, there is tremendous variability from state to state and helps to underscore the need for guiding principles. The common denominator between the two studies is the lack of a common frame of reference. Licensure is only one part of the problem. The other part is the curriculum. Eventually, the two will have to come together in order to make a significant difference in the preparation and education of young children.

McCarthy with her original study and now with this one makes a major contribution to the field. As we move forward towards a national agenda on teaching young children, we can begin to better comprehend the challenge before us. Hopefully, more studies of this nature will be forthcoming in the near future. It is essential for us to know how children learn and what they should know, but it is equally as important to be assured that we are preparing teachers who understand how children learn and what they should know.
Acknowledgments

No project of this nature can be completed without the cooperation, work, and support of many people. Revisiting the state departments of education standards for preparation of early childhood teachers was possible because of the continued support and interest of the National Association for the Education of Young Children (NAEYC). The first study was completed at NAEYC’s request for the first Professional Development Institute in 1988. During the past ten years the Association has continued to work intensively in the area of professional development. These efforts have improved the quality of programs for young children and fostered a better understanding of the diverse professional roles for early childhood teachers and concomitant compensation. For the support and leadership of NAEYC, early childhood educators are grateful.

Collecting current teacher licensure information from 50 states and the District of Columbia is at times a bewildering process due to the uniqueness of each state system. We are deeply appreciative of the cooperation from personnel in each state department of education and from the guidance and support offered by the National Association for Early Childhood Specialists/State Department of Education (NAECS/SDE). Special thanks is extended to Linda Shidler and Tara Huls for their assistance in contacting state departments of education for information.

Technical assistance in data processing and developing pictorial displays of information are time consuming, yet very important in analyzing and conveying information. Christine Razor and Patrick Wehner have enhanced this publication with their expertise in these areas. Thank you for your contributions.

JMc.
A growing body of research indicates that one of the strongest predictors of quality programming for young children is the preparation of teachers. This study was undertaken to revisit the status of early childhood teacher education requirements set forth by state departments of education. The first study, State Certification of Early Childhood Teachers: An Analysis of the 50 States and District of Columbia, was completed in 1988.

The National Association for the Education of Young Children (NAEYC) defines "early childhood" as the period from birth through age 8. Until the last decade, the scope of public education had primarily included only the age 5-8 range. More recently prekindergarten programs are included in the public education system. Since public education programs generally require teachers to meet state licensure standards, a review of the minimum standards set forth by states will provide an understanding of the status of early childhood teacher preparation across the country. The quality of early childhood teacher preparation is especially significant since many public prekindergarten programs have come about as the result of the National Education Goals which stress readiness as the first goal: "By the year 2000, all children will enter school ready to learn."

It is also acknowledged that most programs for prekindergarten children function outside the public school domain. These programs are typically regulated by state licensing codes through departments of social services or health as opposed to departments of education. Although the licensure standards examined in this study may not apply to these programs, states that have well-defined early childhood licensure are in a better position to develop a conceptual framework for promoting professional development. To assure that all young children have access to high quality programs, it is essential that the diversity of service providers, roles, settings, and preparation opportunities be unified and linked to increased professional development, improved performance, and increased compensation. We must strive for equitable opportunities for young children despite what program they attend or in which state they live.
Introduction

In 1988, the National Association for the Education of Young Children (NAEYC) published the monograph by McCarthy, *State Certification of Early Childhood Teachers: An Analysis of the 50 States and District of Columbia* (1988), which described the credential options for preparation of teachers of young children (birth through age 8). At that time, less than half of the states set forth requirements for preparation of teachers who would be working with children younger than five years of age. Furthermore, many of the state regulations included kindergarten in the elementary education credential (i.e., K-6 or K-8) without requiring content knowledge or practical experiences related to kindergarten teaching.

Many teacher education reform efforts were beginning to take shape in the late 1980’s. The field of education was under heavy public criticism for not producing highly qualified teachers. This criticism lead to regulatory changes such as, (1) increasing admission standards for entering teacher education programs, (2) strengthening the liberal/general studies knowledge base requirements, (3) assessing the teacher candidate’s competencies prior to awarding the initial teaching credential, and (4) demonstrating competence through an induction program during the first years of teaching before awarding a standard credential. Even though these changes were directed toward all education, they have had a significant impact on preparation of teachers of young children. For example, assessing the teacher candidate’s competencies before awarding the initial teaching credential was usually satisfied by passing the National Teacher’s Examination (NTE), or a state developed examination, in the candidate’s field of study. Therefore, candidates in early childhood education would need opportunities to acquire professional and pedagogical content knowledge in their field. In states that were making sincere efforts to improve teacher preparation, no longer could the early childhood credential be arbitrarily added to an elementary education credential. Without professional study in early childhood education, teacher candidates would not pass the NTE or equivalent.

The study reported herein provides a 1998 update on the status of early childhood (0-8 yrs) teacher credential requirements in the 50 states and District of Columbia as well as an overview of changes within teacher education. To reflect current national terminology used to describe the credential process, this document will refer to state licensure instead of state certification. Certification identifies accomplished teachers who are awarded a credential from the National Board for Professional Teaching Standards (NBPTS) after demonstrating competence in meeting the rigorous standards set forth by the Board. The teaching credential awarded by states is referred to as teacher licensure.
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The Beginning of a New Era in Teacher Education

In the late 1980s, the initial efforts to bring about improvements in teacher education focused heavily on establishing more rigorous entrance and exit requirements to programs. The intent was to assure that teachers were more knowledgeable. During that period, another change emphasized stronger liberal/general studies components in teacher preparation programs. While being well grounded in liberal studies is essential, it was soon discovered that it was not sufficient. As student learning outcomes and accountability to the public emerged, the level of student performance no longer appeared acceptable. Several reasons for low student achievement surfaced; however, the preparation and competencies of teachers became a main target. The spotlight focused on teacher education policies and practices that were in need of change.

In response to the need for improvement, several initiatives took place concurrently. The Interstate New Teacher Assessment and Support Consortium (INTASC) was formed. The Consortium (1991) developed standards for beginning teacher licensing that has been influential in state level decision making relative to initial teacher preparation. A second initiative was the establishment of the National Board for Professional Teaching Standards (NBPTS) whose purpose was to develop a certification framework and assessment system for accomplished practice. Many excellent accomplished teachers work in our schools, however, their achievements are not acknowledged, supported, or used. National Board certification puts into place an ongoing professional development process that articulates a career development path from beginning/novice teacher to highly accomplished teacher/instructional decision maker. (More detailed information regarding the NBPTS is summarized in Appendix A.)

Some of the most significant initiatives that directly influence the content and quality of teacher education programs have occurred through the leadership of the National Council for Accreditation of Teacher Education (NCATE). The leverage of these initiatives is compelling inasmuch as NCATE is composed of four constituent groups, namely, teachers, teacher educators, representatives of specialty/disciplinary organizations (e.g., NAEYC), and state and local policymakers. These groups represent the major stakeholders in the profession and all contribute to the development of standards, policies, and procedures that guide the teaching enterprise. (See Appendix B for a complete listing of the constituent groups.) Through being a constituent member of NCATE, NAEYC's early childhood teacher education guidelines were adopted to guide accreditation of early childhood teacher education programs in institutions of higher education. The guidelines are also used by states in developing state regulations.
Another venture that has had a unifying influence within teacher education is the NCATE/State Partnerships. When states form a partnership with NCATE, they agree to build a collaborative process for accrediting higher education institutions engaged in teacher preparation. The partnership also requires states to demonstrate that they use the NCATE approved teacher education guidelines of specialty/disciplinary organization when developing their state licensure standards. This process still allows states the opportunity to develop their standards in a way that is meaningful to them yet consistent with what the profession has agreed is what teachers should know and be able to do when they enter the profession. Time frames for revision of standards vary from state to state and changes tend to come about gradually. Therefore, among the 41 partnership states, not all are fully in compliance with NCATE standards of rigor at this time. (See Appendix C for listing of partnership states.) Nevertheless, there is a commitment to work closely with NCATE and constituents in strengthening the teacher preparation standards.

