

STATE OF MINNESOTA
BOARD OF TEACHING

STATEMENT OF NEED AND REASONABLENESS

Concerning the Proposed Adoption of Rules Governing Teacher Education Curriculum, Minnesota Rules, Part 8700.2810; and Teacher Education Program Evaluation, Minnesota Rules, Part 8700.7710.

The statutory authority of the Board of Teaching to adopt the proposed rules is set forth in Minnesota Statutes, Sections 125.05, subd. 1 and 125.185, subd. 4.

RULES AS PROPOSED

These rules are needed to effect the statutory authority of the Board of Teaching to establish standards to implement a research based, results-oriented curriculum that focuses on the skills teachers need in order to be effective, and to implement new systems of teacher education program evaluation to assure program effectiveness based on proficiency of graduates in demonstrating attainment of program outcomes, as authorized by Minn. Stat. section 125.185, subd. 4.

Legislative action in Minnesota to improve teacher education was guided by reports and recommendations from state agencies, education organizations, task forces, and business and community groups prior to and during the 1987 legislative session. For example, in January 1985, the Higher Education Coordinating Board adopted a staff report on state policies for teacher education. (Minnesota Higher Education Coordinating Board, Recommendations on State Policies for Teacher Education, January 17, 1985). As a result, the Board of Teaching and Higher Education Coordinating Board recommended that a task force be convened to define a teacher education curriculum for the future, an issue not addressed in previous studies by these agencies. (Board of Teaching, Initiatives for Teacher Education, February 15, 1985).

In response to these recommendations, and in recognition of the concern for teacher education issues common to both the Board of Teaching and the Higher Education Coordinating Board, the 1985 Legislature directed the two boards to appoint a task force. (Laws of Minnesota, 1985, First Special Session, Chapter 11, Section 3, Subdivision 2). The authorizing legislation specified that the task force include representatives of the Commissioner of Education, the Board of Teaching, the Higher Education Coordinating Board, teachers, school boards, school administrators, and teacher education students and faculty. The executive

director of the Higher Education Coordinating Board and the executive secretary of the Board of Teaching named 23 members. Membership was balanced to represent urban, suburban, and rural schools, beginning and experienced teachers, elementary and secondary levels of instruction and different subject areas.

Legislation directed the task force to study and recommend changes in teacher education programs to meet contemporary and anticipated teaching conditions, program outcomes, outcome measures for evaluation and approval of the programs to assure graduates are capable of being effective teachers, and other measures to meet educational needs. Specifically, the two boards charged the task force to:

--Identify major trends in Minnesota's economic, social, and political environment that will affect expectations for learning in elementary and secondary schools.

--Identify changes in staffing patterns, school organization and instructional methods that will affect the delivery of instruction and the skill expectations of teachers in Minnesota schools.

--Examine the research on effective teaching to identify the knowledge and skills that distinguish excellence in teaching.

--Recommend the generic knowledge, skills, and dispositions that should be learned by students seeking to become licensed teachers in Minnesota.

--Recommend outcome measures of program effectiveness that should be used by the Board of Teaching to approve institutions seeking to prepare licensed teachers in Minnesota.

--Transmit its report and recommendations to the Board of Teaching and the Higher Education Coordinating Board by October 1, 1986.

The task force prepared and submitted to the two boards a report entitled Minnesota's Vision for Teacher Education: Stronger Standards, New Partnerships. The task force designed program outcomes for beginning teachers and outcome measures for evaluating programs to assure that graduates are effective teachers.

This report, with recommendations of each board, was submitted to the education committees of the legislature on January 1, 1987. As a result of the policy developed in the task force report and the recommendations of each Board, the 1987 Legislature directed the Board of Teaching to provide the leadership and adopt rules for the redesign of teacher

education programs and to implement new systems of teacher education program evaluation.

The Board of Teaching convened an ad hoc committee on teacher education rule revision composed of 9 teacher educators and 2 classroom teachers to develop a set of rules based on the policy adopted by the Board of Teaching and the Higher Education Coordinating Board stated in the task force report Minnesota's Vision for Teacher Education: Stronger Standards, New partnerships. A draft of the proposed rules was disseminated to interested agencies, organizations, and individuals for comment prior to publication of notice of the Board's intent to adopt rules without a public hearing.

Minnesota Rules, Part 8700. 2810 Teacher Education Curriculum

This rule is needed to establish the standards to implement a research based, results-oriented curriculum that focuses on the skills teachers need in order to be effective, as authorized by Minn. Stat. section 125.185, subd. 4.

