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# Public School Education in the State of Florida

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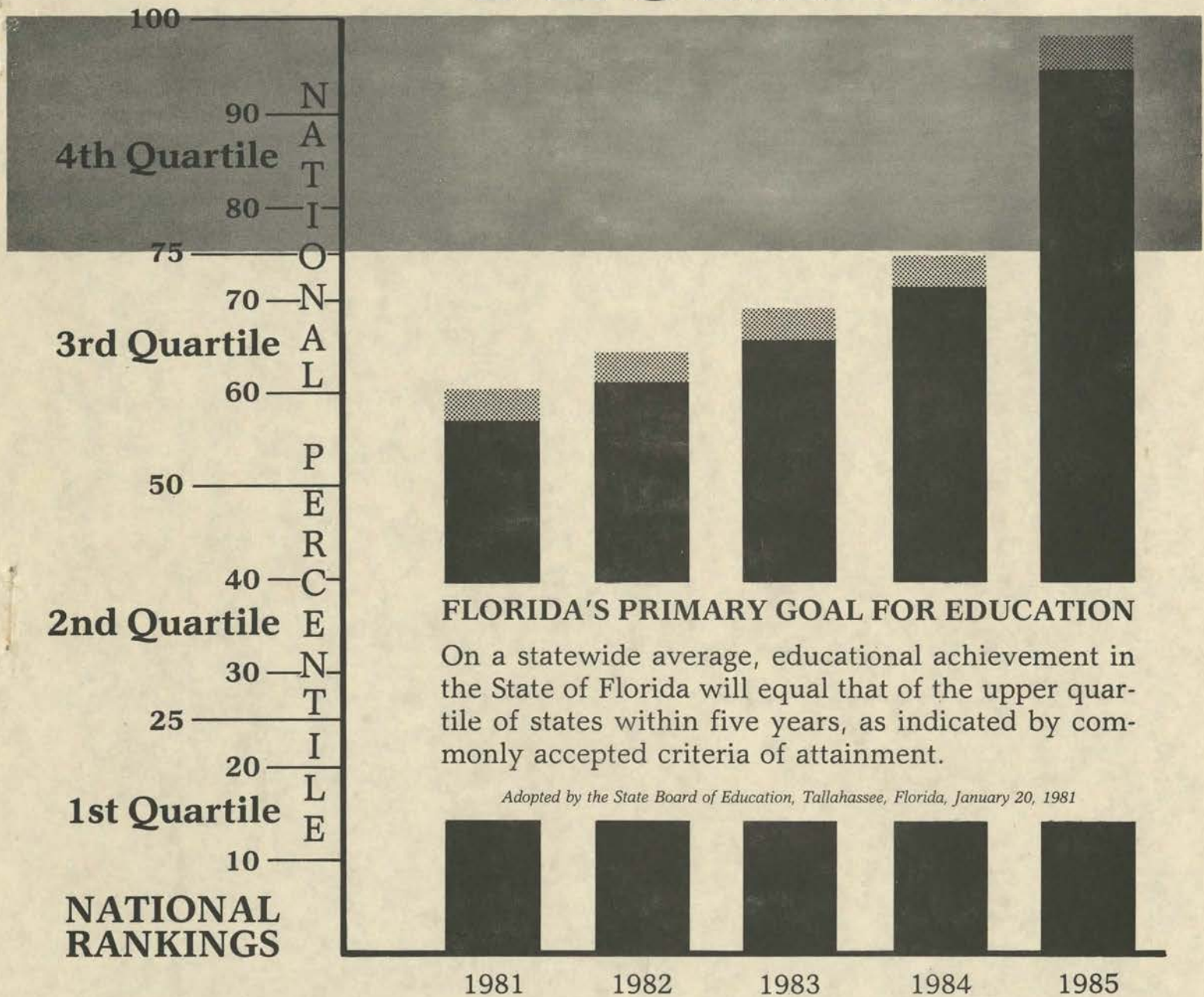
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# Public School Education in the State of **FLORIDA**



A Statement Prepared by a Group of Florida  
Public School, Community College and University  
Leaders Under the Auspices of the

**FLORIDA INSTITUTE OF EDUCATION**  
April 30, 1983







PUBLIC SCHOOL EDUCATION IN THE STATE OF

F L O R I D A

THE WORKING DRAFT

of

A Statement Prepared by a Group of  
Florida Public School, Community College and University Leaders

Under the Auspices of the  
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## INTRODUCTION

In 1982, the Florida Legislature and the Florida State Department of Education joined the Board of Regents of the State University System in the establishment of the Florida Institute of Education. The Institute is charged with planning and developing collaborative programs and activities among universities, community colleges, and public schools.

Over the past quarter century Florida has developed well structured public school, community college, and university systems. Now greater efforts are required to bring together the resources of these structures to provide the best possible educational opportunities for Florida's citizens.

This WORKING DRAFT is the result of dialogue concerning five questions critical to education in Florida. The five questions are:

- What should be the aims of the public schools of Florida?
- What should be the curriculum of Florida's schools?
- How should teachers be educated?
- What should be the nature of vocational education in Florida's schools?
- What should be the relationship between Florida's K-12 and postsecondary institutions?

Preliminary drafts were prepared by the authors identified with the papers. The papers were revised based on the discussion of the dialogue participants, whose names appear at the beginning of this document. This draft is the result of their efforts with the goal of presenting this statement to the public for further discussion and definition.

It is hoped that during the next year, as this WORKING DRAFT is reviewed, the Institute and others will further research certain problems identified in this draft, as well as other problems not identified herein.

On January 20, 1981, the State Board of Education adopted Florida's Primary Goal for Education:

"On a statewide average, educational achievement in the State of Florida will equal that of the upper quartile of states within five years, as indicated by commonly accepted criteria of attainment."

Florida's citizens are marching lock step behind the state's leadership towards the realization of this goal. Certainly Florida's educational community must agree on some basic issues concerning the public schools if the state is to achieve and maintain this primary goal. The five issues treated in this WORKING DRAFT must be considered critical to the improvement of Florida's public schools. But there are many other issues that must be faced and resolved. Among them are these examples:

- Is the present teacher-pupil model a viable one for the future?
- How should principals be educated?
- How should guidance personnel be educated?
- What courses should be offered in the public schools?
- How long should the school day be?
- How long should the school year be?
- What should be the rewards system for college and university personnel who work in public schools?

As this WORKING DRAFT is refined into a comprehensive statement, these and other issues should come into focus. The five issues treated

here are but a point of departure--not the end of the journey.

