

MINUTES OF THE HOUSE EDUCATION COMMITTEE
February 18, 1981

The House Education Committee convened at 12:30 p.m. on February 18, 1981, in Room 129 of the State Capitol, with Chairman Eudaily presiding and all members present except Rep. Teague who was excused.

Chairman Eudaily opened the meeting to a hearing on the following bills:

HOUSE BILL 672

REPRESENTATIVE JOE KANDUCH, District 89, said this bill would provide conditional contracts for teachers prior to April 1 when funding is uncertain or negotiations not completed.

JOHN DEENEY, Billings, School District 2, spoke next in support and a copy of his testimony is EXHIBIT 1 of the minutes.

CHAD SMITH, Montana School Boards Association, said they heartily support the bill. He offered an amendment which is EXHIBIT 2 of the minutes. The amendment is to make certain if the conditional contract is offered that there will be a requirement on the part of the teacher to reply. He felt the bill is necessary to meet the problems of the times.

SHAUNA THOMAS, Anaconda Teachers Union, read a letter opposing from Phil Waber, President, Anaconda Teachers' Union 502, and a copy of the letter is EXHIBIT 3 of the minutes.

DAVID SEXTON, Montana Education Association, questioned having teachers respond to a conditional contract like they would a regular one. He felt the response too should be conditional. He said breaking a contract is one of the reasons for revoking a certificate and so this could be unfair to the teacher if she/he wasn't sure of a position. He felt the bill created more problems than it solves. He said he had no difficulty with the present law.

REPRESENTATIVE RED MENAHAN, District 90, said somethings can work both ways. He felt administrators should be included in this and treated equally with the teachers. After all the kids will still be there and will be needing the teachers.

JIM MCGARVEY, AFL-CIO, said this bill as amended circumvents the collective bargaining law. He said actions like this are unfair labor practices.

In closing Rep. Kanduch said the bill primarily has opposition from the unions and we are stepping on their toes a little bit. He said the bill would make legal what the school districts are doing at this time.

Questions were asked by the committee. Rep. Andreason asked concerning the amendment how binding the notices would be. Mr. Smith

responded the conditional contracts would have the same function as the notices now. They would have to respond within the 20 days. Rep. Andreason asked if Mr. Smith was saying that the teacher cannot back out of the conditional contract but the school district can. Mr. Smith said it binds the school district and the teacher. If the voters flatly refuse to take a voted levy and there is just no money - school districts can't be bound under contractual obligation until they know they have the money.

Mr. Deeney replied to a question that the teachers would be notified prior to April 1 if they are going to be rehired, April 15 for nontenure. He said the voted levies will mostly be April 7. In response to another question he said they may have to cut staff also if they go into negotiations and have to settle for more than they had budgeted.

Rep. Vincent questioned the need. He asked if the riff policy doesn't give them enough flexibility. Mr. Smith said they don't have a riff policy. He said there is no statute on riff and not in most collective bargaining agreements. Once the school district gives the notice it is a contract and the school district is bound before it knows how much money it has to pay and how much staff it can afford.

HOUSE BILL 739

REPRESENTATIVE ALISON R. CONN, District 17, said the original bill had errors so she passed copies of an amended copy to the members and a copy of this is EXHIBIT 4 of the minutes. She said with the amendments the bill would not deal with only special education classrooms but with all classrooms saying the teachers are to receive training in learning disabilities.

CAROLYN LEE DICK, Kalispell, representing CHIN and self, spoke next in support and a copy of her testimony is EXHIBIT 5 and part of the minutes.

SANDRA KELLEY, Kalispell, representing CHIN and self, spoke next in support. She said the reason this bill was written is because of the rights of all children to have a free and appropriate education. The focus of this bill is on the children. All teachers will have the training needed so all children get what they need. She said they have contacted the Board of Education and have written many letters but since they haven't had a reply they didn't know if changes had been made. She said the trend is for legislative action. She said she had called the National Association of Learning Disabilities on how many states had legislation like this. Twenty had done a survey and 7 or 8 had legislation requiring training in handicapped conditions for regular teachers and others are considering it. EXHIBIT 6 gives details of calls made to states having legislation on this. She said this bill is taken from the Illinois legislation. Texas and Rhode Island recommend three credits for every elementary teacher and in Alabama every graduate must take at least one course on the special child.

Mrs. Kelley showed a booklet "A Consumer's Guide to Personnel Preparation Programs" which is a booklet on inservice training in special education by state education agencies put out by the University of New Mexico. This is EXHIBIT 7 of the minutes. An excerpt from this booklet titled "Overview of Products" (EX. 8) tells of products which have been designed by the various teachers and Mrs. Kelley said they would like to see used by our teachers in inservice training. She pointed out this indicates the state plans for Michigan started in 1978. She said from this excerpt we can see we in Montana have a long way to go but we can use these and profit from them.

She said the required training is not meant to be used just with a learning disability or a special education child but to help a teacher cope and give her tools to use to handle the kids already in her room and possibly not learning. Teachers should be aware of what is going on in this field.

Mrs. Kelley said there is a high correlation between learning disability and juvenile delinquency, especially with boys. She said research has shown remediation helps to remove the delinquency tendencies. She said it costs \$23,500 for one boy a year in Pine Hills - if half of this was spent in his high school you wouldn't have these problems. EXHIBIT 9 of the minutes is a copy of a booklet Mrs. Kelley left with the committee and the title is "The Link Between Learning Disabilities and Juvenile Delinquency: Some Issues and Answers." She mentioned the fire in Las Vegas which conceivably could have been prevented if the young man had received help soon enough. A copy of a news clipping telling of this fire is EXHIBIT 10.

Mrs. Kelley mentioned the Missoula PTA has requested that teachers receive learning disability training. She said they have some inservice classes and classes at the university. She said the teachers attending are paying out of their own pockets. She said there is some federal money available in Title 5. She said the process is initiated and what is needed now is to have it expanded. EXHIBIT 22 is a copy of a Great Falls ACLD Newsletter indicating classes being offered for developmentally disabled. Mrs. Kelley quickly went through letters from interested people which included the following:

LEE ANN PFEIFER, CDC-Social Worker - a copy is EXHIBIT 11.