**Initiatives focused on quality improvement in teacher education**

Five major initiatives aimed toward more effective teacher preparation are currently being emphasized by NCATE. These initiatives have implications for the preparation of teachers of young children. Therefore, an analysis of the status of early childhood teacher education should include an examination of the relationship between state requirements/standards and state-of-the-art recommendations. The five initiatives discussed herein are, (1) integrating content and pedagogy, (2) performance assessment, (3) upgrading field experiences, (4) promoting diversity, and (5) integrating technology in teacher preparation.

Integrating content and pedagogy. As previously mentioned, the reforms of the early and middle 1980’s often focused on strengthening the liberal studies components of teacher education. In many of the state legislated regulations, teacher candidates were expected to have a subject area concentration (s). Assessment of this strategy highlighted two weaknesses. First, the content knowledge of a specific subject did not assure that teacher candidates knew how to translate their knowledge into effective teaching strategies appropriate for the age group they were teaching. Secondly, developing in-depth knowledge in one or two subject areas did not meet the needs of elementary and early childhood teachers. They are expected to teach all subject areas.

When the two essentials of a quality teacher education program are knowing what to teach (content) and how to teach it (pedagogy), then the challenge comes to finding the right mix of content and pedagogy to produce successful beginning teachers. State standards should require that early childhood teacher education programs document the way content and pedagogy are integrated.
Performance assessment. In the past, state teacher preparation standards/guidelines have emphasized content areas in which the teacher candidate should study. Even when the standards included both content and pedagogical knowledge, they were not linked to demonstrated practice. As states began developing academic performance standards for P-12 students, it became apparent that teachers may have the content knowledge but not the dispositions or skills to teach effectively. This has led to a renewed focus on what beginning teachers should know and what skills (pedagogical knowledge) they need in order to be effective. The result of these deliberations have advanced the theme of performance assessment that directs the education field toward developing standards/guidelines that define the content knowledge, the dispositions, and the skills that teacher candidates must demonstrate.

NCATE is currently engaged in the New Professional Teacher Project (NPT) which is reframing the focus of accreditation standards so that a judgment on program quality for the most part is based on teacher candidate performance. The project should produce reliable and valid sources of evidence that will be used to ascertain a candidate's eligibility for credentialing. Currently, seven states (Appendix D) have an agreement with NCATE to participate in the standards development component of the project. The NPT states will assist in standards development, serve as a resource, and as "reality check" for the process. They will have the opportunity to adopt the standards as their own if they opt to do so.

Upgrading field experiences. A long time criticism of teacher preparation programs has been that candidates have difficulty translating knowledge into practical applications. When teacher credentialing is linked to teacher candidates being able to demonstrate what they know and what they are able to do, the link with the world of practice becomes imperative. One response to building this linkage has been the Professional Development Schools (PDS). As the Professional Development School concept developed, several forceful ideas converged; namely, (1) teaching involves knowledge-based practice, interactions among professional educators, and inquiry, and (2) collaboration between universities and schools must demonstrate that both are essential sources of knowledge and expertise for effective practice. NCATE's Professional Development School Standards Project is aimed at developing the standards for institutions to use in building relationships with schools that meet high clinical standards for field experiences. (See Appendix E)
The challenge for early childhood teacher education is having access to programs serving children birth through age four that are accredited and have a staff that meets the high clinical standards associated with supervision of field experiences. When credentialing is linked with demonstrated performance, field placements must occur in programs that embrace the same philosophical orientation as the teacher education program. That means the expectations for young children (what they should know and be able to do) and the expectations for teacher candidates’ demonstrated performance must be compatible.

Promoting diversity. According to demographic information, by the turn of the century racial and ethnic minority students will comprise approximately 40% of the student population. At the same time most of the people entering the profession are white females, indicating that many children will never have a teacher of color. Teacher education programs must engage in two crucial initiatives. First, there must be active efforts to recruit teacher candidates of color which enriches the profession and provides a natural setting for understandings to develop through collegial interactions. Secondly, the teacher candidates must: (1) demonstrate their understanding of cultures without stereotyping, (2) demonstrate a pluralistic mindset when engaging in building positive bridges between families and schools, and (3) demonstrate an understanding of diversity issues as related to guidance and instructional practices.

Integrating technology in teacher preparation. Teacher education programs, including early childhood teacher education, must meet the challenge of providing a solid foundation in technological skills that can be used in classrooms. Integrating technology in instruction, assessment, and recordkeeping by university faculty enables teacher candidates to form perceptions about the use of technology. When these strategies are linked to developmentally appropriate practices with children, technology will become a way of enriching and expanding learning instead of being misused for drill or reward. Teachers will also use technology to maintain their records.

Synopsis of teacher education. High quality teacher education programs are more clearly defined and demonstrate how teacher candidates integrate content and pedagogy. It is no longer acceptable that candidates complete only a collection of courses. They must demonstrate competence through performance assessment. To accommodate this process, field placements must be collaboratively planned between the institution of higher education and the field placement site. Additionally, programs must address issues such as responding to the needs of diverse populations and integrating technology in instruction and assessment.
Status of Early Childhood Teacher Licensure

During 1997, data was collected from each of the 50 states and District of Columbia regarding their early childhood teacher education licensure. The sources included telephone interviews, searching state information on the internet, and reviewing documents that were obtained from the states. The findings reported herein should be considered somewhat tentative for the following reasons:

- several states were in the process of making revisions
- a few states have general standards that apply to all programs; therefore the standard is not duplicated in the early childhood standards (ex., understanding of growth and development). In some cases it was not possible to obtain copies of the general standards which may lead to incomplete information.
- some states design their system with several documents, for example, general/liberal studies, program standards, and competencies. In some instances it was not possible to determine whether all sources of information had been reviewed.

Changes in early childhood teacher education since 1988

In 1988, the states' processes for preparing teachers of young children was described with one word: variety. In 1998, the processes could be summed up with two words: more variety. This phenomenon is not surprising for several reasons, namely:

- increase in number of states offering early childhood teacher licensure
- numerous interpretations of age range of children associated with early childhood
- early childhood years overlap with existing licensure for elementary education and redefining the scope of licensure patterns tends to generate resistance; therefore, additional patterns are added to accommodate the early years instead of reconfiguring the licensure structure
- increase in state support and funding of pre-kindergarten programs as part of public education system
- no standard nomenclature accepted by states to describe the early childhood licenses that are awarded
Three encouraging changes were noted in the process of collecting the data. There was an increase in the number of states that have developed early childhood teacher education regulations that include preparation for working with children under five years of age. Second, some states have well designed and clearly articulated regulations. A third significant point relates to the status of early childhood education. When asking state education agencies for information related to early childhood teacher preparation, the request was understood and received in a positive manner. In 1988, the terminology of early childhood education usually needed to be explained. In many cases, respondents indicated that there were more important issues that needed to be addressed than spending time on developing regulations for teachers of young children. The importance of the early years and realization that there is content knowledge and concomitant pedagogical skills essential for successful teaching at this level had been established by 1998.

Licensure patterns

An examination of the licensure patterns revealed that 16 states include requirements for teachers preparing to work with children in the 0 through age 8 range which is identified as the early childhood years. An additional 17 states and the District of Columbia specify early childhood regulations that begin with 3-year-olds; however, the scope varies from 3 through 5 years of age to 3 years of age through grade 6. Three states define early childhood as 5 through 8 or 9 years of age. Five states offer only an “add-on” or endorsement to an elementary education or human development credential that includes children 3 through 5 years of age. Another 10 states have elementary education

licensure that includes kindergarten–K-6 or K-8. Three states indicated that they additionally offer an Early Childhood/Special Education license.
Within the state early childhood licensure patterns there are 12 different configurations based on the age ranges of the children that a teacher candidate is prepared to teach. Figure 1 shows the number of state licensure patterns associated with each age range. The total of 49 reflected in this table represents 40 states since some states have two licensure patterns. (A listing by state in provided in Appendix F.)