This rule provides the context for the redesign of teacher education programs in Minnesota to meet contemporary and anticipated teaching conditions. It reflects the policy of the Board of Teaching, based on Minnesota's Vision for Teacher Education: Stronger Standards, New Partnerships. Additional explication and rationale regarding the components of this proposed rule are stated in the Vision document.

This rule provides a framework for the development of more integrated and coherent programs. It focuses on essential program outcomes which must be acquired and demonstrated by all beginning teachers in order to be recommended for initial licensure to teach in a variety of learning environments in Minnesota. A program delivery system is stated which assures experiential activities in clinical and field settings throughout each preparation program. These program outcomes and processes provide the basis for a common professional education component for all teacher licensure programs, regardless of subject specialty or teaching level.

The Board of Teaching has statutory authority to set licensure standards and to approve teacher education programs. (Minn. Stat. sections 125.05, subd. 1 and 125.185, subd. 4). The Board of Teaching takes this responsibility seriously and does not propose standards in an arbitrary or capricious manner. Institutions cannot independently arbitrarily impose different standards, for in

so doing, institutions, not the Board of Teaching, will have, in effect, determined the standards and will have circumvented Minn. Stat. section 125.185, subd. 4 and Minn. Stat. Chapter 14 without addressing need and reasonableness of the standards as required by the Administrative Procedures Act.

Subp. 1 is needed to assure that teacher education programs are designed to prepare teachers who demonstrate knowledge of effective teaching behaviors that enhance student learning.

The Board of Teaching takes seriously its responsibilities for providing leadership in teacher education. Current national and state reports regarding teacher preparation all suggest that a variety of models for the preparation of teachers be explored. This rule is not meant to result in a state-mandated curriculum or structure for teacher education. Rather, it is reasonable that a variety of curricula and structures that provide flexibility and a diversity of models for the delivery of effective teacher education based on these common outcomes and processes is encouraged.

Subp. 2 provides the framework for the design and implementation of research based, results-oriented teacher education programs. It is reasonable to expect that whatever dispositions, skills, and knowledge are essential for teachers are derived from an explicit conception of effective teachers and the role of teaching. A concept of effective teaching must address the personal nature of teaching, what teachers know about themselves, their learners, and the world about them. The concept should reflect an understanding of learning which incorporates instructional skills, recognition of the concepts of human development, and social interaction. These concepts of learners and teachers have been too infrequently realized within teacher education programs. Teacher education programs seldom use an ideally defined concept of a teacher as the basis for developing coherent, integrated curriculum and structure (Howey, K. R., 1984. "The Next Generation of Teacher Education Programs." Paper prepared for the National Commission for Excellence in Teacher Education and Howey, K. R. and Zimpher N. 1985, "New Curriculum Directions in Teacher Education." Unpublished manuscript.) Teacher education programs need to be better integrated and more coherent. Rarely are teacher education program decisions derived from theory and research. (Ryan, K. (Ed.). 1980. Biting the Apple: Accounts of First Year Teacher: New York: Longman.) Programs are characterized by their lack of conceptual and programmatic coherence (Howey, K. R., Matthes, W. A., and Zimpher, N. L. 1985. Issues and Problems in Professional Development. Prepared as a resource for

North Central Regional Educational Laboratory Long Range Program Planning and Development).

Education in the core liberal arts disciplines is essential not only to effective teaching, but to more authentic professional status as well. The arts and other core disciplines must become more central to teacher education, more integrated with professional studies (Kneller, G. F. 1984. "The Proper Study of Education." In J. Denton, W. Peters, and T. Savage (Eds.), New Directions in Teacher Education: Foundations, Curriculum, Policy, pp. 13-24. College Station, Texas: Instructional Research Laboratory).

It is reasonable to expect that teacher educators will incorporate research findings on effective learning and teaching into teacher education curricula. Major research findings have contributed to the general knowledge of learning and teaching over the past 25 years. Most recently, in March of 1989, the American Association of Colleges for Teacher Education released its Knowledge Base for the Beginning Teacher, which is the first in a series of state-of-the-art analyses of research, theory, and practice in the various domains of teaching and teacher education. In education, as in all other professions, the knowledge base is not entirely grounded in empirical evidence, rather, it reflects the collective judgments of respected members, scholars in underlying and related disciplines, persons served by the profession, and scholars building a base for practice (Shulman, L. S. and Sykes, G. 1986. Teaching as a Profession. Paper presented for Carnegie Task Force). Future teachers must be able to use the knowledge base to become better teachers and to contribute to the continual evolution of professional knowledge in education.