JOHN M. SHEARER, Kalispell, and a copy is EXHIBIT 12.

A list of six people unable to attend and short comments from these people - EXHIBIT 13.

Judy Gardner, parent of a 6-year old with cerebral palsy, EX. 14.

Due to lack of time she left without reading letters from the following:

SUSAN FORD, Kalispell, EXHIBIT 15.

CAROLYN R. CRAWFORD, Kalispell, EXHIBIT 16.

DONNA D. BENNETT, Kalispell, EXHIBIT 17.

HELEN AND CARL WURST, Kalispell, EXHIBIT 18.

BARBARA LUTHIN, EXHIBIT 19.

LELIA M. PROCTOR, EXHIBIT 20.

CONNIE BURRIS, Kalispell, EXHIBIT 21.

WAYNE BUCHANAN, Montana School Board Association, said it is very difficult to disagree with the things heard this morning. He said he could sympathize with the proponents' position. There are others who feel teachers should have training in English comp and grammar, reading, library, etc. - teachers would need 17 years to get through college if we required everything. He said it is impossible to turn out someone perfectly trained in all skills. He didn't think this bill is the answer as it would only bring on other special interest groups wanting the teachers skilled in their areas. The bill would cause difficulty and expense and who would pay - the school board or the individual teachers. He said he saw the difficulties with the required Indian studies and he didn't feel this was the way to go.

ROBERT LAUMEYER, Boulder, Boulder Public Schools, said he agrees with the proponents that there is a problem but disagrees that this is a solution. He said this is a very complex field and some general knowledge could do more harm than good. He said some people with a little knowledge quit looking and the best way to handle this now is to ask for outside consultation. He felt some inservice training could be of value. He said if the committee feels the bill is a good idea to please come up with the funding because it will be expensive. He asked how many bus drivers will apply if they need 20 hours of instruction in developmentally disabled. If this is the law the district will have to see they get it.

JIM MCGARVEY, Montana Federation of Teachers, said he was an inbetweenner. He said he finds it difficult to oppose this kind of legislation and hopes at the end of the tunnel that this is our goal, but he felt the pavement for the road, Section 2, is not something so many people can be asked to travel too soon. He said his organization would have to oppose the bill but would hope perhaps a resolution could be prepared to encourage the federal government to become involved to insure bringing about what the proponents are seeking.

DAVID SEXTON, Montana Education Association, said he would much rather appear as a proponent as they are in total agreement with the need and the intent as expressed. He felt this is not the appropriate form. This legislation has directed the authority to the Board of Education. He said legislating curriculum has created problems as the Legislature found with the Indian studies and this is a similar piece of legislation to that with the same kind of mandates. Another problem is the two year period for every teacher in Montana to get the 6 credit hours. He didn't think the university system has the capacity for handling that. Another conflict is with those people who are already certified. The burden would be on the individual teacher with no requirement of the district to offer the training. He felt the problem should be dealt with in another way with the directive to the appropriate department, suggestion to the school board, and if it requires legislation in the opinion of the committee to have it as a future requirement and not an attempt to legislate people already certified.

JUDITH A. JOHNSON, Office of Public Instruction, spoke next and a copy of her testimony is EXHIBIT 23 and part of the minutes

I.E. DAYTON, University System, speaking in opposition said there is no disagreement that the problems need to be met, but this is not the proper mechanism. The University System works with the Office of Public Instruction to implement programs and helps with the delivery system and he said they do the best job they can. He said the only way you will get a good responsive system is by working within the system.

Rep. Conn in closing said this bill in no way is to include bus drivers and sweepers. Only noncertified staff that comes in contact with the child is included. She said a problem does exist and needs to be addressed.

There were no questions from the committee.

HOUSE BILL 721

REPRESENTATIVE DANNY OBERG, District 80, chief sponsor, said this was a simple bill as it would remove small remodeling jobs in schools from having to be reviewed and approved by the Department of Administration. He said for \$100,000 and under there isn't much construction being done. He said they had problems in Havre with the department as it was very slow to respond and then, even though the job was small, sent a response that an architect had to be hired to do the plans which had already been prepared. He said this is not only a Havre problem.

WAYNE BUCHANAN, School Board Association, spoke as a proponent. He said the bill comes about because of the difficult problem in Havre. The modification was to cost \$13,000 and the Department of Administration said you have to have an architect and this cost almost as much as the project. He felt this was a good bill. He said the local building code still has to be adhered to. He said the evidence demonstrates that the Department of Administration has no interest in these things or do not have the funds to carry out what the law says to do. He said they would not even look at the plans unless an architect drew them up. He said there is one difficulty with the bill on line 12 which needs an amendment to make it clear that the \$100,000 refers to the project cost.

W. JAMES KEMBLE, Administrator, Building Codes Division, Dept. of Administration, spoke as a neutral giving information, and a copy of his testimony is EXHIBIT 24.

BOB KELLY, State Department, said he was speaking as neither a proponent or an opponent. He said many of the school buildings were built many years ago and what was adequate space then has now become overcrowded and they have gone to utilizing attic and basement areas. This raises fire safety concerns. He also expressed a concern because of the private schools that are starting up usually in existing buildings.

DONALD H. BARRICK, Bozeman, Shining MT. Chap. L.C.B.O., spoke in

opposition. He said he could echo 20 times what the previous speaker said about safety. He said the plans should be drawn by an architect (who knows what he is doing. He said \$100,000 would exempt most additions to schools and when dealing with the safety of the children and the building these really need to be reviewed. He urged a do not pass.

Rep. Oberg in closing said he feels there has been some exaggeration here today. He said he was willing to listen to amendments. as he wanted to bring a little bit of reason into the process. He would be willing to lower the amount.

HOUSE BILL 655

REPRESENTATIVE ROBERT ANDERSON, District 16, chief sponsor, said this was the perennial bus bill to raise the reimbursements of bus schedules.