Twelve configurations seem complex; however, that picture becomes more complicated. The nomenclature that states use to identify their early childhood licensure is represented by 26 different names. The titles are especially confusing since two states may use the same title even though the scope is different. For example, one state offers a credential titled Early Childhood Education that prepares teachers to work with children 0 through 8 years of age, yet another state offers a credential with the same title that prepares teachers to work with children 3 through 8 years. Additionally, titles of licensure patterns vary by state even when the age range is the same. (A detailed listing of titles by state is explicated in Appendix G.) The lack of common terminology creates a mosaic that interferes with communication among professionals and limits reciprocity among states. The pictorial representation in Map 1 depicts the tremendous variations throughout our country.

Map 1. State Licensure
Regulatory specifications

Each state determines the requirements that guide teacher education program development in institutions of higher education. Each state also defines the way the requirements are specified. An analysis of the ways states described their regulatory specifications for early childhood education revealed five categories, namely: (1) content areas, (2) outcomes, (3) competencies, (4) performance standards, and (5) program standards.

Figure 2 illustrates the number of states associated with each category. It should be noted that some states combine two categories in setting forth their regulations.

The following descriptions portray the five categories. There are variations among states in interpretation and delineation of the regulations even though the category is the same.

Content areas. Content areas specify the content knowledge areas that should be included in a program of study. In early childhood education, typical content areas included categories such as child development, the curriculum areas (science, math, reading, the arts, etc.), guiding behavior, and parent involvement. Specifications based on content knowledge are derived from an input perspective, indicating that the teacher candidate should have studied within the specified content areas. Accountability is based on the candidate having successfully completed course work related to each area. Pre-student teaching field experiences and student teaching may or may not require an identified link between content knowledge and practice. Content areas, the most dominant way that specifications are stated, were used in 32 states.
Outcomes. Outcome based specifications identify content knowledge areas with the additional requirement that the candidate must demonstrate an understanding of the content knowledge. This process usually required that teacher preparation programs in institutions of higher education show how the teacher candidates demonstrate the understandings. When state requirements also included performance outcomes such as, a teacher applies developmentally appropriate practices when teaching young children, a stronger link between knowledge and performance seemed to exist. Outcomes described regulatory requirements in four states.

Competencies. Specifications in 11 states were identified by the states as competencies. These regulations delineated the competencies that teacher candidates should demonstrate and were very similar to the previously described outcomes. Even though most of the lists of competencies were lengthy, there was a tendency for the competencies to have limited connection with the content knowledge base and pedagogical knowledge that undergirds performance.

Performance standards. The most recent procedure for delineating state regulations and the procedure that is supported by national accrediting agencies and learned societies is performance standards. At this time five states have developed performance standards and several states are in the process of making revisions that will culminate in this regulatory process. Performance standards specify the knowledge, dispositions, and performance expectations essential for effective teaching. Teacher education programs must develop reliable performance assessment procedures that will enable teacher candidates to produce valid evidence that they are eligible for a teaching credential.

Program standards. States that specify program standards set forth standards for institutions of higher education to use in developing their early childhood teacher education programs. Three of the five states with program standards have clearly defined content and pedagogical knowledge and skill requirements with accompanying performance expectations. Higher education institutions must demonstrate how the program design assures that candidates have acquired content knowledge and how performance competence will be demonstrated. Two of the states express standards as content knowledge with the requirement that acquisition of the knowledge be reflected in the student teaching experience.

Synopsis of regulatory specifications. The reforms in teacher education are beginning to become evident in state early childhood licensure patterns. Several states are moving from merely specifying content areas of study—the input approach—to linking content knowledge and pedagogical knowledge and skills into an integrated process. Emphasis in this process is tied to a well defined performance assessment of the teacher candidates' competence.
The distinction between outcomes, competencies, and performance standards is not evident in the way regulations are stated. That is, what one state calls outcomes, may be very similar to regulations that another state identifies as competencies. As the movement toward performance assessment becomes more defined, the terminology of outcomes, competencies, and standards will become less significant. Regardless of what the regulations are called, the assurance that teacher candidates are competent will be demonstrated through performance assessments that require integration of knowledge and skills.

Knowledge base content areas. A review of the knowledge base content areas does not reveal a very enlightened understanding of what states expect early childhood teacher candidates to know. In most of the specifications, there is no indication of what proportion of the program will be devoted to a particular content area. For example, will the content knowledge in curriculum that includes all subject areas be allocated a greater portion of the program than health or nutrition. All states cite curriculum as a content area; however, some states that have an “add-on” licensure pattern allocate only one course for curriculum. Yet other state regulations are more comprehensive in defining content knowledge related to curriculum. They identify content knowledge in all curriculum areas and require demonstration of ability to integrate curriculum, assess children’s progress, and accommodate various learning styles. Figure 3 shows the content areas identified in state regulations and the number of states requiring each area.

As noted in Figure 3, most of the states have included special needs as an area of content study within early childhood education. A hallmark of high quality early childhood education programs has always been viewed as a collaborative endeavor with parents. A major portion of the state requirements included content study in parent involvement.
Lack of requirements for study in the content areas of cultural diversity/multicultural education, assessment, and technology reflect weaknesses; however, the picture reflected in early childhood licensure alone may not be complete. Some states have generic requirements in addition to program specific guidelines that include content areas that are incorporated in all teacher education programs. Many generic guidelines included multicultural education, assessment, and technology. The question that this approach raises is whether or not the content knowledge is linked with demonstrated performance at the level in which candidates are preparing to teach.

As might be expected, the states that had a licensure pattern in early childhood education had more comprehensive requirements. Only 16 states that offer licensure extending to infants and toddlers specify content knowledge in working with infants and toddlers. With the exception of one state, the “add-on” licensure patterns offered very limited content and pedagogical study.

Field experiences. The information related to field experiences, pre-student teaching and student teaching is not well explicated. States range in the number of contact hours and/or number of weeks required in clinical experiences. Of equal concern is how teacher candidates preparing to teach in the 0-8 age range demonstrate their ability to work with young children in this range. The knowledge and skills associated with working with infants and toddlers, prekindergarten and kindergarten, and primary-age children are very different. Unless demonstration of ability to use knowledge in developmentally appropriate ways at each of the three age ranges is required, a question is raised about whether or not the teacher candidate is capable of working with this very developmentally diverse span.
Issues and Policy Implications

For many years a lack of understanding of how young children learn and what proficiencies are needed to be effective when working at that level was overlooked in teacher education. The perspective that “anyone could teach young children” dominated the teacher licensure process. No longer is this an issue. The impact of teacher preparation on program quality for young children has been documented by research (Howes et al. 1998). Current issues now focus on:

1. How to overcome the uneven system of professional preparation. Due to tremendous variation in state standards, the expertise of early childhood teachers continues to vary greatly. The process of change within state education agencies is complex and standard setting remains a state right. With the united efforts of the constituent members of NCATE supporting NCATE’s state partnership initiative, early childhood teacher education is aligned with a movement that has great potential for improvement of professional preparation. States are expected to use NCATE adopted guidelines, in this case NAEYC’s, in design of state standards. How can early childhood professionals interact with policymakers in their states to assure high quality? Should NAEYC assume a leadership role in assisting?

2. How to prepare a beginning teacher to be equally competent in meeting the unique needs of young children within 0-8 age range. Each of the three divisions within the 0-8 age range; namely, infants and toddlers, prekindergarten and kindergarten (3-5 years), and primary (6-8 years) have unique needs, process information in different ways, and require special understandings and skills of teachers. Within the constraints of undergraduate degree requirements, is it possible for teacher candidates to acquire content and pedagogical knowledge associated with the entire range and demonstrate ability to effectively integrate this knowledge in practice? Is advocating a licensure pattern defined as 0-8 year the most effective option?