Finally, may I express thanks to the drafters of the papers; the dialogue participants; Mr. Jack Funkhouser, who designed the front cover; the Duplicating Department at the University of North Florida; and the Institute's staff who put the whole effort together.

Dr. Andrew A. Robinson  
Director  
Florida Institute of Education







1

WHAT SHOULD BE THE AIMS OF THE PUBLIC SCHOOLS OF FLORIDA?

Dr. Emmett Williams  
Associate Dean, College of Education  
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What should be the aims of the public schools of Florida? The paramount mission of a system of public schools in this nation must be to educate citizens competent to govern themselves in the traditions of a democratic society committed to respect for the individual and recognition of the need for group action for the common good. Education for free and responsible citizens, self government, and world leadership requires belief in the possibilities of the ideals of this society and a will to act in conformity with these ideals. Such an education is not to be had by exhortation or imposition. It can be approached in an environment which insists on fair play, respect for differences, acceptance of consequences of one's informed actions, and rewards for cooperative and caring behavior.

In March, 1975, the State Commissioner of Education issued a policy statement entitled "Education Policy for the State of Florida" which asserts that "Florida has no asset more prized than its people. The education system of the state is established to develop this asset: to help each individual learn facts and skills, discover careers, kindle aspirations, and expand horizons." Further, the policy stresses that "public education should provide learning opportunities for all persons from early childhood through the retirement years," and calls for education programs for basic skills, general education, and vocational competencies to be fully supported with public resources when educating youth. Clearly, the aims of Florida's public schools are in harmony

with the goals of education of the nation.

Florida's schools should aim to distinguish between those goals which are primarily the responsibility of the schools and those which should be shared with other social institutions. Schools should give priority to the systematic development of basic learning skills, general education goals, and systematic intellectual growth. While schools may be logical centers for housing and managing social, civic, and recreational activities, other social institutions must share responsibility for these areas.

The public schools of Florida will receive new populations from the Caribbean, Latin America, and elsewhere and must aim to assimilate them into the school's culture while preserving and respecting vital elements of their native culture. Historically, the public schools have played a central role in helping children of newly arriving immigrants learn the values, privileges, and obligations of living in this country. The present situation places heavy demands on the schools of Florida, and the entire community of the state and the nation has a stake in helping the schools carry out this role.

Florida's public schools should aim to provide special opportunities for those students traditionally disadvantaged by reasons of sex, race, ethnic origin, or handicapping condition. Subtle and often unintended obstacles to full participation of segments of the school population require attention. Girls are still not expected to prepare for nor excel in certain activities or careers. Talented minority children and children from poverty level homes will need special identification procedures and special programs to assure that their talents are not lost to society.



Florida's schools should aim to develop basic skills competence to a mastery level. Mastery level is defined as that level at which the skill is not extinguished if immediate further development is not provided. Emphasis on basic skills does not require less emphasis on the broader learning skills of problem solving, skills of continued learning, values education, and elective programs. Children cannot learn to enjoy the process of reading unless they master the skills of reading. The traditional skills of communication and computation, listening, speaking, reading, writing, and arithmetic are fundamental to success in academic areas and are basic to mature citizenship.

Florida's schools should aim to develop competence in general education. General education includes skills, attitudes, and knowledge for general problem solving, including methods of inquiry, human relations and citizenship, mental and physical health, and moral and ethical conduct. General education uses content, concepts, and processes derived from the academic disciplines of the sciences and humanities in helping learners organize and systematize their physical and social worlds. In addition, it includes provision for growth in creativity, including artistic expression, practice, and appreciation. General education aims to give students a sense of their common heritage as human beings and a grasp of the possibilities of the future. Florida's public schools must aim to provide resources and facilities to make excellent general education experiences available to all students.

Florida's schools should aim to develop occupational interests and vocational competencies based on current information and the best projections about future trends and careers patterns. Training for specific jobs is not primarily the responsibility of the schools, but information

about career opportunities and requirements, and experiences with the technologies should be provided. Government, business, and industry should cooperate with the schools in preparing students for entry level employment and readiness for postsecondary training and experience. All students need to become familiar with robotics, microcomputers, information processors, and other tools of newer technology. Schools contribute to vocational competencies through programs which help students identify their own interests and skills and which foster positive attitudes toward the world of work. Florida public schools should aim to provide a vocational education experience which will allow students to pursue a variety of career choices, including postsecondary education in college and university and other training. A characteristic of vocational education must be the ability to adapt to changing technologies and opportunities.

Florida schools must establish and maintain standards of excellence equal to the demands of a post-industrial, technological society without imposing a limiting standardization. Limiting standardization occurs when exclusive attention is focused on meeting standards in one or two goals of the school, or when the school fails to take account of the varying degrees of readiness of individuals. Schools in Florida have acceptable standards. Standards can be a platform for further achievement or an obstacle to further advancement. We must aim to use standards as goals and incentives, not barriers and threats.

In conclusion, we might be reminded that three decades ago Henry Steel Commager, the eminent historian, declared in Life magazine that the public schools had kept America free. He noted the schools' successes in unifying our heterogeneous populations, raising the level of

literacy to one of the world's highest; preparing skilled workers for a dynamic industrial society; and encouraging and strengthening the habits and practices of democracy, equality, and religious tolerance. Florida's public schools today must aim to do as much--and more.





## WHAT SHOULD BE THE CURRICULUM?

Dr. Paul Eggen  
Professor, College of Education  
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The core of any school system, whether it be in Florida or any other state or nation, is its curriculum. Curriculum decisions are extremely difficult, affected by a bewilderingly complex array of influences ranging from conflicting philosophies to societal and cultural trends to advances in the understanding of how people learn. Given that these factors are present, a brief discussion of curriculum in Florida's schools will necessarily delimit the scope of the treatment and certain assumptions and philosophical orientations will be implicit in the presentation. However, this paper is designed to provide some direction and a means for further dialogue. It necessarily must then contain some concrete suggestions for curriculum decisions in the State of Florida.

### Curriculum Defined

We begin with definition. Though variously defined, the term curriculum typically embraces those activities occurring in schools which educate students. Such a definition permits the inclusion not only of tenth grade biology and third grade arithmetic but also of high school football and the fifth grade spring pageant. Further, it includes such educative activities as recess in the elementary grades, passing periods in the high schools. Of these differing activities, however, some are obviously more controlled and more controllable than others: it is easier for teachers to plan and implement the teaching and learning that are to occur in the eighth grade civics classes they teach

than in the cafeterias they monitor. Because of this element of control, this implication of intentionality, it may be useful to limit any initial considerations about the future of the curriculum in Florida schools to what is sometimes referred to as "the classroom curriculum," those subjects and skills teachers are expected to teach and students are expected to learn in classroom settings. This will be the focus as curriculum is discussed in this paper.