BOB STOCKTON, Office of Public Instruction, explained the cost increases and how the cost is divided between county, state and district. He said there is a fiscal note that is being typed.

ROBERT L. LAUMEYER, Boulder, Boulder Public Schools, spoke as a proponent, saying increasing transportation payments is a very strong equalization factor as the state pays one-third.

JESSE LONG, School Administrators, proponent, and a copy of his statement is EXHIBIT 25.

JOHN DEENEY, Billings, School District 2, spoke as a proponent.

CLIFF STEEL, Butte, Butte Public Schools, urged a do pass. He said this is still not keeping pace with transportation costs but it sure will help.

Rep. Anderson closed.

HOUSE BILL 726

REPRESENTATIVE JOHN VINCENT, District 78, chief sponsor, said in the interest of time he would pass up his time to someone who has come a long way to testify on the bill and he would give his testimony at the next committee meeting.

DONNA SMALL, Montana Nursing Association, said this bill could cause problems for the schools. She said medicine should be taken at home. Very few drugs should need to be given during school hours and if this is necessary the parent could arrange to do it. She said the person giving the drug needs to know the side effects and how the child reacts to the drugs. She said anytime you make something legal people will take advantage of it and she didn't feel teachers should be used for the convenience of the parents. She said it is difficult to get the pertinent information concerning the drug needed before administering it. She also felt it could be encouraging the treating of drugs casually.

ALICE ARMSTRONG, Helena, representing self, spoke next in opposition, and a copy of the points she brought out is EXHIBIT 26 of the minutes.

Rep. Vincent in closing said the bill was at the request of his Board of Trustees and he would say more next time.

Meeting adjourned at 2:50 p.m.

Respectfully submitted,



RALPH S. EUDAILY, CHAIRMAN

eas

Additional information received after the meeting on HB 739 was given to the members and is being recorded here and included with these minutes:

A letter from Sandra Kelley, Kalispell, EXHIBIT 27.

Excerpts from Sandra Kelley include:

"The Poor Reader in Secondary Schools: An Alternative Curriculum" EXHIBIT 28.

"Modifying Course Content for Mildly Handicapped Students at the Secondary Level" EXHIBIT 29.

"Evaluating Inservice Training in Mainstreaming for Elementary Teachers" EXHIBIT 30.

Ex. 1

BILLINGS PUBLIC SCHOOLS
Elementary School District No. 2 and High School District No. 2
Yellowstone County
BILLINGS, MONTANA 59102

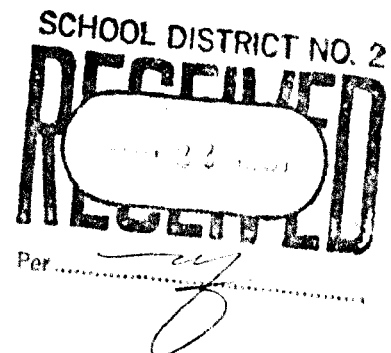
IN SUPPORT
OF HB 672

January - 1981

Boards of Trustees normally are not in a position to know what funding is going to be available for the operation of the school district for the ensuing school year, until such time as special mill levy elections have been held and/or the legislature has made a determination as to funding of the Foundation Program. Often times, negotiations also play a major role in determining whether funding will permit the employment of the total number of teachers needed, or whether a reduction in force is required.

The proposed bill would allow the above mentioned items of concern to be clearly resolved. Present statutes would allow school districts to terminate tenured teachers, if accomplished prior to April 1st. This is a solution that is unacceptable to teachers, administrators, boards of trustees, and in our opinion, the general public. A conditional contract does afford some protection to these teachers by limiting termination after April 1st, to a lack of funding. The morale factor of teachers certainly is of extreme importance to the effectiveness of the instruction in the classroom. Conditional contracts would certainly be viewed as a great deal more desirable than a notification of termination.

From:
Legislative Committee
School District #2
Billings, Montana
Dr. John Deeney, Chairman



Ex. 2

HOUSE BILL NO. 672

MR. CHAIRMAN:

I move to amend House Bill No. 672 by adding the following sentence on page 3 in line 16 following the period:

"Each teacher receiving a conditional contract must provide the trustees with written acceptance of the conditional contract within 20 days after receipt of the conditional contract and failure to so notify of acceptance may be considered by the trustees as nonacceptance of the tendered position, but the teacher's salary shall not be determined until negotiations are completed and funding is assured."

ANACONDA TEACHERS' UNION

502

Anaconda, Montana 59711



February 17, 1981

Ex. 3

Ralph Eudaily, Chairman
House Education Committee
Helena, Montana

Dear Sir:

The Anaconda Teachers' Union #502, Montana Federation of Teachers, AFT, AFL-CIO, unequivocally opposes H.B. 672, introduced by Rep. Joe Kanduch, one of our local legislators.

H.B. 672 would take away due process of law accorded to tenure teachers under present state statutes.

The bill would also increase teacher stress, a growing problem in education, as the uncertainty of whether or not a teacher would definitely be working in the ensuing contract year would have detrimental psychological and possible physical effects.

H.B. 672 would allow school boards to postpone the finalization of their certified staff until the actual start of the school year, approximately five months later than under present law. Any teacher who would not be hired would find it very difficult to find a new position as the majority of school districts hire in the Spring. Again, this would lead to personal psychological and physical stress, and definite economic trauma.

The Anaconda Teachers' Union urges that H.B. 672 be killed.