3. How to develop commonality in nomenclature. The myriad of early childhood licensure titles confuse communication and limit reciprocity. The lack of commonly accepted nomenclature has been discussed at various levels of intensity for several years. Suggestions have produced no noticeable results. Standard nomenclature would lead to more precise communication among teachers, state education department officials, school personnel, and higher education faculty. Is this an issue for which our profession should be concerned?
- Linking what teachers should know and be able to do with what children should know and be able to do. There is an absence of recommended standards for what young children should know and be able to do. Performance assessment of teacher candidates requires a demonstration of ability to integrate content knowledge and pedagogical skills in developmentally appropriate ways in the world of practice. Will this performance assessment be accurate or misrepresented when there is an absence of standards that define what young children should know and be able to do? Should the profession engage in defining a framework for what young children should know and be able to do? Should NAEYC develop guidelines for assessing the educational component of programs for young children? Would guidelines strengthen the use of developmentally appropriate practices and NAEYC's accreditation system?
Summary

Even though state early childhood teacher education requirements have strengthened during the last decade, much is still to be done. A few states have moved to the level of a well-defined knowledge base, performance expectations, and performance assessment. Some states identify the content knowledge but lack a requirement assuring that teacher candidates can apply knowledge. One-fifth of the states do not have early childhood teacher education requirements that extend to children younger than five years of age.

As NCATE partnership states revise their early childhood licensure, they will be expected to move toward a performance assessment system. No doubt this will be a slow process since several states are not currently addressing the prekindergarten span. However, as changes in accreditation requirements are implemented, early childhood teacher preparation should become more clearly defined and more effective.

References:


Epilogue

The population and social dynamics of this country are rapidly changing and there is an increasing need for teachers of young children. More are enrolled in early childhood education programs than ever before, the number of women joining the workforce continues to grow, and there is a greater representation of culturally and linguistically different children beginning to fill our nation's schools. At the same time, there are efforts underway by NCATE and NAEYC to raise the bar on the preparation of teachers. Other learned societies and state departments of education are setting standards of performance for teachers and students. Currently, there is an attempt to bring together those parties that represent the interests of children and those of teachers as a means to align both sets of standards.

Given all the activity that is going on nationally on behalf of teachers and children, now is the time to seriously entertain the role of NAEYC as a major player with state departments of education to bring some order and structure to the licensure of early childhood teachers. There is also the need for the licensure and knowledge of children portions to be brought into alignment. Too often, the design of early childhood teacher education programs have been driven by forces and factors having very little to do with what we know about teaching and the developmental needs of young children. For almost twenty years, NAEYC has been active in the preparation of personnel through its teacher education guidelines, center accreditation program, and advocacy for developmentally appropriate practices. As the demand for teachers continues to increase, there is the realization that other avenues will have to be explored in order to fulfill that need. More and more we find that community colleges are filling the void and that certification programs like the Child Development Associate (CDA) are critical players in this arena. As a profession, we must embrace those key players and give them the wherewithal to also benefit from the alignment process.

Finally, some sense of order is needed to define our many roles as early educators. What this study has revealed is the variety of designations for early childhood personnel. If one looks critically at the array of nomenclature, it is evident that the titles utilized are mostly site and location specific and bear no common relationship across the nation as to what early educators actually do. A common nomenclature will serve as a beginning to better define our roles as professionals and the expectations that accompany such.
Appendix A

National Board for Professional Teaching Standards (NBPTS)

The NBPTS is designed to

- establish high and rigorous standards for what accomplished teachers should know and be able to do
- develop and operate a national voluntary system to assess and certify teachers who meet these standards; and
- advance related education reforms for the purpose of improving student learning in American schools

Accomplished teachers who seek National Board certification must complete two key activities: (1) the compilation of a teacher’s portfolio of practice during the course of a school year; and (2) participation in one or two days of assessment center activities during the summer. The portfolio is designed to capture teaching in real settings and examine how teachers translate knowledge and theory into practice. Videos and student work is accompanied by commentaries. The assessment center exercises are designed to complement the portfolio and validate that the knowledge and skills exhibited in the portfolio are accurate reflections of what candidates know and can do. Therefore, the assessment process is definitive enough that the National Board can certify that a candidate meets the standards. This distinguishes the credential (certification) from licensure which states award upon completion of an approved program in an institution of higher education.

Source: Early Childhood/Generalist Standards for National Board Certification

For additional information contact:
National Board for Professional Teaching Standards
300 River Place, Suite 3600
Detroit, MI 48207
Phone: 313-259-0830 or
1730 Rhode Island Ave., NW, Suite 909
Washington, DC 20036
Phone: 202-463-3980
Appendix B

NCATE Constituent Members

➤ Teacher Education Organizations
   American Association of Colleges for Teacher Education (AACTE)
   Association of Teacher Educators (ATE)

➤ Teacher Organizations
   American Federation of Teachers (AFT)
   National Education Association (NEA)

➤ Policymaker Organizations
   Council of Chief State School Officers (CCSSO)
   National Association of State Boards of Education (NASBE)
   National School Boards Association (NSBA)

➤ Subject-Specific Organizations
   American Council on the Teaching of Foreign Languages (ACTFL)
   American Education Research Association (AERA)
   American Alliance for Health, Physical Education, Recreation, and Dance (AAHPERD)°
   Council of Learned Societies in Education (CLSE)
   International Reading Association (IRA)°
   International Technology Education Association (ITEA)°
   Council on Technology Teacher Education (CTTE)°
   National Council for the Social Studies (NCSS)°
   National Council of Teachers of English (NCTE)°
   National Council of Teachers of Mathematics (NCTM)°
   National Science Teachers Association (NSTA)°
   Teachers of English to Speakers of Other Languages (TESOL)

➤ Child-Centered Organizations
   Association for Childhood Education International (ACEI)°
   Council for Exceptional Children (CEC)°
   National Association for the Education of Young Children (NAEYC)°
   National Middle School Association (NMSA)°

➤ Technology Organizations
   Association for Education Communications and Technology (AECT)°
   International Society for Technology in Education (ISTE)°
Specialist Organizations

- American Library Association (ALA)
- National Association of School Psychologists (NASP)

Administrator Organizations

- American Association of School Administrators (AASA)
- Association for Supervision and Curriculum Development (ASCD)
- National Association of Black School Educators (NASBE)
- National Association of Elementary School Principals (NAESP)
- National Association of Secondary School Principals (NASSP)

Other

- National Board for Professional Teaching Standards (NBPTS)

*denotes NCATE approved teacher education guidelines

Source: National Council for Accreditation of Teacher Education
2010 Massachusetts Ave. NW, Washington, DC.
Phone: 202-466-749
Appendix C

NCATE Partnership States

As of August 1986, NCATE has partnership arrangements with 41 states. The intent of the agreement is to

- increase rigor of Schools of Education reviews
- integrate state and national standards
- reduce and/or eliminate duplication of assessments

Partnership states:

Alabama
Arkansas
California
Connecticut
Delaware
District of Columbia
Florida
Georgia
Hawaii
Idaho
Illinois
Indiana
Iowa
Kansas
Kentucky
Maine
Maryland
Massachusetts
Michigan
Minnesota
Mississippi
Montana
Nebraska
Nevada
New Mexico
North Carolina
North Dakota
Ohio
Oklahoma
Oregon
Pennsylvania
Rhode Island
South Carolina
South Dakota
Tennessee
Texas
Virginia
Washington
West Virginia
Wisconsin
Wyoming

Source: NCATE
Appendix D

NCATE's New Professional Teacher Project

The goal of NCATE's New Professional Teacher Project (NPT) is to facilitate a continuum of professional accountability for the preparation and development of teachers and other school personnel. As a result of the NPT Project, NCATE expects to identify accreditation standards for new teacher preparation that are compatible with the model teacher licensing standards being developed by the Council of Chief State School Officers' Interstate New Teacher Assessment Consortium (INTASC) and the advanced certification standards being created by the National Board for Professional Teaching Standards (NBPTS). On a parallel track, a multi-state effort is underway to organize a broad spectrum of education stakeholders at the "grass roots" level to conduct state-wide forums that would facilitate the creation of a comprehensive system of quality assurance for the teaching profession informed by the NPT standards.

Through the project NCATE is working with its subject matter professional associations to develop performance-based expectations for teacher preparation. The expertise of subject matter specialists, practitioners, and policy makers is crucial in helping to move from vision to reality. Five principles guide standards development:

- It is designed to strengthen the accreditation process so that it increases the probability that newly prepared teachers master content knowledge and the means to teach that knowledge.
- It is a performance-based accreditation system. Teacher candidate performance and institutional performance will be the primary basis for accreditation decisions.
- Compatible sets of standards for accreditation, licensure, and certification are essential if educators and the general public are to have confidence in the quality assurance system in the teaching profession.
- Content of teacher preparation should be given a priority emphasis.
- The accreditation process should be simplified, and program review should be better integrated into unit review.