### Principles of Curriculum

Any academic area of study necessarily has, as the foundation on which the study is built, a set of principles which allows the area to explain observations related to the study. This understanding then allows experts in the field to predict future observations and control events related to the subject. Curriculum, being an example of this process, must have decisions based on principles that are based on observations and provide direction for future decisions. Below are listed five principles which should be considered when making curriculum decisions:

1. The curriculum must reflect the aims of education in Florida. This statement is self-evident. Curriculum decisions must be designed to reach the goals identified by the policy makers and education leaders or the entire process is meaningless.

2. The curriculum is no better or worse than the people who teach and administer it.

This is similar to the goal-setting process that requires some consideration of goal priorities and how goals are to be reached as they are identified. Similarly, decisions must be made keeping in mind the people who must deliver the curriculum. The marginal success of many of the



so-called alphabet programs in science and math can be traced almost directly to a lack of consideration of who was to teach the programs. A curriculum ill-suited to teachers' abilities and attitudes is likely to fail. Likewise, teachers and administrators committed to a particular curriculum can nearly make it succeed in spite of itself.

3. Teachers are "curriculum dependent."

This means that teachers rely on their curriculum materials--textbooks, worksheets, tests, curriculum guides, teachers' manuals, and so on. To suggest that they do not is naive. One only has to go to any elementary or secondary school at virtually any time of any day to see this principle overwhelmingly demonstrated.

This is not inconsistent with the second principle above. While teachers ultimately determine curriculum effectiveness, they nevertheless depend on it for their day-to-day operation. Demands on the teacher prevent it from being otherwise. Creative and energetic teachers will supplement and embellish the curriculum; less energetic teachers may only teach a portion of the curriculum; but only a very few abandon it completely.

4. Curriculum decisions should be based on research in teaching-learning wherever research is available.

Education has too long been a "trendy" profession, blown back and forth by the influence of prominent thinkers with sincere but not necessarily workable ideas. That education has no body of knowledge on which decisions can be based is no longer an accurate statement. The knowledge base exists; it continues to emerge; and programs are now being developed based on the information. A notable example is the Florida Beginning Teacher Program. Curriculum decisions made keeping the aims of education

in mind together with a consideration of available information will insure that educational development, however slow, will be positive and continual.

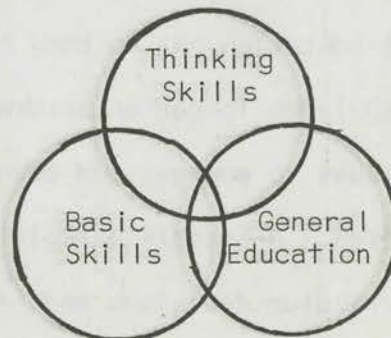
5. Curriculum must be dynamic.

To state that we live in a society that is rapidly changing is so obvious that the statement becomes trite. Every decision in education including goal setting, teacher training, curriculum, and so on, must be made with the implicit understanding that preparation for change is the only constant factor that exists. Teachers and administrators must learn to adapt so the products of their schools are flexible and adaptable persons capable of not only surviving but also thriving in a world not constant and not even changing at a constant rate, but changing at an ever-increasing pace.

Considering the descriptions of the principles, what implications do they have for the curriculum as it should exist? Given these principles, we tentatively propose a model that appears simple but in fact becomes complex when carefully investigated.

A Curriculum Model

In order to accommodate the principles described above, the curriculum in Florida's schools should contain three fundamental but highly interrelated components which can be diagrammed as follows:





The model is not radical or even particularly unique in appearance. The only features that may be somewhat different than other models is, first, the explicit and formal identification of thinking skills at its apex and, second, the notion that each of the areas directly involves the other two. As compared to the curriculum description on page 23 of the Paideia Proposal, we can see that the model relates quite closely to what Adler suggests, with some labels altered and the components representing interlocking circles rather than columns. Let's look now at each of the components in a bit more detail.

### Basic Skills

That basic skills must be a substantive component of curriculum in Florida's schools is inescapable. It is identified as a high priority goal and evidence of the need is clear from all segments of our society. However, nothing is ever as simple as it appears and to merely state that curriculum should have basic skills as an important component doesn't go far enough. Given that curriculum effectiveness is a function of the teacher, we must consider how basic skills will be taught; we must also look at the results of the basic skills emphasis to this point in time and, given the dependence of teachers on curriculum, we must look carefully at the actual curriculum products that exist in schools. For instance, considering results to this point, a National Assessment of Educational Progress study reported in the October, 1982, Journal of Reading findings such as these:

"Less than half the thirteen-year-olds and seventeen-year-olds reported they liked to read 'very much,'" and

"Almost half the seventeen-year-olds chose reading as their least favorite leisure time activity."

The article further states,

"Ironically, these results might be a reflection on the effects of the back-to-basics movement's insistence on reading competence with its attendant stress on the requisition of cognitive skills. Secondary School students for whom 'reading' has meant years of worksheets, pretests, and posttests may have learned some things in addition to literal and inferential comprehension skills--that reading is hard work and often boring."

The above article is but one illustration of evidence that should influence curriculum decisions. For instance, curriculum materials designed to teach basic skills must have a conscious and formal affective component. These same materials must also incorporate features designed to develop thinking skills, and they must relate to general education. In other words, basic skills are not limited to reading, writing, and computing, but must be an integral part of every area of study. The means to accomplishing this is the curriculum and, more specifically, the actual products teachers use every day. As one descriptive illustration, explicit provision must be made in the curriculum to not only allow but promote science teachers' developing reading comprehension, language arts teachers' practicing computation, and so on. Some might argue that this goes on right now, but there exists little evidence to support the argument.

An additional trend must be considered with respect to basic skills that may result in a modification in definition. The increased influence of the business and technological world may result in the use of computers as a basic skill, and the dramatic increase in the emphasis on science--while not resulting in it being defined as a basic skill--could result in emphasis similar to that on basic skills as they're now defined. At any rate, basic skills must remain a primary curriculum focus, but



curriculum and teacher training in the area must be continually evaluated and developed.

Finally, basic skills have very definite implications for both college preparatory work and vocational education. Typically, a college preparatory curriculum is viewed as advanced and enrichment work. However, recent developments in Florida such as the Gordon Rule, the College Level Academic Skills Test, recent proposed legislation, and so on, suggest that this is not always the case. In fact, these efforts are directly aimed at basic skills development and minimum level achievement. Mastery of basic skills has been tacitly assumed for college bound students in the past and evidence now suggests the assumption is faulty. Clearly, college bound students must have proficiency in this area.