Sincerely yours,

Phil Waber, President
Anaconda Teachers' Union #502
Anaconda, Montana 59711

PW/jm

HOUSE BILL NO. 739

Introduced by _____

A BILL FOR AN ACT ENTITLED: "AN ACT FOR HANDICAPPED CHILDREN TO REQUIRE THAT ALL CERTIFIED PERSONNEL, NONCERTIFIED PERSONNEL AND VOLUNTEERS MUST SATISFY REQUIREMENTS FOR INSTRUCTION IN SPECIAL TRAINING TO BE CERTIFIED, EMPLOYED OR WORK WITH STUDENTS IN SCHOOLS, INSTITUTIONS, OR YOUTH CARE FACILITIES IN THE STATE OF MONTANA, AND PROVIDING AN IMMEDIATE EFFECTIVE DATE.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:

Section 1. Purpose. The purpose of (this act) is to guarantee all handicapped students within the State of Montana an equal opportunity to benefit from a free and appropriate public education and to develop their maximum potential for a full and independent life by ensuring that all certified and noncertified personnel employed and volunteers utilized in the schools, institutions, and youth care facilities in Montana have adequate knowledge and training in the unique needs of such handicapped students.

Section 2. Qualifications in special training required for certified and noncertified personnel.

(1) As of September 1, 1983, all youth care facilities, institutions, and boards of trustees for elementary and secondary school districts shall employ only those certified personnel who have satisfied the requirements for instruction in special training as defined in Section 3.

1 (2) As of September 1, 1983, the Superintendent of Public
2 Instruction shall issue teacher certificates and specialist
3 certificates only to those personnel who, in addition to all
4 other requirements, have satisfied the requirements for
5 instruction in special ~~education~~ training as defined in
6 Section 3.

7 (3) As of September 1, 1982, all youth care facilities,
8 institutions, and boards of trustees for elementary and
9 secondary school districts shall:

10 (a) employ only those noncertified personnel who have
11 satisfied the requirements for instruction in special ~~educa-~~
12 ~~tion~~ training as defined in Section 3;

13 (b) accept as volunteers only those persons who have
14 satisfied the requirements for instruction in special ~~education~~
15 training as defined in Section 3.

16 Section 3. Definitions. As used in Section 2, the
17 following definitions shall apply:

18 (1) "Instruction" means:

19 (a) for certified personnel, a formal course of study
20 that is offered by a unit of higher education and is equiva-
21 lent to at least six ^{quarter} ~~semester~~ credit hours;

22 (b) for noncertified personnel and volunteers, at least
23 20 (twenty) clock hours of inservice training per year,
24 developed by the Superintendent of Public Instruction in
25 consultation with consumers, including parents of handicapped
26 students, and made available to the school districts,
27 institutions, and youth care facilities.

1 (2) "Special ~~education~~ training" means instruction
2 pertaining to the psychology of the handicapped child, as
3 defined in 20-7-401, the identification of the handicapped
4 child, including but not limited to the specific learning
5 disabled child, and methods of instruction for the handicapped
6 child, including but not limited to the specific learning
7 disabled child.

8 Section 4. Codification instruction. Sections 1 through 3
9 are intended to be codified as an integral part of Title 20.

10 Section 5. Effective date. This act is effective on
11 passage and approval.

- End -

TO: CHAIRMAN RALPH EUDAILY
AND MEMBERS OF THE EDUCATION COMMITTEE

RE: HB 739

FROM: CAROLYN LEE DICK
1105 Montford Rd.
Kalispell, Montana

February 18, 1981

Mr. Chairman and members of the Education committee. Thank you for giving me this time to address you.

I am Carolyn Lee Dick . I am a parent. I have two children one of which is handicapped. I am also an active member of CHIN (Children in Need). A group of people working for children. I support HB 739.

In reading the Montana State Plan Part B Education for the Handicapped I have noticed that in each plan BEH has asked for clarification or additional information in regards to Montana's plan for personnel development. I refer your attention to Montana's State Plan (Part B Education for the Handicapped) for the following years:

1979 State Plan (Blue Book)

1979 Revisions for that year.

1980 State Plan (Red Book)

1980 Revisions for that year.

1981-1983 State Plan (Green Book)

1981-1983 revision for that year.

ALSO 13 BULLETINS dated February 20, 1980

The 1979 State Plan (Part B, Blue book) (Page 101) The Office of Public Instructions of Montana spells out difficulty in getting inservice training to regular classroom teachers working with mildly and moderately handicapped students.

In this plan the Office of Public Instructions (OPI) has a needs assessment and the following were the areas of need: Individual Education Plan (IEP) Least Restrictive Environment (LRE) , Procedural Safeguards, Use of surragates, Priorities, Non-discriminatory test ing, and curriculum development for emotionally distrubed and specific learning disabled students.

As a parent this needs assessment and the statement before it shows the state

has a lot of personnel development to be worked on.

In the 1979 Revision Report made to the State Plan , dated September 13, 1979. The first enclosure is a letter to Dr. Edwin W. Martin, Deputy Commissioner of BEH, Washington, D.C. from Georgia Rice , Supt. The date is June 29, 1979. In her last paragraph of the letter she assures Mr. Edwin W. Martin that the state will discover handicapped children but also provide information and awareness service regarding special education to parents and educators throughout the state of Montana. Please note at this time that PL 94-142 happened 1975 and was mandatory by 1977. Montana also received funding since 1976. Still in 1979 the Office of Public Instructions is talking about AWARENESS.....which I will remind you is basicly attitudinal change.

The United States started educating handicapped persons in about 1930's, in fact the Blind school in Great Falls, Montana was started somewhere around 1932. Yet 47 years later (1979) we STILL have intellegent heads of education addressing things like the word AWARENESS.

In the 1979 REVISIONS BEH asked for more comprehensive personnel development as indicated on the third page of revieions and/ or responcees to BEH. This section draws attention to page 100, Section X and states that this section has been re-writttten by OPI for BEH. (As per BEH's request.)

1980 Sttate Plan, Part B,(Red Book) Again BEH asked for more information about the Comprehensive System of Personnel Development. I ask for your attention to the 1980 REVISIONS. In a letter to Dr. Richard Champion of BEH from Dr. Paul Spoor of OPI, Helena, dated February 6, 1980. In the letter Mr. Paul Spoor talks of the four areas of clarification in the state plan. #THREE Is Comprehensive System of Personnel Development. (SEE #3 ENCLOSURE OF THE REVISIONS FOR 1980)

AWARENESS: focuses primarily on attitudinal change.

KNOWLEDGE: focuses primarily on cognitive change.