NPT project states:

Arkansas
Indiana
Kentucky
Maryland
Minnesota
North Carolina
Washington

Source: NCATE
Appendix E

NCATE Professional Development School Standards Project

Professional Development Schools (PDSs) are collaborations involving schools, colleges or departments of education, and P-12 schools, designed to prepare new teachers, develop school and university faculty, support children’s learning, and study teaching and learning. Viewed as important innovations in the preparation of teachers, professional development schools have proliferated rapidly but with little attention to definition and quality. Of the estimated 600 professional development school sites currently in operation nationwide, all were established within the last decade.

This project has focused on development of standards for PDSs and has now selected the pilot sites for field testing of the draft standards. The purposes of the field-test are (1) to evaluate and revise the draft standards, (2) to design a valid assessment process for conducting on-site visits to professional development schools, and (3) to build support for the innovative structure for clinical preparation of teachers.

The 20 field test sites are:

- Baylor University/Hillcrest PDS (elementary)
- Doane College/Crete Public Schools (K-12)
- Eastern New Mexico University/Washington Ave. El. School
- Kansas State University/Manhattan High School
- Kent State University/Allen Elementary School
- Maryville University/Parkway South High School
- Montclair State University/Montclair High School
- No. Carolina Central Univ/Governor Morehead School for Blind
- Rutgers University/Lincoln Professional Dev. School (elementary)
- San Jose State University/John Muir Middle PDS
- Towson University/Owing Mill Elementary School
- Univ. of Cincinnati/Cincinnati Public Sch-Shroder Paideia Middle School
- Univ. of Colorado at Denver/Northglenn High School
- Univ. of Louisville/Fairdale High School
- University of Massachusetts-Amherst/Chestnut Accelerated Middle Sch
- Univ. of No. Carolina/Chatham Co At-Risk Dropout Prevention Program
- Univ. of No. Dakota/Lake Agassiz Elementary School
- Univ. of So. Carolina/Columbia Rice Creek Elementary School
- West Liberty State College/Madison Elementary School
- Wheelock College Learning/Teaching Collaborative/E.F.Devotion Sch(elem)

Source: NCATE

Waco, TX
Crete, NE
Portales, NM
Manhattan, KS
Kent, OH
St. Louis, MO
Upper Montclair, NJ
Durham, NC
New Brunswick, NJ
San Jose, CA
Towson, MD
Cincinnati, OH
Denver, CO
Louisville, KY
Amherst, MA
Chapel, Hill
Grand Forks, ND
Columbia, SC
West Liberty, WV
Brookline, MA
Appendix F

Scope of Licensure Patterns by State

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## Appendix G

**State Licensure Patterns by Age Range and Title**

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<td>0 thru 5 yrs.</td>
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</tbody>
</table>
SECTION II

Early Childhood Curriculum Guidelines:
A State by State Analysis

Principal Investigator
Nancy Ratcliff
Assistant Professor
University of South Florida

Co-Principal Investigator
Josué Cruz, Jr.
Professor
University of South Florida

Jan McCarthy
Professor Emeritus
Indiana State University
Forward

There is no lack of information or self-described experts ready to share their opinions on what children should be taught in schools. All too often, curriculum is misunderstood and looked upon as something that teachers do to children and not something that teachers do with children. Unfortunately, in the highly politicized environment of schools, attempts to define the learning that should take place lacks a common frame of reference on what to teach, when to teach it, and why it is important to teach it. Because the early years have now become a cause célèbre for many in the public arena, a significant number of state departments of education are struggling to define priorities for the instruction of children. Consequently, what we are left with are sets of curriculum guidelines that do little to advance the education of children in a structured and organized manner across the country.

The major contribution of this study rests with the fact that the formulation of state curriculum guidelines are at best inconsistent nationally. Like the companion publication Early Childhood Teacher Education Licencure Patterns: A State by State Analysis (McCarthy, et al., 1999), there is a high degree of variance in the nature and scope of curriculum guidelines. Such inconsistencies send very confusing messages to the teachers and to the parents and guardians of young children. This finding is particularly alarming when we consider that much of what we know about children and their educational needs are not being addressed in a definitive and meaning manner. Although there do appear to be some states that are providing the kind of curriculum leadership that would serve the education of children exceptionally well. The common denominator between the McCarthy and Ratcliff studies is the lack of a common frame of reference. Curriculum guidelines is only one part of the problem. The other part is the licensure. Eventually, the two will have to come together in order to make a significant difference in the preparation and education of young children.

Ratcliff, et al., makes a major contribution to the field of early education with this study. As the instruction of children continues to play center stage, it is of utmost importance that the profession meet the challenge and work toward a national set of curriculum guidelines. What we learn from this study is that we have a long way to go before states will be able to meet the challenge of curriculum. But without this study, the profession would not be aware that the state of the art in curriculum guidelines was in such disarray. It is important for us as a profession to be able to assure the public that we know what children should know and when they should know it. As professionals, early educators must take ownership of the challenge and provide the leadership to make it happen.
Acknowledgments

Studies of this nature require the assistance and help of many individuals over a long period of time in order to finally come to some closure. During the last three years, this effort was generously received by the National Association for Early Childhood Specialists/State Department of Education (NAECS/SDE) by allowing the research team to present preliminary findings at their annual meetings. We are grateful for their feedback and their support. For those in the state department offices that send us copies of their materials and responded to our numerous queries to them we are truly indebted.

Special thanks the University of South Florida contingency that gave liberally of their time. Tara Huls and Dorian Vizcain were instrumental in keeping track of the state contacts and making sure that the materials kept coming in. Christine Razor and Patrick Wehner enhanced this publication with their technical expertise. To all of you, many, many thanks.
Preface

This is the culmination of a three-year effort that began as a result of some library research that called attention to the lack of information in what states were doing in the area of curriculum guidelines. Like the licensure study, we surmised that there was a great deal of variance and that such information would serve the national efforts underway by NAEYC and NCATE.

What has resulted is, perhaps, more significant than what we expected to find. We are unable to account for many of the phenomena that we found, but we are able to shed some light on the state of the art conditions that exist for children relative to curriculum guidelines. It is our hope that what follows will serve the profession well as it moves forward to bring some sense of continuity and structure to the education of young children.

Some of the most significant results have to do with patterns that emerged in relation to developmentally appropriate practices, integrated curriculum, and constructivist program orientation. Although the results are preliminary, they are, nevertheless, important to consider when planning for long-term purposes.

This birds-eye view to what states are doing, should help the profession better understand the challenge facing curriculum guidelines. But more importantly, the results are invaluable to beginning the communication process between states and for recognizing what others are doing to address curriculum concerns. This study opens the door for that dialogue and for the profession to play an active role.
PART I

Profile of Early Childhood State Curriculum Guidelines

This section provides an overview of the guidelines that states provide to assist in the development and delivery of early childhood curriculum. Areas of focus include the number of states providing guidelines, how the guidelines are written and organized, and by which age or grade level the guidelines are to be met. Although forty-two of the fifty-two states provide some type of guidelines for children between the ages of five and eight, there is tremendous variation regarding how guidelines are written, organized and when children are to meet the expectations listed.

For the purpose of this report the word states refers to the fifty states plus the District of Columbia and Commonwealth of Puerto Rico. The term No Statewide Guidelines is defined as no curriculum guidelines provided by the state. Six states reported that the development of guidelines is left to local control. Revising is defined as states reporting that the guidelines are currently in the process of being revised. Four states opted not to send their guidelines for review due to the fact the information portrayed would not reflect the current recommendations and/or requirements of the state.

Due to the fact that the majority of the states’ public school guidelines do not include any reference to children under the age of five, kindergarten was selected as the lowest common denominator. Therefore, states providing separate guidelines for children below kindergarten age were not included in the analysis. There are three exceptions to this. Primary grade guidelines were used from Oklahoma and kindergarten guidelines were used from Mississippi and North Carolina.