Basic skills are critical for vocational students as well. Many business leaders suggest that the role of the public school is to teach students to "read, write, and compute" and the business or trade will teach the skills required to succeed in that business or industry. This suggests that students exiting public schools for the world of work must be prepared in basic skills at that point, for little formal study is likely to take place afterward.

This all suggests that the development of basic skills is critical at all levels, from the most to the least talented students, and through the entire spectrum of curriculum rigor.

#### General Education

The general education component is the second of the interrelated parts. It exists as a high priority goal and finds its place in the curriculum not only to augment basic skills but also to provide a

vehicle for basic skills development. The general education curriculum includes literature, art, music, history, geography, language, and so on, in the form of their content, modes of study and attitudes that allow a person exposed to the disciplines to be considered reasonably "educated." Florida's schools should increase general education requirements to insure that as many of their graduates as possible have been exposed to as much of the content of these disciplines as possible. Only then will the general educational level of our population rise and continue to rise. The general education component also provides an avenue of development of thinking skills.

The general education component--as with basic skills--is also important to the college preparatory program. Postsecondary education assumes a strong general education foundation on which it builds its own increased breadth and depth. An integration of basic skills mastery together with thorough general education will result in preparation for advanced work limited only by the individual's ability and initiative.

General education for students entering the world of work directly from the public school experience is also essential, although perhaps not in exactly the same way as for college bound students. General education can be the delivery system for initially considering and hopefully raising the quality of life. Further, general education is the primary mechanism available to vocational students for the development of thinking and decision-making skills. While students involved in advanced study may have additional opportunities, the formal training for vocational students may end with public school training, and the ability to think and choose wisely is no less important for trades people than it is for those in any other area. With this in mind, let us turn now to a



more complete discussion of thinking skills as the third component of the model.

### Thinking Skills

Thinking skills are purposely placed at the apex of the model because it is these skills that are primarily responsible for an individual's ability to adjust and cope with change. Without them a person is virtually doomed to the fate of the dinosaurs.

Any discussion of thinking skills is subject to controversy because they are elusive in their characteristics. At the risk of opening controversy we will present a definition of thinking skills for the sake of clarity and discussion.

Thinking skills usually include but are not necessarily limited to the following:

The ability to make decisions based on evidence.

The ability to extrapolate and generalize from information as well as evaluate the validity of generalizations.

The ability to form and evaluate inferences.

The ability to form relationships between seemingly unrelated events or ideas.

The ability to solve unique qualitative and quantitative problems.

These skills must be practiced in all areas of the curriculum all the time, which again is symbolized by the interlocking components of the model.

There is a paradox attached to some aspects of thinking skills. That they are important is accepted by virtually everyone at every level

of education; yet they are rarely explicitly practiced. Teachers agree to their importance but argue that time doesn't permit their inclusion in the curriculum because of the emphasis placed on basic skills and other requirements. We submit that basic skills and general education provide the vehicle through which thinking skills are developed. This would result in all the components including each of the other two virtually all the time.

In reading the above statements teachers would legitimately ask how they are expected to accomplish this seemingly impossible task, given that they already have too much to do. The solution lies not in what or how much is taught, but how it is taught. This places the responsibility exactly where it should be--with the curriculum developers and the teacher training institutions. Again, given that teachers depend on curriculum, materials must be designed to explicitly emphasize thinking skills and give teachers precise direction as to how it can be done with their textbooks and other curriculum products. Because the guides teachers depend on would focus specifically on both thinking skills and traditional content the teachers would then begin to include the skills as an explicit rather than an implicit part of their teaching.

Curriculum more often has been defined as what is taught rather than how it is taught. We are suggesting that to meet the needs of Florida's schools and students, the definition must be expanded to include provisions not only for curriculum content but how it is delivered.

Given further that curriculum effectiveness is dependent upon the teacher, teacher training institutions, school administrators, district level curriculum consultants, and inservice leaders have the responsibility to prepare and retrain teachers to be capable of delivering curriculum



that has thinking skills as an area of formal emphasis. Teacher educators must be models intimately familiar with the curriculum and capable of demonstrating the skills for prospective and practicing teachers.

Before anyone recoils in consternation at the suggestions in this paper, let us emphasize that they do not mean a radical departure from what exists, nor are they inconsistent with present policy or proposed future policy. The suggestions do, however, recommend a reorganization of present thinking and formal emphasis placed on areas not presently receiving that emphasis. Curriculum developers and teacher educators will be pressured and should be held accountable for the results. It is their responsibility to prepare and deliver the components that will result in better educated citizens of Florida and the nation.





## HOW SHOULD TEACHERS BE EDUCATED?

Dr. Bette J. Soldwedel  
Interim Dean and Professor of Education  
University of North Florida

The question is deceptive in its simplicity. To perform what functions? By exposure to what content? By what methods? In what time frame? In this essay, I will treat each interpretation as it relates to the topic. I limit the discussion to teachers at the entry level of their careers.

### To Perform What Functions?

The education of teachers should directly bear on, but not be limited to, functions a teacher is expected to perform. Society has not achieved consensus on those functions; thus, the education of teachers is defined by the authority of various power groups: national and state departments of education and governing boards, teacher education institutions, political bodies, school boards and local staffs. Too often, the definitions of functions contain disparate elements. It is probably accurate to add, however, that each power group attempts to reflect its sense of the will of the people. School boards, local staffs, and political bodies tend to define teachers' functions in terms of skills and knowledge expected to be observable in the end product, the student. Teacher educators tend to emphasize the educative process and the competencies a teacher should possess as a facilitator of learning. National and state agencies tend to view teachers' functions in a more global sense, such as producing a literate and productive citizenry.

What teachers are expected to know and to do evolve from the goals of education. The goals of American public education, over time, have

expressed the grand ideals of a free people. Schools are to equip the young with basic skills, with a wholesome sense of self-worth, with a lifelong commitment to productive citizenship. In an ever increasingly complex society and in schools increasingly open to more diverse populations, those ideals have been translated into the substance of formal education to mean that the graduating senior . . .

will be literate: able to read, write and compute at increasingly more difficult levels,

will possess an inquiring mind capable of synthesizing knowledge and acquiring new insights,

will recognize and capitalize on personal and academic strengths while knowing how to minimize if not eliminate weaknesses,

will understand the interdependence of people in cities and states; in the nation and the world,

will see herself/himself as free to develop one's individuality while contributing talents to the realization of a better world.