SKILL PRACTICE: training usually follows type(1) and (2) training.

SKILL APPLICATION: focuses on behavioral changes.

According to the survey answers 1528 personnel can learn to have an attitudinal change about an individualized educational program. (IEP) While this may help a teacher it

will do little for a handicapped student. These kids need more than an attitudinal change, they need a working IEP. A teacher armed with nothing more than an attitudinal change cannot discipline, or teach effectively to a handicapped student. With mainstreaming this teacher is SET up to have a classroom that she/he does not have the tools to handle. THIS WILL MOST DEFINITELY GIVE HIM/HER (TEACHER) A ATTITUDINAL CHANGE. IS this the real plan ? Is it a plan on the part of administrators to CREATE a BACKLASH ON SPECIAL EDUCATION and all the handicapped children in Montana ? As I see it that is what is happening NOW.

Teachers or other personnel should not have to carry the guilt of this problem. Nor should CHILDREN have to suffer because the personnel are not trained. Another point I must also make is that children are mandated and or required to attend school they in return should expect to learn.

To point out just how hap-hazard OPI has taken it's responsibility for a direct line of authority in implementing 94-142 the education for all handicapped children. I call your attention to PAGE 39 of the 1981 State Plan. In Montana there are 530 districts. Yet in a survey sent out by OPI only 280 forms were sent out and of those 280 forms only 113 were returned. These forms are what were used to make the needs assessment. Which means that half (abt.) of the districts in Montana never recieved any form at all. Of those that did only abt. half answered. Do the 80% who did not say anything know that there is education for the handicapped ?

Also in this State Plan 1981-1983 Part B (Green Book) there is an article by Shirley Miller and Mr. Alden Beller. The name of the article is MAINSTREAMING SPECIAL EDUCATION PROGRAM. I will quote to you Mr Beller's words from the article. "We're all different, yet we all deserve an equal opportunity to benefit from an education". As he goes on he makes these statements, "The newness of special education programs also caused a lack of adequately trained specialist and special education teachers and aids, " Beller said " Universities have not yet kept up with providing teachers adequate background training in special education. Teachers are taught to teach to the middle of the class even though they may be concerned about both the gifted and the handicapped students."

In addition to these mentioned State Part B Plans there are THIRTEEN BULLETINS datted February 20, 1980. The items mentioned in these tthirteen special education bullettins OPI states all districts MUST follow in order to be in compliance with the law. Let's take a peek at what those bulletins say:

Bulletin #1

RIGHT TO EDUCATION: In the last paragraph these words are used: is included specially designed instruction to meet the unique needs if... I QUESTION THAT THIS CAN BE DONE WITH TRAINING THAT FOCUSES ON ATTITUDINAL CHANGE. THIS WILL REQUIRE A TRAINED PERSON.

Bulletin #2

INDIVIDUAL EDUCATION PROGRAM (IEP): If there is not training here and IEP is a worthless piece of paper.

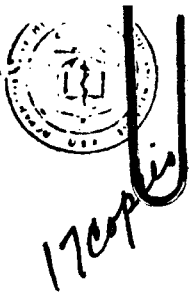
Bulletin #3

CHILD IDENTIFICATION: To find children 0-21 years old and provide a free appropriate education and a plan on how they will be served.

I could continue with the rest of the bulletins butt I believe you understand what I am trying to point out.

This quote speakes for it 's self. It comes from Public Policy and the Education of the Exceptional Child.by Fredrick L Wintraub. " The professional who works with the vulnerable child must be an advocate for the child thus reducing the vulnerabilitty. Failing to assume responsibility, the professional can play a role to partticipant in what ever injustice may befall the child and assume any corresponding liability".

The time from 1930 to 1981 is 51years to change and develop. Time has come for one directtion th at will develop a strong effective system of personnel development. Leaving th at to per chance tto 530 district seem a fools play and a great chance children will suffer. Give personnel the tools of knowledge and dump a ttitudes in the trash as out dated and ineffective. Put knowledge into motion.



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

Control from 11
Lund

11.16A

December 12, 1978

180

Ms. Joan S. Bissell
Supervising Auditor
Joint Legislative Audit Committee
925 L Street
Suite 750
Sacramento, California 95814

Dear Ms. Bissell:

I am forwarding the following information in response to your letter dated November 9, 1978, in which you address three specific issues concerning the implementation of P.L. 94-142 and the California State Department of Education's responsibility for administering this program.

First, you ask for clarification of the role of the State Department of Education in supervising programs for handicapped pupils when such programs are administered by other agencies. This requirement appears in Section 612(6) of P.L. 94-142. As you know, this section was included in the Act in order to establish a single line of responsibility within a State for the education of handicapped children and to prevent an abdication of responsibility for the education of these children. Although it is understood that various State agencies deliver services to handicapped children, the intent of Congress was to make a single agency responsible for overseeing the appropriate delivery of these services. P.L. 94-142 specifies that the responsibility for providing general supervision of education programs for handicapped children rests with the State educational agency (SEA), and that the SEA must establish education standards.

In order to accomplish its assigned role of providing general supervision over education programs for handicapped children, the SEA must either: (1) develop State standards and guidelines which apply throughout the State, or (2) adopt as SEA standards existing standards which may already be in effect in other agencies. Standards adopted by the SEA would then apply throughout the State. In establishing standards, the State may make special provisions, as needed, for specific age groups or disability categories.

In your second question, you discuss potential differences in the levels of services provided to handicapped pupils which may develop in some school districts in California depending on whether or not they participate in the Master Plan for Special Education. You specifically asked if a State would be in violation of P.L. 94-142 if there are substantial numbers of pupils who are "inadequately served" in some school districts.

18
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4. The IEP As A Contract

Among the items to be included in an IEP are "a statement of annual goals, including short term instructional objectives" and "appropriate...criteria and evaluation procedures...for determining...whether the short term instructional objectives are being achieved." (45 C.F.R. 121 a 346(b),(e).)