Question 1 How many and which states provide curriculum guidelines?

Finding: Forty-two of the fifty-two states contacted report some type of guidelines for early childhood.

Guidelines are defined as any document provided by the state to assist in the development and delivery of curriculum for public schools serving children between the ages of three and eight. As indicated in Figure 1 (p. 7) and accompanying Map 1 (p. 8), forty-two states report some type of guidelines for public school programs serving children between the ages of three and eight. As reported previously, six states report that there are no statewide curriculum guidelines provided and four states opted not to send their guidelines for review due to the fact the guidelines were in the process of being revised.
The depth of information contained within the guidelines varies widely from state to state. Some states provide only the mandated minimal requirements children are expected to meet. Other guidelines are more comprehensive including information regarding learning environments, working with parents and staff, suggested instructional strategies and units and assessment information. However, mandated minimal requirements children are expected to meet by the end of a designated period of time are included in the majority of the states.

The fact that forty-two states have some type of guidelines for public school programs serving children from kindergarten through grade three provides the opportunity for early childhood professionals to engage in dialogue with personnel in neighboring states regarding issues pertaining to the National Association for the Education of Young Children's (NAEYC) established guidelines for appropriate practice. The lack of established guidelines for programs serving children younger than kindergarten signals an opportunity for early childhood professionals to lead the effort in establishing appropriate guidelines for programs serving children younger than age five.

**Question 2** How are the guidelines written?

**Finding:** There is much variation across the country regarding how individual states write guidelines.

For the purpose of this study the terms objectives, goals, performance outcomes and other were chosen as generic terms to identify the various ways in which guidelines are organized. The following definitions were used: 1) objectives—precise statements describing what the learner must do to demonstrate proficiency or the specific purpose of an activity, 2) goals—broad statements that specify the overall expectations in a content or developmental area (over a period of time), and 3) performance outcomes—designated measures through which application of knowledge and skill can be demonstrated.
During the review of the guidelines, a number of different terms and combinations of terms were noted for identification of what children should know and be able to demonstrate. For example, the word *outcomes* is used in isolation or in various combinations, such as student outcomes, learner outcomes, model learner outcomes, and student learning model outcomes. Variations on the use of the words *objectives* and *goals* are also found. Terms such as skills, standards, benchmarks, and a number of combinations of these terms are also noted within various guidelines.

Although there is tremendous variation in the way guidelines are written, twenty-eight of the states include performance outcomes to indicate what students should know and be able to do by the end of a designated period of time. The use of performance outcomes within the guidelines may be due to the fact that many of the content areas strongly reflect the learned societies' standards. It is interesting to note that the state guidelines which include outcomes have been revised and/or published since 1990. Continued monitoring of guidelines as states begin the revision process will be needed to determine if this trend continues.
As noted in Figure 2, two states use other strategies for writing their guidelines. California uses narrative to present a framework which deals with thoroughly establishing a philosophical understanding of each content area. Strong rationales for the need for skill development, practical application of skills, information regarding how children develop skills, assessment information and suggestions for appropriate instructional strategies are included within each of the content area guidelines. No minimal standards are included within the guidelines. For North Carolina the term Other refers to the use of narrative to describe the program components plus program outcomes which designate how the program should meet the academic needs of the children being served.

The lack of consistent terminology used within the states' guidelines interferes with the dialogue of those trying to develop and deliver curriculum. This inconsistency also adds to the confusion of the general public trying to understand what is expected of teachers and students in today's schools.

**Question 3 How are the guidelines organized?**

**Findings:** Guideline organization is not consistent across states. However, thirty-six of the guidelines use content area as a factor for organization.

The term Other in Figure 3 (p. 10) refers to guidelines which are organized by program components. Four of the guidelines are organized in this manner. The narrative provides an in-depth understanding of program development. These guidelines include sections focusing on designing the learning environment (indoors and outdoors), scheduling the day, working with parents, assessment, child development, and working with staff.

Thirty-six of the state's guidelines use content area as one of the organizational methods. The most frequently occurring content areas included within the guidelines are reading/language arts, mathematics, science, and social studies. Art, music, and physical education as well as other areas (See Appendix A) may also be included within the guidelines. Twenty of the guidelines are organized by content area only.
Sixteen additional states organize the guidelines within content areas and developmental levels. The developmental level indicates the age or grade range into which the expected objectives, goals or performance outcomes are clustered (e.g. K–grade 2, K–grade 4). However, the age or grade range which the developmental levels covered is not consistent throughout the states. Organizing the guidelines within content areas appears to be the most efficient and easily understood method for organizing and presenting the needed information.

**Question 4 At what age/grade level must children meet the guidelines?**

**Findings:** Seventeen of the state's guidelines lack consistent age/grade levels at which children are to demonstrate the ability to meet the guidelines within content and program areas. Twenty of the guidelines use grade levels, four use ages and one uses the term early elementary to designate when guidelines are to be met.

No consistent age/grade designation at which children are expected to demonstrate their ability to meet content and program area guidelines seem to be reflected within the documents. Ages, grade levels or general terms such as early elementary are used to designate when children must demonstrate the ability to meet the guidelines.

The use of ages to specify when guidelines are to be met are found in four of the state's guidelines. The guidelines were similar in the fact that they are based on a constructivist orientation with the curriculum organized by developmental levels and program components. This developmental grouping is more closely aligned with NAEYC's guidelines. One state chooses to use the term early elementary instead of designating specific age/grade levels.
Twenty of the states use a grade level to designate when children must meet the guidelines. However, as indicated in Figure 4, there is no consistent grade level across the country in which children are expected to demonstrate their ability to meet the guidelines. This emphasizes the fact that there is no universally agreed upon age/grade level in which children should be demonstrating certain competencies. Even though NAEYC defines early childhood as children from birth through age eight (Bredekamp 1987), many states do not use this as a guideline for determining developmental levels when writing the guidelines. An opportunity exists for members of the early childhood profession to establish a national agenda in which this could be addressed.

As noted in the preceding discussion, twenty-five of the guidelines designate a common age or grade level at which children must demonstrate their ability to meet the guidelines. The term Not Applicable in Figure 4 was used to categorize the seventeen guidelines which do not fall within the categories discussed. In twelve of these documents the age or grade level in which children must meet the guidelines varies by content area. Other examples from guidelines categorized as Not Applicable include: age/grade level varies by objective (one state), no age/grade level stated (two states), references to elementary and early elementary as the designated age/grade level (one state), and two grade levels (kindergarten and third) at which children must meet guidelines (one state).

Figure 4. Time Frame for Meeting Guidelines

Early Elementary
End of Each Grade
End of Grade 12
Age 9
Age 8
End of Grade 4
End of Grade 3
End of Grade 2
End of Kindergarten
Not Applicable

0 5 10 15 20
Early Childhood Curriculum Guidelines: A State by State Analysis

**PART II Comprehensiveness of Guidelines**

Part II of the discussion focuses on the comprehensives of the guidelines. Content areas consistently provided in the guidelines include reading/language arts, mathematics, science and social studies. This section will discuss other program areas that are included in various guidelines. Program areas refer to special education and gifted programs as well as art, music, physical education and various other areas listed in Appendix A.

**Question 5** Do the guidelines apply to children in special education and gifted programs?

**Findings:** Thirty of the guidelines fail to provide evidence to indicate if the guidelines apply to children being served in special needs programs. Thirty-four fail to provide evidence to indicate if the guidelines apply to children in gifted programs. (Figure 5)

The word *No* in Figure 5 indicates that no evidence of the identifying characteristics are found within the guidelines reviewed.

Public Law 94-142 mandates appropriate public education for all children including children requiring special education. Public Law 99-457 Part B requires all states to extend the provisions of PL 94-142 to children three to five years old. Standards established by both NAEYC and the Council for Exceptional Children (CEC) also outline the importance of meeting the needs of all children. Figure 6 indicates that thirty of the guidelines fail to indicate if children served by special needs programs are required to meet the guidelines. This may be attributed to the fact that it is assumed all parties responsible for developing and delivering curriculum would be aware of the federal mandates to include children with special needs.