Ideally, the student will be equipped to move confidently into well-adjusted adulthood because teachers will have prepared her/him with marketable skills and a tolerance for the ambiguities of technological change. She-He will live happily in a neighborhood of other adults who also have been taught to respect cultural pluralism. She-He will find job satisfaction throughout her/his worklife because she/he has learned to be self-motivating, enterprising, and upwardly mobile. She/He will be well-liked by colleagues and friends because she/he learned interpersonal skills. Her/His family life will be active, warm, and rich because she/he learned to use leisure wisely and to value art, music, physical education, reading, and history. She/He will be involved in civic



affairs and exercise her/his voting rights while volunteering community service hours to the non-English speaking where she/he communicates in the foreign language she/he learned in school. She/He will enjoy a balanced diet and good health throughout life along with financial solvency, all skills acquired in schools. She/He will monitor every aspect of her/his life--budgets, health records, family birthdays--by storing data on a micro-computer she/he was taught to use in schools. She/He will die a happy person because the schools taught her/him to achieve her/his career potential, because she/he has an accident-free driving record, undoubtedly attributable to the driver education class she/he once took, and because "she" achieved a sense of personal fulfillment equal to "he." Do we expect too much from the public school experience? Yes.

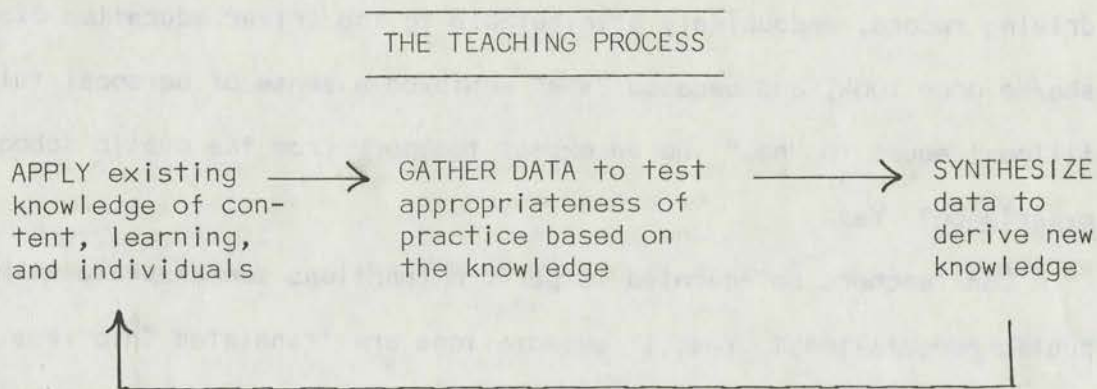
Can teachers be educated to perform functions commensurate with public expectations? Yes, if expectations are translated into less grandiose goals. Yes, if expectations recognize that the organization of educational experiences will vary based on the individual student's readiness for learning.

Teachers should be educated to perform functions which imply that teaching itself is a recurring four-step activity; that teachers are both users and producers of knowledge.

1. APPLY . . . . knowledge of subject content to the formulation of instructional plans
- knowledge of learning processes to the selection of instructional approaches
- knowledge of individual differences to the organization of classroom experiences

2. GATHER DATA....to determine the appropriateness of instruction; the effectiveness of instructional approaches; the responsiveness of students to classroom experiences.
3. SYNTHESIZE.....data--to assess current knowledge and experience, deriving new knowledge.
4. APPLY.....new knowledge--to formulation of instructional plans, selection of instructional approaches, organization of classroom experiences.

Diagrammatically, the activity can be represented as follows:



#### By Exposure to What Content?

The content of teacher education embraces two specializations which eventually must become a "whole": subject matter and teaching processes. The content should lead the prospective teacher to "know" and to be able to "teach." Both specializations build on previously acquired general education knowledge and skills: written and oral communication, mathematics, science, philosophy, history, social science, literature, and fine arts.

The content of preparation for job entry should expose students to the body of knowledge each proposes "to teach." This statement is



not intended to suggest that the content will be limited merely to subject matter which is to be transmitted to others at a later time.

Rather, the content will permit the prospective teacher to explore a selected field in "depth and breadth" to the point that the individual can be considered a subject specialist. Those who aspire to teach in secondary schools may become subject specialists in English, mathematics, science, etc. Those who aspire to teach in elementary schools, while exposed to the subject matter of elementary education, may select subject specializations in educational psychology, sociology, cultural anthropology-disciplines providing foundations in human behavior, development, and learning.

The specialization in teaching processes should include studies of the art and science of teaching: the body of knowledge related to learning, to individual differences, to teacher effectiveness. This statement is intended to suggest that the content of teacher education draws on such disciplines as philosophy, sociology and general and/or educational psychology, as well as the study, both formal and informal, of teaching practices.

The content of teacher education should provide for the integration of subject matter studies and the study of teaching. The prospective teacher, given opportunity to integrate and test knowledge in laboratory and clinical experiences, not only "knows" subject matter but also "knows how" to be an effective teacher.

#### By What Methods?

The methods to prepare teachers are common to other professions. Teachers need to know and to be able to apply knowledge to instruction.



Teacher education, then, must provide for both didactic and experiential learning. Prospective teachers need opportunities to acquire knowledge, and the typical methods include lectures, written assignments, and tests covering content. At the same time, they need opportunities to reflect on the meaning of new knowledge and to become comfortable with its use; that is, to integrate new knowledge into the intellect and into performance. The methods include laboratory and clinical experiences.

Both didactic and experiential methods require active participation of the "educator of teachers" (whether arts and sciences or teacher education faculty) in the scheme of teacher education. College and university faculty should not only lecture, read assignments, and score tests of content, but they also should guide and observe the students' use of knowledge in laboratory and clinical experiences. Ideally, every specialization course, whether subject matter or teaching processes, should incorporate methods which permit the student to apply knowledge under the supervision or guidance of a "master teacher."

The laboratory and clinical experiences are the "proving grounds" in teacher education. Laboratory experiences, beginning in the freshman year, provide students with the opportunity to test their knowledge and skills under supervision. Laboratory experiences should be conducted both on the university campus and in the public schools. The public school base is extremely important, early on, to bring the future teacher into intimate contact with the school environment: students, parents, teachers, classrooms, materials, pace, etc. The internship, which should be one full year, gives the students full-time direct experience, again under the supervision of experienced teachers. Two one-term internships are recommended with assignments made in schools serving

different populations of students (inner city, suburban, for example).