Many educators were concerned that they might be held legally, contractually, accountable if such goals and objectives were not actually met. Obviously, no one can insure that a student will in fact learn or achieve at a certain level. This concern was met in 45 C.F.R. 121 a 349, which explains that:

"Part B...does not require that any agency, teacher, or other person be held accountable if a child does not achieve the growth projected in the annual goals and objectives."

This clarification has led many educators to conclude that an IEP is of no legal effect whatsoever. This position goes too far in the opposing direction. The legislative history of P.L. 94-142, and BEH correspondence and draft policy papers indicate that while an IEP is not a "performance contract," creating educational accountability, it can be viewed as an agreement to provide those particular services listed within the IEP. (Draft, OSE Policy Paper on IEPs, May 23, 1980; p. 33.)

A key element of the IEP is that it is a written "statement of the specific educational services to be provided to (the) child." (P.L. 94-142, Definitions, Section (19)(IEP).) (45 C.F.R. 121 a 346(c).)

Agencies and teachers must make "good faith efforts to assist the child in achieving the objectives and goals..." (45 C.F.R. 121 a 349, comment.)

"One of the purposes of the IEP is to set forth in writing a commitment of resources necessary to enable a handicapped child to receive needed related services." (Draft, OSE Policy Paper; IEPs, May 23, 1980; p. 25.)

"The extent or amount of services must be stated in the IEP, so that the resource commitment can be clear to parents and other IEP team members..." (Draft on IEPs; above; p. 28.)

Any revision or amendment to the IEP which affects the overall amount of services committed may be made only with the participation and consent of the parents of the handicapped child. (Draft on IEPs, p. 28.)

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"It is the intent of the Committee to establish and protect the right to education for all handicapped children and to provide assistance to the states in carrying out their responsibilities under state law and the Constitution of the United States to provide equal protection of the laws." (Senate Report 94-168, p. 13.)

"Local educational agencies should not look to this assistance as general revenues or generalized assistance to mitigate their own responsibilities with regard to providing a free appropriate public education for all handicapped children. The primary purpose of funds under this Act is to assure all handicapped children an appropriate education. It is expected that necessary arrangements to achieve this goal will be made by local educational agencies." (Senate Report No. 94-168, p. 16.)

"The Committee rejects the argument that the federal government should only mandate services to handicapped children if, in fact, funds are appropriated in sufficient amounts to cover the full cost of this education. The Committee recognizes the state's primary responsibility to uphold the Constitution of the United States... The Committee points out that there are local and state funds and other federal funds available to assist in this process." (Senate Report No. 94-168, pp. 22-23.)

The Regulations and BEH correspondence respond directly to this issue:

"Part B is a unique federal statute in that it imposes requirements on states which must be implemented, regardless of the amount of federal funds available." (45 C.F.R. 121 a, Appendix A, 121 a 380, comments.)

"Under both P.L. 94-142 and Section 504, states have a responsibility to provide a free appropriate public education to all handicapped children...this responsibility is not contingent upon, or directly linked to, the amount of federal funds a state receives." (USOE-J. Porter; Lansing, Michigan; November 7, 1978.)

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1. Relationship of Federal Laws to State Law

State laws or policy are often in conflict with federal requirements. State and local officials continue to be unclear as to which directive they should follow in such circumstances.

The confusion is compounded by a number of factors. The conflict in legal requirements is perceived as a lawyer's problem — so that educators and officials are reluctant to take a position in an area presumed to be outside of their own capabilities. For guidance, local officials tend to look to state officials, and state officials to state agency attorneys or attorneys general. Such state legal specialists are most familiar with state law and policy and frequently conclude that state law must supercede federal legislation. P.L. 94-142, in particular, is a unique federal statute in that it does leave the specification of many details to State Education Agency policy or practice. Examples include the standards for certification of teachers, the model form, if any, for an Individualized Education Program (IEP), or the precise details of training or selecting due process hearing officers. *

Despite these complexities, there is a basic rule to resolve conflicts between state and federal requirements. This rule derives from judicial decisions on federal-state conflict, and basic civil rights legal practice.

In the event of a conflict, federal law is supreme and must be followed. State law or policy should be changed or overruled in order to bring programs into conformity with federal requirements. To the extent these federal statutes do leave policy making to the states, these laws and policies should advance the basic purposes of the federal laws and not create a conflict with them.

Civil rights attorneys often state this rule another way. Federal law can be seen as a basic framework which establishes minimum requirements which must be met. If state laws do not meet these requirements, federal law prevails. If state law or policy advances the purpose of federal law, and protects the interests of federal law even more than that law itself, state law will be followed. In this situation, federal requirements are met and exceeded by the state law. The Bureau of Education for the Handicapped (BEH) and the Office for Civil Rights (OCR) have both taken a position on this issue. *

BEH: In order to receive federal funds under P.L. 94-142, states and localities file an Annual Program Plan with BEH (under new federal regulations, the requirement calls for three-year plans with yearly update). In this document, they agree and promise to follow federal guidelines, and assure BEH that any conflicting state law or policy will be changed. The general rule, as stated in the correspondence, is:

"As a condition for receiving funds under Part B, the...(State) ...Department of Education must provide satisfactory assurance to the Bureau of Education for the Handicapped that the state will meet all of the requirements of the federal statutes and regulations. If state requirements are inconsistent they must be revised." (BEH - T. Triplett; Huntington, West Virginia; January 20, 1978.)

2. Requirements of P.L. 94-142 Must be Followed
Regardless of Amount or Availability of Federal Funds

Many federal programs distribute federal funds to states and localities, often requiring that the federal funds be spent for certain purposes, in certain ways, and under certain conditions. This is especially true of programs for the assistance of education. Federal funds impose conditions to the extent those funds are available or are utilized by states, but any state and local funds may be spent as state or local agencies themselves determine.