However, twenty of the guidelines did indicate children served by special needs programs are included. The phrase “all students” is used in many of the guidelines to indicate inclusion of children served by special needs programs. Clarifying terms such as disabilities, limited English proficiency, and IEP’s are also used. Further elaboration within the guidelines of some of the states include sections devoted to meeting the needs of children with special needs and/or suggestions for modifying instructional strategies used in the classroom.

Even fewer guidelines (nine) include references to children being served in gifted programs. There are several factors that may contribute to this. 1) Gifted programs are
not federally mandated and monies to assist such programs are scarce. 2) Official definitions are unclear and may vary from state to state (Cook, Tessier, Klein 1996 p387). 3) It can be difficult to identify children, especially during the early years, who meet established criteria for placement in gifted programs.

Due to the fact that many of the guidelines indicate a specific age/grade level at which children are expected to demonstrate competence, it may be a positive sign that gifted and special needs programs are not included. One of the principles which guide developmentally appropriate practice states that each child develops at varying rates and unevenly within different areas of functioning. Lack of clarity can lead to inappropriate expectations. Expecting children with special needs to meet mandated minimal expectations at a specific grade level would be detrimental. Minimal expectations could be equally harmful to children in gifted programs if only held to the minimum expectations.

**Question 6** Do the guidelines include art, music and physical education?

**Findings:** Thirty of the state's guidelines include art. Thirty-one include music and thirty-one include physical education.

Many of the guidelines include art, music and physical education as separate program areas with detailed goals and objectives, required units of study or detailed program descriptions and a comprehensive set of performance outcomes. As noted in Figure 6, thirty of the guidelines include art as a program area and thirty-one include music and physical education. Howard Gardner's *Frames of Mind: The Theory of Multiple Intelligences* may be the most influential piece of work supporting the inclusion of art, music and physical education within the guidelines. The inclusion of bodily/kinesthetic and musical/ rhythmic as two of the seven intelligences supports the need for their inclusion in the public school curriculum.
Figure 6. Guidelines that Include Art, Music, & Physical Education

areas other than reading/language arts, mathematics, science, social studies, art, music and physical education.

Figure 7 indicates that twenty-three of the guidelines include various other program areas in which children must demonstrate the ability to meet the guidelines. Health, education and foreign/world languages are the other areas most frequently included. Appendix A provides a list of all the other program areas included in various guidelines.

Appendix B lists the titles for all guidelines provided by each state. Three states have a total of nine or more separate guidelines. Meeting the expectations designated within all content areas for each of the guidelines could be an overwhelming task for both children and teachers.

This is a positive sign for early childhood professionals. The inclusion of the visual and performing arts and physical development aligns with one of the principles of child development and learning. This principle states that the physical, social, emotional and cognitive domains are interrelated and development within the domains are influenced one by the other (Bredekamp & Copple 1997).

**Question 7 Do the guidelines include other program areas?**

**Finding:** The guidelines from twenty-three states include

**Figure 7. Guidelines that Include Other Program Areas**
Part III focuses on the program orientation upon which each guideline is based. Evidence of developmentally appropriate practice (DAP), integrated curriculum and assessment information is also reported.

Three prevalent program orientations, Behaviorist, Constructivist, and Developmentalist surfaced as a result of the content analysis. Definitions were devised from texts by Berk (1989), McNerney & Herbert (1998), Morrison (1990), and Slavin (1997). Definitions include the following: 1) Behaviorist—a program orientation which focuses on observable behaviors or characteristics (external motivation), 2) Constructivist—a theoretical approach which focuses on the individual’s effort to construct knowledge through physical and social interaction: creation of knowledge through interactions with the environment (internal motivation), and 3) Developmentalist—a program orientation which emphasizes development as following a predetermined, predictable, yet individual schedule for each child.

The definition for developmentally appropriate practice was derived from Bredekamp (1987) and defined as teaching strategies and curriculum that are both age appropriate and individually appropriate. Curriculum and instructional strategies are designed and implemented for the age group served with attention given to needs and differences of individual children enrolled. Integrated curriculum is defined as “curriculum that is organized around a theme or topic that connects skill and content in several fields of study” (Reinhartz & Beach p 114). Curriculum design is “multidisciplinary and based on the belief that learning is integrative and establishes connections among various subject areas” (p 130).

Question 8 What is the program orientation for guideline development?

Findings: Nineteen of the state’s guidelines reflect a behaviorist program orientation. Nineteen reflect a constructivist program orientation and none of the guidelines are based entirely on a developmentalist orientation. [See Map 2]

Nineteen of the guidelines are written from a behaviorist orientation. Behaviorist is defined as a program orientation that focuses on observable behaviors or characteristics (external motivation). A characteristic consistently found within the guidelines is the use of precise statements describing what the learner must do to demonstrate proficiency. For example, an objective such as “write own first name using correctly formed upper and
lower case letters” or an outcome such as “associates verbal names, written word names, and standard numerals with the whole number less than 1000” are included. Phrases such as “the student will” or “the learner will” are also noted. Many of the guidelines have a combination of outcomes and objectives mixed together.

Nineteen of the guidelines are written from a constructivist basis. Constructivist is defined as a program orientation which focuses on the individual’s effort to construct knowledge through physical and social interaction: the creation of knowledge through interactions with the environment (internal motivation). Characteristics indicating a connection to the constructivist approach include phrases such as active involvement of the learner, cooperative work groups, opportunities to solve real world problems and application of knowledge versus rote memorization.

As noted in Figure 8, four of the guidelines contain evidence of a combination of program orientations. Characteristics of both a behaviorist and constructivist orientation are found in three of the guidelines. The narrative included within each guideline contains characteristics associated with the constructivist approach. However, this program orientation is not carried out throughout the objectives included within the document. One state’s guidelines merged all three of the theoretical perspectives. The narrative represents a constructivist, the goals developmentalist and the objectives a behaviorist orientation.

![Figure 8. Theoretical Basis for the Guidelines]

It is positive to note that a constructivist program orientation is found (in part) in twenty-three of the guidelines. NAEYC’s guidelines for curriculum content state “The Constructivist curriculum has an articulated description of its theoretical base that is consistent with prevailing professional opinion and research on how children learn” (Bredekamp & Rosegrant 1995). A constructivist approach is also supported by a number of the learned societies guidelines. Many of the documents directly reference the writings of the learned society within the guidelines. The learned societies’ guidelines may be the major force guiding the move toward a constructivist program orientation for curriculum development.

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Which of the guidelines include links to developmentally appropriate practice (DAP)?

Findings: Of the forty-two guidelines reviewed, nineteen include characteristics linking them to developmentally appropriate practice, while twenty-two provide no evidence of these characteristics. One state mandates the use of DAP in the state regulations.

Map 3 provides an overview of the states in which links to DAP are noted within the guidelines. Characteristics of DAP’s guiding principles were selected to identify guidelines including links to DAP. The characteristics selected include meaningful context, active exploration, child initiated, concrete learning experiences, play, divergent thinking and...
intellectual integrity (Bredekamp 1987 & Bredekamp & Copple 1997). As indicated in Figure 9, nineteen of the guidelines include characteristics linking them to DAP. The characteristics are demonstrated consistently throughout the guidelines. All of the guidelines include references to active learning and the importance of connecting learning to the real world. Three directly make reference to developmentally appropriate practice and cite a number of NAEYC’s publications in their bibliography or reference page. Examples of appropriate activities are provided in a number of the guidelines.

DAP is required in the regulations in one of the states submitting guidelines for this study. However, DAP’s guiding principles regarding the development and delivery of curriculum is not reflected within the guideline. Two of the guidelines include some of the characteristics representative of DAP, however not consistently throughout the document.

The inclusion of characteristics of DAP’s guiding principles within nineteen of the guidelines is positive. However, it must be noted that actual practice may not reflect what is recommended within the guidelines.

Figure 9. Guidelines Linked to Developmentally Appropriate Practice (DAP)
Question 10 (A) Which of the guidelines include references to integrated curriculum?

Findings: Seventeen guidelines include information regarding integrated curriculum. Twenty-five provide no evidence.

Question 10 (B) To what degree is information regarding integrated curriculum included?