The methods of teacher education also include regular, systematic assessment of students' behavioral skills; that is, personal characteristics associated with successful teachers.

#### In What Time Frame?

While students will vary in their ability to complete competency requirements in their planned programs of study, teacher education at an entry level could be completed in eleven terms (four academic years and three summers). By increasing the content and experiences of general education, subject specialization, and teaching processes, it would be appropriate to award two bachelor level degrees: Bachelor of Arts and Bachelor of Science in Education. I do not suggest discrete divisions between the two degrees but rather that the two degrees would be awarded simultaneously. They would recognize the students' accomplishment of both subject matter competence and beginning teacher competence.

#### Comment on Theme

The education of teachers neither begins nor ends with university experiences. It builds on the previously acquired knowledge which a student brings to formal teacher education, and it continues into professional practice to the extent that teachers continue to learn: to apply knowledge, to gather data on the effectiveness of application, to synthesize information arriving at new knowledge, to apply new knowledge.

The outline for the education of teachers which I have presented is probably an ideal which will be tempered by the reality of students permitted to select teaching as a career goal; by the degree of synergism which can be achieved between the academic disciplines and teacher

education; by the requirements of teacher certification. Foremost in approaching an ideal is the willingness of the public to provide financial support for teachers necessary to attract able students to education as a career.



WHAT SHOULD BE THE RELATIONSHIP BETWEEN  
FLORIDA'S K-12 AND POSTSECONDARY INSTITUTIONS?

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The education of the people in Florida need not be regarded as an activity of the youth. Florida is fortunate to have available to its citizenry a postsecondary system of 28 community colleges and a state university system supplemented by postsecondary vocational/technical schools and adult education programs provided by the 67 public school districts. Any adult citizen of this state regardless of age should be able to find opportunities for continued education accessible and available in all parts of the state. These opportunities have been developed as a total plan in order to provide for all the people in the state.

For those who wish to pursue continued personal development there are courses and programs available through local public school systems and offered in high school buildings, elementary school buildings, and a myriad of other locations. For those who wish to prepare for a profession such as teaching, medicine, law, architecture, or business, or for one of hundreds of other career occupations in the high technology, technical, or vocational areas there are community colleges which provide liberal education, technical education, vocational education, and manual skill development. These community colleges are located within commuting distance of most of the state's population. They also provide more general programs leading to admission as juniors in one

of the state's universities where professional education may be completed. Certain students who have demonstrated unusually good academic abilities may enter one of the nine universities immediately upon graduation from high school. Lifelong opportunity to learn is also available and accessible in the 28 community colleges and in most of the public school districts. Geographic barriers are for the most part nonexistent for Florida's citizens.

In order to discuss the relationships between K-12 and postsecondary education, however, one must examine his or her own personal attitudes. From the perspective of the high school, one would expect the postsecondary institution to make clear their expectations and to be available for inquiries and help to prospective students. From the point of view of the colleges, one would expect the high schools to graduate those who are fully prepared for "college work." This preparation may even be defined in terms of courses and grades. These two perspectives are often not compatible with each other. The words people use may not communicate the same concepts to each level of education. The student is usually caught between these two points of view and may not understand why he or she has a problem.

On the other hand, the relationship between the K-12 programs and the postsecondary institutions should be one of a student centered emphasis upon continued opportunity to learn. Education appropriate to each individual's own educational needs should be available. For those who need basic skills the community colleges provide lifelong opportunities to acquire a skill or a trade; both community colleges and public school districts provide such opportunity. For those who are prepared to continue their education, the community colleges and universities



provide a tertiary level of education. For those who need lifelong education, all three of these systems are available.

If education is to be appropriate to each individual, there must be some provision for identifying individual needs. The provision of remedial or developmental education should be a responsibility for community colleges for all students who may be so identified. The need for correction of gaps in the learning levels of each individual will be a continuing responsibility throughout that individual's lifetime. For some there will be no gaps while for others the gaps will be many. Continuation into postsecondary levels will need corrective and productive developmental education.

One way to identify student needs is through comprehensive programs of testing. Testing can and should be used to identify students along the entire range of the achievement and ability spectrum. Test results are a very useful source of information for educators as they diagnose student progress and prescribe learning for both remediation and enrichment. Used this way tests are a positive rather than a punitive activity. Florida should continue its already existing efforts in this direction. This can happen if the professional faculty at each level works with the other as well as with the students themselves. The need for corrective action will not end with the twelfth grade, however. There will be a continued need for the results of the testing program to be communicated to both students and faculty at both levels.

It is essential that there be a smooth flow for students. A major avenue for achieving a smooth flow from one institution to another is through well developed personal and professional relationships between faculty and staff of the two levels of education. Counselors need to



work in both situations; faculty need contact with each other within disciplines and within program areas; the administrative staffs need the confidence of personal and individual acquaintance on a one-to-one basis. Such contacts are possible between community colleges and local public school systems without any great difficulty except commitment. They may be more difficult between the universities and public school systems but they should nevertheless be developed insofar as is possible.

Counselors in particular need to be well acquainted with each other and with each level of education. Barriers to continued education should be alleviated or eliminated entirely. Even though the geographic barrier is virtually eliminated, the financial and motivational barriers still remain. Access is still inhibited by these.

There must be concern for articulation. Articulation is defined as those activities which promote the uninterrupted movement of students from one level of the educational structure to another. As of the present time, major attention has been given to articulation between community colleges and universities; procedures, rules, concerns, and considerations have been pondered, analyzed, and implemented that are designed to aid students moving from community colleges to the junior level of universities. However, more attention should have been given to helping students move from high schools to community colleges or to the freshman level of the university. This is true at all levels of the ability spectrum, including in particular articulation in the case of gifted and talented students.

While careful analysis of course transfer between community college and university is a general practice, little attention has been given to prior course work in high school. The sequential nature of some

disciplines has gone unrecognized until it is almost too late to correct it.

Sound marketing techniques using target population concentrations, individual recruitment techniques, and early contact with individuals are exceptions rather than the general approach to recruiting students. Almost all attention is given to a selected few who have already demonstrated specific talents. The remainder are permitted to wander.

There could be an emphasis upon exploration of career choices made available even before students leave the middle school. Communication among the professionals who work with the students as teachers and counselors, is essential so that identification of career directions and pathways to follow in achieving career competence may be available to all students.

Students should be encouraged to move along the educational ladder as rapidly as their abilities will permit. The factor of time should become a variable so that students may move into enrichment as far as possible and beyond that into advanced courses.