Research findings indicate that regardless of the results of field experience, the cooperating teacher has the most impact on the attitudes and behaviors of student teachers (Zeichner, K. 1981. "Reflective Teaching and Field-Based Experience in Teacher Education." *Interchange*, 12, 1-22). The most powerful process by which individuals acquire relevant knowledge and practices is by associating with models (Schlechty, P. C., 1985. A framework for evaluating induction into teaching. Journal of Teacher Education, January-February, 37-41). A major constraint in teacher preparation has been the lack of involvement by effective practicing teachers in substantive ways throughout the course of study in teacher education (Howey, K. R. 1984. "The Next Generation of Teacher Education Programs." Paper prepared for the National Commission for Excellence in Teacher Education; Howey, K. R., Matthes, W. A., and Zimpher, N. L. 1985. Issues and Problems in Professional Development. Prepared as a resource for North Central Regional Educational Laboratory Long Range Program Planning and Development; Jones, D. W. 1986. "Successful Teacher

Education Programs Depend Upon Cooperative Relationship Between Private/Public Schools and Colleges and Universities." Paper commissioned by the Coalition of Teacher Education Programs. University of Indiana). There has tended to be limited commitment to cooperative ventures, resulting in inadequate field experiences for teacher education students and little or no mutual exchange between teachers and teacher educators that would benefit instruction and research efforts. (Jones, A. H. and Barnes, C. P. 1984. "The California Consortium: A Case Study on Seeking Change in Teacher Education." Journal of Teacher Education, 36 (6), 5-10; Coker, H. 1985. "Consortium for the Improvement of Teacher Evaluation." Journal of Teacher Education, 36(2), 12-17; Jones, D.W. 1986. "Successful Teacher Education Programs Depend Upon Cooperative Relationship Between Private/Public Schools and Colleges and Universities." Paper commissioned by the Coalition of Teacher Education Programs. University of Indiana). Recent reports on teacher education suggest that professional laboratory experiences will be expected to play an increasingly significant role in teacher preparation. The design and implementation of an integrated model for field experience depends on expanding university involvement with teachers and administrators (Emans, R. 1983. "Implementing the Knowledge Base: Redesigning the Function of Cooperating Teachers and College Supervisors." Journal of Teacher Education, 34(3), 14-18). This requires bringing teacher education faculty and school personnel together to develop, implement, and sustain positive cooperative relationships in matters affecting contemporary teacher education (Jones, D. W. 1986. "Successful Teacher Education Programs Depend Upon Cooperative Relationship Between Private/Public Schools and Colleges and Universities." Paper commissioned by the Coalition of Teacher Education Programs. University of Indiana; Holmes Report, 1986. Tomorrow's Teachers). Therefore, it is reasonable to expect that future field experiences for teacher education students and beginning teachers will be designed to foster reflective criticism within students toward the nature of instruction, curriculum, and the purposes of education. Because this critical aspect of teacher preparation involves schools as well as teacher education institutions, there must be attention to restructuring and redesigning the collaborative relationship to provide more adequate field experiences. (Howey, K. R., Matthes, W. A., and Zimpher, N. L. 1985. Issues and Problems in Professional Development. Prepared as a resource for North Central Regional Educational Laboratory Long Range Program Planning and Development). The curriculum of teacher education must provide for teacher education candidates to study learning and learning environments and to safely practice their developing skills. Providing field experiences at many levels for many persons in a single site will enrich the staffing for that site, to

the benefit of pupils, staff of the site, teacher education students, and college-based faculty.

Subp. 3 defines the teacher education program outcomes. Currently, no comprehensive statement of program outcomes is used by teacher education institutions in Minnesota. The program outcomes stated in this rule are based on the research on effectiveness in learning and teaching and are a product of a coherent and expanded concept of what teaching should be in the future. The program outcomes provide a framework for rethinking and redesigning teacher education programs in Minnesota.

It is reasonable to expect that the goals of teacher education programs include the promotion of certain professional dispositions, identified in Subp. 3.A., which are defined as summaries of act frequencies or trends in behavior. They are habits of mind that are manifested by skillful behavior (Katz, L. G., Raths, J. D. 1985. "Dispositions as Goals for Teacher Education." Teaching and Teacher Education, Vol.1 No. 4, pp. 301-307). Effective teachers are intentionally disposed to act in particular ways that best facilitate learning and can explain their patterns of behavior (Green, T. F. 1964. "Teaching, Acting and Behaving." Harvard Educational Review, 34 (4), 507-509). The frequency of particular actions within specified categories or circumstances determines that particular disposition (Katz, L. G. and Raths, J. D. 1985. "Dispositions as Goals for Teacher Education." Teaching and Teacher Education. Vol. 1. No. 4, pp. 301-307).