Findings: Five guidelines provide a comprehensive overview, twelve provide limited information and twenty-five are categorized as Not Applicable.
Figure 10 and Map 4 indicate that seventeen of the guidelines include information regarding integrated curriculum. References to thematic units and organizing the curriculum to connect skills and concepts in several content areas are included. The term No on Map 4 includes states in which no references to integrated curriculum are found, states reporting no statewide curriculum guidelines and states in the process of revising their guidelines.
Figure 11 illustrates the nature of information included within the seventeen guidelines providing specific references regarding integrated curriculum. The guidelines for five of the states provide a comprehensive overview including sections specifically devoted to the topic of integrating curriculum. Information regarding the importance of an integrated approach, how to integrate content areas through narrative and examples, and strategies for assessing students in an integrated setting is included within the guidelines. The theme of integration is demonstrated consistently throughout each of the remaining sections of the guidelines.

The remaining twelve guidelines include far less information regarding integrated curriculum. Terms such as multidisciplinary and/or interdisciplinary approaches and interdisciplinary connections are noted along with brief descriptions. Examples of learning centers, instructional strategies, lesson plans, thematic units and vignettes are provided. Twenty-five of the guidelines fail to provide information regarding integrated curriculum. The term Not Applicable in Figure 11 refers to those guidelines.

During the analysis, patterns emerged regarding state guidelines based on a constructivist program orientation. As indicated in Maps 5 and 6, links to DAP and references to integrated curriculum are found in the majority of the guidelines based on a constructivist program orientation. Seventeen of the nineteen guidelines contain strong links to DAP. Two of the states, Alabama and Minnesota, have a combination of program orientations evident within the document. Alabama has a constructivist basis and link to DAP in all but one of the content areas guidelines. Minnesota’s narrative was based on the constructivist orientation with links to DAP. Thirteen of these guidelines not only contain strong links to DAP, but also include references to integrated curriculum.

**Figure 11. Degree of Integrated Curriculum Information**

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Map 5. Constructivist Guidelines Linked to DAP
Map 6. Constructivist Guidelines Linked to DAP and Integrated Curriculum
A constructivist program orientation would logically include characteristics of DAP and references to integrated curriculum. The nature of a constructivist orientation would support the implementation of active learning experiences in which children have the opportunity to make meaningful connections across content areas. These are also characteristics of DAP and integrated curriculum.

Another explanation for the emergence of the patterns could be due to the fact that a constructivist orientation is one of several prominent approaches on which the principles of developmentally appropriate practice are based. Information regarding the integration of curriculum across traditional content areas is one of the guidelines provided to assist teachers when making decision regarding DAP (Bredekamp and Copple 1997). Connections to DAP and integrated curriculum would be expected within guidelines based on a constructivist program orientation.

These factors would suggest that all of the guidelines based on a constructivist orientation would also contain links to DAP and references to integrated curriculum. As noted in Map 6 there is no link to DAP in the state guidelines provided by two states. Colorado provides another document entitled the Colorado Quality Standards for Early Childhood Care and Education Services that applies to all programs serving children from birth to age eight, including public schools. The use of this document is required for programs to access funding which flows through the Early Childhood Leadership Team in the Colorado Department of Education. The use of the Colorado Quality Standards for Early Childhood Care and Education Services in Kindergarten through third grade classrooms is a voluntary effort. An increasing number of schools are planning or implementing schoolwide plans through Title I. The use of the Standards should be a part of the restructuring efforts of these schools. A review of this document found characteristics of DAP which would also include Colorado as a state in which guidelines include the constructivist, DAP, integrated curriculum pattern.
The guidelines provided by Oregon include a limited amount of information. References to DAP were typically included within the narrative of the other state guidelines. The narrative provided within Oregon's document does not include the characteristics selected to identify guidelines containing DAP.

**Question 11 (A) How many and which states include assessment information?**

**Findings:** Twenty-eight guidelines include some type of assessment information. Fourteen provide no evidence of assessment information. (Figure 12 and Map 7)

**Question 11 (B) What type of assessment information is included?**

**Finding:** References to both child and program assessment is include within twenty-eight of the guidelines.

The depth of information regarding assessment varies widely among the guidelines (See Figure 13). Twenty-five of the twenty-eight guidelines include direct references to assessing children's progress. Five of the guidelines include references only to standardized tests while thirteen include a variety of techniques which could be used to
assess children's progress. Suggestions include observations, checklists, portfolios, anecdotal notes, student projects and performances. Descriptions of the techniques and/or examples are usually included to help clarify each technique. The remaining seven include limited information or program assessment only.

Four of the thirteen guidelines including a variety of techniques provide in-depth, detailed information regarding purpose, rationale for assessing young children in an appropriate manner, descriptions of various techniques and ways of communicating progress to others. Examples of various techniques are also included.

Information regarding program assessment is included in six of the guidelines with two providing this information only. The purpose for program assessment stated in five of the guidelines indicates that schools are to be assessed to determine how well the curriculum enables students to meet the guidelines. One state specifically states that the assessment system must be directed toward helping teachers improve instruction within the classroom.

Although standardized testing is included as one of the suggested assessment techniques in twenty-two of the guidelines, twenty also strongly recommend the use of various other techniques that are more closely aligned with NAEYC's guidelines.

Characteristics of appropriate assessment of young children's progress include the following: 1) assessment is ongoing, strategic and purposeful, 2) content reflects progress toward learning and developmental goals, 3) methods of assessment are appropriate to age and experiences of young children relying heavily on observations, descriptive data, collections of representative work by children demonstrated through authentic activities, 4) tailored to specific purpose and used only for that purpose, 5) recognized individual variation in learners and allows for differences in styles and rates of learning, and 6) addresses what children can do independently and with assistance. It is important to note that these characteristics are found in twenty of the twenty-eight guidelines including assessment information.

![Figure 13: Type of Assessment Information](image)

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Issues and Policy Implications

This is the first that such a study has been undertaken. It seems that the field of early education has gone about its way without taking the initiative to fully investigate what the various state players are doing in the area of curriculum guidelines. This study provokes the following concerns:

1. How can we create a system of communication among states that will result in a common frame of reference for guidelines?

2. What process should be in place within and between states that will assure a coupling in curriculum guidelines and licensure?

3. Should there be a common language and organization for curriculum guidelines?

4. How comprehensive should curriculum guidelines be?

5. What should be the role of NAEYC and NCATE?

6. Should curriculum guidelines be reflective of a national curriculum?

These and other questions should serve as the basis for discussion in order to give direction to the field. It is important that policy makers together with members of the profession be part of the dialogue as we move to the alignment between the many sets of standards that are being promoted.
Summary

In spite of the fact that there is much variance in what states are doing in the area of curriculum guidelines, there is much to draw from and much that serves the interests of children well. There is clearly a need to do something to avoid the fragmentation that exits throughout the country. We must be prepared to take what we know about children and have it be reflected in the guidelines.

State departments of education are in a unique position to impact the education of young children. As the NCATE state partnerships begin to take hold, this will make for an excellent opportunity for states to take advantage of the expertise that will be available to them through the auspices of NAEYC and other learned societies. It is likely that through this endeavor, curriculum guidelines will have a common frame of reference for children. In this case every one will be a winner. The only losers will be those that fail to recognize the potential of this effort.
References


Appendix A

Other Program Areas

- Dance
- Drama
- Theater

- Health Education (17 states)
- Health Technology
- Human Sexuality/AIDS
- Safety Education

- Learning Resources and Information Technology
- Computer Literacy
- Technology Education
- Information Skills
- Library Media

- Workplace Skills
- Spelling
- Writing

- Career Preparation
- Environment and Ecology
- Family and Consumer Sciences
- Career and Occupational Guidance and Counseling

- Foreign/World Languages (14 States)
Appendix B

State Guideline Titles

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| Florida     | Sunshine State Standards  |
| Georgia     | Quality Core Curriculum  
|            | Prekindergarten Program FY 97 Program Guidelines & Tech. Assistance Handbook |
| Hawaii      | The Joy of Learning—A guide for Early Childhood Teachers  |
| Idaho       | Skills-Based Scope and Sequence Guide Art  
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