High school students should be encouraged to take advanced courses in academic programs and in technical/vocational programs when these are available at the community colleges and universities. Any existing barriers to such advanced placement should be eliminated. Job placement and career counseling should be a continuous process with professional staffs working closely together. This means that student record keeping needs to be coordinated and placed in a common format. Policies and rules should enable students to enroll in college courses without penalties in their high school activities. The artificial lines between the high school senior and the college freshman should be eliminated.



In Florida there are several special problems which should be recognized. Since a larger than average portion of Florida population is in the older age groupings, the postsecondary institutions and the K-12 districts should cooperate in making lifelong education available and accessible. Joint use of facilities, cooperation in providing information, avoidance of unnecessary duplication--these and other indicators of mutual support for lifelong education programs are desirable.

Another consideration is the increasing number of Spanish speaking youth and adults in Florida. Relationships between K-12 and postsecondary educational institutions affected by the problems of these persons need more careful and more complete analysis than is usually given to them. Cultural as well as language gaps should be recognized and the special needs of the Spanish speaking citizens of the state taken into account.

The major concern of this brief discussion has been a concern for professional communication. The K-12 faculty and administrators need to know what colleges expect and college and university faculty need to know what the K-12 system does. University faculty have the role of translating research findings into practice and K-12 faculty and administrators must apply these practices in the classroom. Both groups need to demonstrate their regard for the educational progress of students. The development of our society is dependent upon the educational development of our human resources--the people who live around us.

These call for public support of a total system of education, kindergarten through the advanced graduate and professional schools. The recruitment of high quality professional faculty is essential and the continued inservice development of these persons is also required. The



cycle of respect and reward and recruitment throughout the system must be the objective if we are to achieve a recognized quality.



WHAT SHOULD BE THE NATURE OF  
VOCATIONAL EDUCATION IN FLORIDA'S SCHOOLS?

Dr. Samuel E. Russell  
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The Nature and Characteristics of  
Vocational Education in Florida

Florida was ranked the best state in the nation for "overall business climate" in a survey by the national accounting firm of Alexander Grant and Company. The managing partner of the firm's southeastern region stated that a major reason for the ranking was the large number of people taking vocational courses. Florida has the highest percentage of population enrolled in vocational education institutions--1.66 percent. This reflects Florida's concern for Vocational Education. Number three in the priority list of Florida's goals for education in the Florida State Plan for Vocational Education reads as follows:

All Floridians shall have the opportunity to master vocational competencies necessary for entry level employment by the time they leave fulltime education . . . Vocational Education shall be continuously reviewed to assure that Florida's needs for workers are met and that individuals can secure further training needed for career advancement.

Generally, Florida's Vocational Education program parallels the nation's. The 1982 Annual Evaluation Report of the Florida State Advisory Council on Vocational and Technical Education stated that 1,126,459 persons were enrolled in Vocational Education at all levels in the following areas: Agriculture, Distributive Education, Health, Consumer and Homemaking, Gainful Home Economics, Office Occupations,



Technical Education, Public Service, Trade and Industrial (including Industrial Arts), and "other" which included such programs as work experience, job entry, and diversified cooperative training. Of the total enrollment, 63.8% were at secondary level and 36.2% at postsecondary level. Only 27.8% of this group were in job preparatory programs, although these represent the group upon whom most of the attention is focused by critics of Vocational Education.

Increased attention is being given in Florida to the role of Vocational Education in economic development. There is a recognition of the need for increased cooperation between industry and Vocational Education. There is also the recognition of the need for Vocational Education to respond to the rapid technological changes taking place in business and industry. The current system for responding to these needs and delivering services consists of comprehensive high schools, skill centers, area vocational schools, community colleges, and school-industry cooperative programs. Recently, critics have claimed that this system does not adequately train students for employment. These individuals did not take into account that (1) a significant percentage of students classified as "vocational" in public vocational programs are not in job preparatory programs; (2) in most of the job preparatory programs effective screening for entry is not effective because of the FTE-driven budget; (3) the same academic weaknesses which limit a student's progress in academic programs also limit his progress in vocational programs, especially high technology-type programs; (4) crowding vocational laboratories reduced significantly the efficiency of the instructor and the effectiveness of instruction; and (5) high percentages of mainstreamed students in a laboratory reduces the instructor's efficiency.

Critics have claimed also that business and industry prefer training their own entry-level workers. In a recent study in which a sample of Florida businesses and industries were asked whether or not they preferred providing all the training for their entry level workers, 95 percent did not prefer providing all the training. However, only 42.8 percent thought that the schools should give all the training. The conclusions were that (1) small and medium-size companies prefer that the schools would give all or most of the training; and (2) large companies preferred that the schools would provide training in the fundamentals of the occupation, along with work skills, while the companies provided the advanced training.

Concerning this same subject, the "Florida Vocational Education Employer Follow-Up Survey" of spring, 1981, which was distributed to a population of 13,948 employers and had a return of 6,623 (47.0 percent), showed the following responses to questions concerning vocational education program completers as indicated:

	Excellent %	Above Average %	Average %
(1) What is the quality of this person's work?	26	44	28
(2) How would you rate the technical training for entry level employment?	17	42	38
(3) What is your overall rating of the vocational training received by this person as it relates to requirements for the job?	19	42	36
(4) Rate this employee on his ability to follow prescribed work procedures	29	43	26
(5) Rate this employee on his or her reaction to constructive criticism	9	36	39
(6) Rate this employee on his or her ability to work well with others	35	39	24



(7) Is this person presently in your employ?      Yes 94%      No 6%

(8) Was this person ever employed by your  
organization?      Yes 91%      No 9%

There were two other questions and responses which were significant to this discussion. The first was "As a result of this person's vocational training how would you rate his or her preparation in relation to other employees in his or her work group who did not require such training?" The responses were:

(a) no basis for comparison	35.0 percent
(b) individual is better prepared	47.0 percent
(c) both are about the same	16.0 percent

The second question or item was "If and when the need arises, I would be willing to hire additional employees who complete the same or similar vocational training programs." Ninety-seven percent of the respondents replied positively and only three percent negatively. This was a very significant response.

#### What Should Vocational Education Be in the Future in Florida?

The preceding discussions centered upon a rationale for Vocational Education in Florida. The latter was intended to be a general description of existing conditions. There are several criticisms and/or concerns from which one may infer what Vocational Education should be in the future. It appears that the major issues are:

1. Employment outlook for the future
2. School-work match
3. Vocational Education delivery system



Of course, there are other significant concerns such as sex bias in Vocational Education and groups needing special attention. These issues are all philosophic as well as practical concerns.