It is perhaps for this reason that many administrators and educators remain confused about the extent of their obligations under P.L. 94-142, and particularly the extent to which P.L. 94-142 also controls the expenditure of both federal and state/local funds. The elemental, basic requirement of P.L. 94-142 is that all handicapped children be provided a free appropriate public education. But P.L. 94-142 never provided, and never intended to provide, enough funding to finance all such programs. P.L. 94-142 was intended to assist the process, by providing part of the above-average costs entailed by programs for the handicapped. State and local funds must be used at least to the level of the average per pupil expenditure for any student (handicapped or not), and state and local funds must also be spent for any above-average or "excess" costs for the handicapped not met by the federal funds. In short, if a state or local agency wishes to receive federal funds under P.L. 94-142, those agencies must guarantee that all handicapped children will have available a free appropriate public education. That guarantee necessarily means that state and local agencies also commit themselves to spend a sufficient level of state and local funds to guarantee such programs. Only with that commitment, may state or local agencies begin to receive federal funds under P.L. 94-142.

The structure of P.L. 94-142 means that all of the funds — federal, state and local — must be spent on programs which meet federal requirements. That is, all handicapped children must be appropriately evaluated, must have an IEP, and must have the due process protections established under federal law.

As the U.S. Congress considered P.L. 94-142, these points were made very strongly:

"Whereas the actions taken at the state and national levels over the past few years have brought substantial progress, the parents of a handicapped child or a handicapped child himself must still too often be told that adequate funds do not exist to assure that child the availability of free appropriate public education. The courts have stated that the lack of funding may not be used as an excuse for failing to provide educational services." (Senate Report 94-168, p. 8.)

State of Rhode Island

talked with Mr. Roger Orbin, consultant, teacher certification,
Department of Education

The state of Rhode Island instituted a course known as "Mainstreaming I, Mainstreaming II, and Mainstreaming III" almost as soon as the law came out (1975). The courses are offered throughout the state, but receive their credits through Rhode Island College. teachers

Many people in the state already have life certificates, but return voluntarily for these classes because they see the need. The classes are very well received and popular with the teachers.

At this time these classes are not ~~required~~ required for certification. It is Mr. Orbin's personal opinion that it is very important to make this kind of training mandatory because of the perceived need. He stated that while a student might get a bad English teacher, he could always take another class and make up what he lost; however, if the student needed something more because of his unique needs and the teacher was unable to respond to that, that he felt the damage could be permanent to the student.

The certification advisory committee is currently revising their regulations. They are recommending to the Commissioner of Education that there be a required course in the exceptional child of at least three credits for every elementary and secondary teacher.

February 1981

State of Alabama

Department of Education, Exceptional Children

Talked with Dr. Frieda Judge

Alabama State board of Education, regulation: any student beginning in the university system after Sept. 1979, graduate or undergraduate, must take at least one course of three semester credits or five quarter credits in the exceptional child.

State of West Virginia

Board of ed standards require that all teachers preparation include coursework in the child with exceptionalities

*Bill 745
1980*

State of Maine

Mr. Moore

- A. Nothing required at the moment for regular ed. teachers
however standards are coming up for revision
and we now require ^{training for} that all teachers coming through
the state union system must include opportunity
to take some special education.
- B. No comprehensive tests reported ed. certificates
instead certificates are categorical only
This would
MR
TMR

Suggested that any certificate given should show
the teacher area of qualification as elementary
sec. + category

New Jersey Mr. Scott

no requirement at this time but moving towards that
it is at the discussion level of higher education
we all see it as an important need because
of the momentum of the last district level,
of the grievances piled
of the teachers emphasizing that they have been
hardcapped with initial with annual that
we have the hall in the general room
if they don't want the teachers deal with it

7-7
**Teacher / Special
Education / Education**

A University of New Mexico Project

**A CONSUMER'S GUIDE
TO
PERSONNEL PREPARATION
PROGRAMS**

**INSERVICE TRAINING IN SPECIAL EDUCATION
BY STATE EDUCATION AGENCIES**

PROTSCRIPT

Extensive studies have shown that informal interpersonal channels of communication are by far the most effective way to reach an audience Word gets around best when people talk to each other. It is the interpersonal network of communication, therefore, . . . that must be activated . The use of media cannot be ignored, however, for it is an important element in the activation process. (Farr, 1969, p. 2)

CONTENT DEVELOPMENT

This book is a composite of information on inservice provided by each state. Brief background information specific to each state is given in the state or program narratives to be found at the end of this section. The section called Demographic Information which includes: 1) a reference to the urban/suburban/rural nature of the state; 2) the numbers of regular and special education teachers in each state; and 3) the organizational structure of educational programming in the state, including a description of the local education agencies (LEA's), intermediate educational units (IEU's), educational regions, regional centers, Regional Resource Centers (RRC's), or Area Learning Resource Centers (ALRC's). At times within this framework, labels unique to each state are used.

REGIONAL PLANNING OR DELIVERY

Many states use regional centers to assist in meeting their unique needs. These centers may operate under the name of Learning Resource Systems as in Florida and Georgia, Collaboratives, in Massachusetts, Boards of Cooperative Educational Services (BOCES) in New York, or Teacher Centers as in Rhode Island.

The following states operate regional service centers:

- | | |
|-----------------|------------------|
| * Connecticut | * New York |
| * Florida | * North Carolina |
| * Georgia | * Ohio |
| * Illinois | * Oklahoma |
| * Iowa | * Rhode Island |
| * Massachusetts | * South Carolina |
| * Michigan | * South Dakota |
| * Mississippi | * Texas |
| * Montana | * Virginia |
| * New Hampshire | * Washington |
| * New Jersey | * West Virginia |
| * New Mexico | * Wyoming |

Other programs are developed to assist in meeting the needs of urban or rural populations. For example:

- * Oregon sponsors a Small Schools Workshop
- * Texas sponsors a Big Schools Inservice
- * New Mexico operates a Rural Masters Program

COLLABORATION/COOPERATION/DETERMINATION OF EDUCATIVE PRIORITIES

Another major mechanism for addressing the needs of the educational community is an overall cooperative effort among producers and consumers of education: the state education agency, local education agencies, Institutes of Higher Education (IHE's), consumer and advocacy groups, and professional organizations. This issue is briefly discussed

in the Program Narratives, under either Demographic Information or Determination of Priorities. A prime force behind implementing this concept is P.L. 94-142. To be in compliance with P.L. 94-142 each state must develop a comprehensive system of personnel development to "insure that those agencies with an interest in the preparation of personnel for the education of the handicapped have an opportunity to participate fully in the development, review and updating of the system" (Implementation of Part B of the Education of the Handicapped Act, *Federal Register*, Department of Health Education and Welfare, August 23, 1977, 121a. 381). All states are working towards this effort through committees of various titles; some states are devoting more resources towards this objective than others.