Effective teaching is more than the transmission of basic skills; it is the ability to release people to learn how to learn (Green M. 1983. "Student Teaching as Human Project." In Student Teaching: Problems and Promising Practices. Eds. G. A. Griffin and S. Edwards. Austin., Texas: University of Texas at Austin, Research and Development Center for Teacher Education). Teachers make multiple and continuous decisions in guiding effective, formal learning. Therefore, future teachers must acquire complex and elaborate teaching strategies. Teachers must have the skills to create environments that provoke students to ask questions and seek answers on their own. The identified skills in Subp. 3.B. are essential to effective teaching, and therefore, it is reasonable to expect that future teachers will possess these skills.

Subp. 3.C. specifies the knowledge necessary for effective teaching. It is reasonable to expect that future teachers will acquire this knowledge. Teaching has been described as "...an art informed by science" (Gage, N. 1985. "Hard Gains in the Soft Sciences: The Case for Pedagogy." Phi Delta Kappan, 1985). Thus, the education of teachers must reflect the combination of liberal education and the science of

learning and teaching. Liberal arts education is concerned with comprehensive development of the mind in acquiring knowledge. The aim is to achieve knowledge and understanding of experience in many different ways. Prospective teachers must acquire not only information, but also knowledge of complex conceptual schemes, of the arts, and of different types of reasoning and judgment (Hist, P. H. 1982. "Liberal Education and the Nature of Knowledge." in R. F. Dearden, P. H. Hist and R. S. Peters (eds.), Education and the Development of Reason. London, England. Roulledge and Kegan Paul.) Liberal arts studies introduce their relationships among basic bodies of knowledge and the range of knowledge as a whole. Future teachers must learn how the acquisition of knowledge relates to development of an individual's learning, thinking, feeling, and believing. They must learn to translate theory into practical learning application and to translate practice into theory. Future teachers must learn methods of scientific inquiry that will provide them with a variety of problem solving strategies for addressing the difficulties and complexities of students' learning. They must learn to understand and value critical thinking and self-directed learning as intellectual habits of mind. They must learn scientific methodology and use it systematically to identify problems and create effective learning environments.

Upon completion of teacher education programs, beginning teachers must have attained the dispositions, skills, and knowledge sufficiently well to teach effectively in a variety of learning environments.

Subp. 4 provides a reasonable period of time for institutions to redesign their teacher education programs to meet the requirements of this part and to provide comment to the Board of Teaching regarding implementation.

Minnesota Rules, Part 8700.7710 Teacher Education Program Evaluation

This rule is needed to establish the standards to implement new systems of teacher education program evaluation to assure program effectiveness based on proficiency of graduates in demonstrating attainment of program outcomes, as authorized by Minn. Stat. section 125.185, subd. 4.

The Board of Teaching has statutory authority to approve teacher education programs. (Minn. Stat. section 125.185, subd. 4.)

Future social, economic, and political trends demand reconsideration of education at all levels. Teacher

education programs must produce highly educated, reflective teachers who can teach well in diverse and flexible learning environments. Schools must redesign structures and procedures to personalize learning through active student participation.

Future teacher preparation programs must demonstrate integrated, complementary, and cooperative relationships between liberal arts and education faculty, and between college-based and school-based faculty. Teachers must be educated in programs where they learn a wide range of knowledge and theory and are encouraged to explore new ideas. These programs must nurture and support divergent and innovative thinking. They must emphasize the need for asking many questions and seeking many answers in the practice of teaching. They must help future teachers develop a repertoire of teaching and learning strategies to apply in a variety of learning environments.

Subp. 1 is needed to set forth the criteria by which teacher education programs will be approved. The effectiveness of teacher education programs can be evaluated by 1) how well students acquire and demonstrate recommended dispositions, skills, and knowledge, which is outcome data; (2) methods and procedures of program delivery, which is process data; and 3) resources available and used by the program, which is input data.

Current procedures for program evaluation focus primarily on input data. These procedures provide little or no information about the process of how programs deliver teacher education and the competence of candidates recommended for licensure.

This subpart sets forth new program evaluation standards which measure teacher education program outcomes, processes and inputs for granting program approval. It is reasonable to expect that standards will require that programs be designed and implemented to ensure that teacher education students acquire and can demonstrate dispositions, skills, and knowledge necessary for effective teaching that enhance student learning based on attainment of program outcomes.

Subp. 2 provides a reasonable period of time for institutions to demonstrate progress toward compliance with this part and to provide comment to the Board of Teaching regarding implementation.

FISCAL STATEMENTS

The Board of Teaching estimates that the proposed rules will not require an expenditure of public monies by all local bodies of an amount which exceeds \$100,000 in either of the

two years immediately following adoption of the proposed rules.

SMALL BUSINESS

These proposed rules will not directly affect small business within the meaning of Minn. Stat. 14.115.