#### Employment Outlook for the Future

It is well documented that high employment opportunities will be in the knowledge and high technology industries. However, there are danger signals relative to drastic curricular changes to accommodate high technology demands. Henry Levin, Director of the Institute for Research on Educational Finance and Governance at Stanford University, states that high technology will not supply most new jobs. He believes, on the contrary, that many more low-skill jobs will be created.

In 1982, the Labor Department projected that jobs for computer programmers will grow from 75 to 148 percent in the eighties, while the overall job growth would be only 22 percent. Levin says that these percentages are misleading, as the total number of new jobs for computer programmers is expected to be 150,000 while the number of new jobs projected for janitors, nurses aides, and orderlies will be 1.3 million. He states that no high technology job is listed in the Labor Department's top twenty in terms of total number of jobs added to the nation's economy. It appears that in Florida the curricular implications are to plan and gear up for needed high technology training and retraining for the continuing development of the state's economy, but at the same time to continue those training programs for semi-skilled occupations in which jobs are projected. Interestingly enough, among those occupations which the Labor Department projects will show the most growth are fast food preparation and service workers, correction officials and jailers,

dental assistants, children attendants, and office machine and cash register services.

#### School-Work Match and The Vocational Education Delivery System

These two issues are inextricably tied together; therefore, they will be discussed together. These issues tend to be emotional issues because they are part of a more complex philosophic problem which concerns the proper balance between school (academic) and work (vocational), or the relationship of scholarship to work, or education to training. Contrary to implications in the report of the Governor's Commission on Secondary Schools, the Vocational programs in Florida which require cooperation with business and industry are functioning well and are expanding. An article in the Jacksonville Journal, January 13, 1983, reported that the Duval County system had 1,850 students in its cooperative programs, making over four million dollars per year. Further, it stated that two-thirds of these students would continue with the companies after graduation. This situation is replicated in all the large school districts.

The argument that all Vocational Education should be industry-based is invalid. To implement such a plan would be tantamount to educational and economic disenfranchisement of most of America's youth, and others returning to the labor market. It would be a step backward in the fight for democratization of American education through the public schools and would place a heavier tax burden upon those with high technology and higher level jobs. The reason is that business and industry cannot afford to engage in the basic training of the masses for some projected future, nor can they afford to train more than a specific



number of highly screened workers for a specific number of jobs for a specific time frame. Industry-based training restricts the vocational goals to which high school students can aspire to those available in their community, generally, and places students who live in small rural communities at a severe economic disadvantage.

A better approach to the issues raised here is an approach similar to the one already in place. That is, the various school-industry-business cooperative endeavors such as the one in Duval County with The Private Industry Council of Northeast Florida. This council provides on-the-job training in cooperation with the schools. Concerning this issue, the State Advisory Council for Vocational and Technical Education studied Germany's dual system in 1982. This is a plan under which students receive training both in school and in business or industry in a parallel fashion. This system consists of inplant and part-time vocational school training. Another option is full-time vocational school (BERUFSFACHSCHULE) which offers courses from one to three years for trade qualifications which can lead to the dual system apprenticeship track. There are several other types of full-time vocational schools: a continuation vocational school, technical school, and senior technical school. Many of the practices observed in Germany are already in effect in Florida. Certain other positive factors should be considered for implementation in Florida.

#### Other Issues Affecting the Future of Vocational Education in Florida

There are many other issues which affect "what vocational education should be in Florida in the future." However, one of the most significant of these issues is that of vocational teacher supply and demand,



including recruitment, education, and certification. Although the shortage of mathematics and science teachers has the attention of the media, there is no less shortage of vocational teachers, particularly Industrial Arts and Trade and Industrial teachers. Future thinking demands an overhaul of the system for preparing and certifying these teachers, especially the non-degree Trade and Industry teachers. This latter group should be prepared through a joint college based-school based modified externship program which would involve the local school district (the teacher's school), the participating college, and the industrial consultant in the regional office. Part-time salaries should be provided from the Department of Education budget for the time spent in the extern program by college professors.

Further, in this regard, the Florida Legislature must be made aware of the uniqueness of the non-degree vocational teacher such that bills would no longer be passed which unwittingly take him in under the umbrella along with degreed teachers.

Among other things that will characterize the future vocational programs in Florida are the following:

- Expanded quality programs to prepare highly skilled workers in the new technological and advanced skill areas.
- Strengthened program of Vocational Education in rural and urban depressed areas.
- Increased access and improved probability of successful program completion and employment for special populations.
- Expanded adult education training services.
- Strengthened collaborative efforts linking vocational education with employers, organized labor, and other human services delivery systems.
- Improved vocational guidance services including specific Florida State certification in vocational guidance.

### Summary

To determine what Vocational Education should be in the future in Florida it is necessary to ascertain what it is currently and to relate its current state of the art to the current status of Vocational Education nationally. Currently, Vocational Education has a dual function, one being social and the other being economic or job preparation. A significant percentage of the students enrolled in Vocational Education are in programs or courses other than job preparatory programs or courses. The program in Florida is viable and successful. There is a steady increase in successful cooperative endeavors between business and industry and the schools.

The future indicates that Florida will continue along its already carefully developed plans for Vocational Education with increased emphasis, including professional and legislative attention to the following:

- (1) A better understanding of the implications of high technology and knowledge industries for the labor market and Vocational Education;
- (2) A careful modification of the current organizational structure for delivering vocational education service to accommodate the increased emphasis upon business-industry-school cooperation; and
- (3) An emphasis upon the part that philosophic beliefs play in decision making, especially concerning the issues to be resolved in the immediate future.





POSTSCRIPT

As stated in the Introduction, this WORKING DRAFT is the result of dialogue and is intended to stimulate further dialogue with respect to the questions discussed here, as well as other questions. Obviously more dialogue is necessary and additional questions and issues will be raised. Continuing discussion should consider but not be limited to issues such as:

- The impact of high technology on curriculum and teacher training,
- The role and scope of vocational education with respect to training for specific jobs,
- The teaching of curriculum, i.e., specifically how curriculum is to be delivered,
- The inservice aspect of the overall teacher training component,
- The role Florida should play nationwide as a leader and trendsetter in a variety of educational functions,
- The role and choice of various models. A variety of teacher training models, curriculum models, vocational models, and so on, exist and should be considered according to their ability to meet educational goals.

As dialogue continues and these issues together with the additional questions identified in the Introduction are clarified and answered, it is hoped that a comprehensive statement will emerge that can serve as a guide to realizing Florida's goal of upper quartile achievement.



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