As part of this comprehensive system, inservice priorities should be generated from a variety of sources. Most often, the groups involved in the collaborative or cooperative effort to provide training are the SEA, LEA's, and IHE's. Some states now include parents or advocacy groups in the cooperative, collaborative, or priority setting process and specifically indicated this factor when interviewed.

- * Rhode Island offers an Awareness Week so that groups may preview future inservice activities.
- * Indiana includes handicapped individuals on its Personnel Preparation Training Committee.

STATES INCLUDING PARENTS OR ADVOCACY GROUPS IN THE COLLABORATIVE AND PLANNING PROCESS

- | | |
|--------------|------------------|
| * Arizona | * Louisiana |
| * California | * Maine |
| * Colorado | * Minnesota |
| * Indiana | * North Carolina |
| * Kansas | * Vermont |
| * Kentucky | * Wyoming |

In this article, "The Real World of the Teacher Educator: A Look to the New Future," Clark discusses the concept of including national teachers' associations and unions in the collaboration effort (1977, p. 684). In the future, teachers' contractual agreements may have an influence on the amount, timing, and perhaps content of inservice delivery and should, therefore, be considered in inservice planning.

- * Wisconsin involves the Wisconsin Education Association in the process of determining inservice

Several states have specifically reported that they include teachers, administrators' organizations, and other professional organizations in the collaborative planning process. Brimm and Follett (1974) have indicated that teachers generally feel that most inservice is unresponsive to their needs. Ingersoll stated that teachers have not been included in the decision-making process; if they are included, they will "be more likely to carry their interest into actual training" (1976, p. 169).

- * Alabama requires every teacher to submit a written plan for professional development which is then incorporated into the larger personnel development plan.

STATES INCLUDING TEACHERS OR PROFESSIONAL
ORGANIZATIONS IN THE COLLABORATIVE
AND PLANNING PROCESS

- | | |
|--------------|---------------------|
| * Alabama | * North Carolina |
| * Arkansas | * North Dakota |
| * California | * Oklahoma |
| * Colorado | * Panama Canal Zone |
| * Iowa | * Rhode Island |
| * Kansas | * South Carolina |
| * Maine | * Vermont |
| * Nevada | * Wisconsin |
| * New Jersey | * Wyoming |
| * New York | |

Cooperation with state agencies other than the SEA is vital to the Comprehensive System of Personnel Development (Siantz & Moore, 1977). Several states report that they are undertaking this sometimes difficult task.

STATES INCLUDING OTHER STATE AGENCIES
IN THE COLLABORATIVE PROCESS

- | | |
|-------------|------------------|
| * Kentucky | * Nebraska |
| * Maryland | * North Carolina |
| * Michigan | * South Carolina |
| * Minnesota | |

Some more unique groups or staff within the educational system receive inservice training and are included in the planning process.

- * Washington, D. C. includes school clerical staff in the needs assessment process

INSERVICE DELIVERY

Preservice and inservice are integrally related. If a totally comprehensive plan of personnel development is to be implemented, then it would seem that inservice delivery must be viewed on the same continuum as preservice. Inservice is necessary to enable individuals to continue to grow within the same job expectations as well as to assist them in preparing for changing roles. It is for those reasons that a brief description of the preservice programming is included in the Program Narratives. This publication does not purport to identify all of the preservice training that is being undertaken in each state; the description in the narrative is a brief overview of the categories of training as delineated by the interviewee.

A distinction is made between inservice and preservice delivery in the Rules and Regulations for P.L. 94-142, Implementation of Part B of the Education of the Handicapped Act by defining inservice training as "any training other than that received by an individual in a full-time program which leads to a degree" (*Federal Register*, Department of Health

Education and Welfare, August 23, 1977, 121a. 382). In these regulations and in the Application for Grants Packet (Division of Personnel Preparation, Bureau of Education for the Handicapped) priority areas of focus, target populations, and incentives for these populations of inservice participants are delineated.

The content areas given priority by the Bureau of Education for the Handicapped (BEH) as listed in the *Application for grants Under Handicapped Personnel Preparation Program, 1977*, include:

- * Early Childhood Education
- * Severely/Profoundly Handicapped
- * Training Paraprofessionals
- * Physical Education (Adaptive)
- * Recreation
- * Interdisciplinary Programming
- * General Special Education
- * Vocational/Career Education

In a presentation at the Division of Personnel Preparation's Project Director's Meeting held in Denver, Washington D.C., and St. Louis in September, 1977, Jasper Harvey, Division Director, also emphasized other concerns:

- * Secondary level programs (in all areas)
- * Training in severe emotional disturbance (autism)
- * Leadership training

Many states are basing their own inservice priorities on those identified by BEH. The actual impact of BEH on state priorities might be examined by comparing the BEH list with Table 1, the most frequently addressed SEA inservice topics. Table 3 illustrates this comparison.

INSERVICE TRAINING PROVIDED

CONTENT AREAS

Appendix B lists the content areas included in SEA sponsored or conducted inservice training across the nation. Each respondent was asked to state the topic of inservice programming and the target audience. Some of the topics such as implications of P.L. 94-142 and IEP development were often mentioned. Other topics were fairly unique to just a few states. Nevertheless, the importance of providing information in these areas should not be minimized.

- * Sex Education for the Handicapped is being addressed by Arizona and Arkansas.
- * Parenting skills for pregnant teenagers is an Arizona training module.
- * Death and Dying as it Pertains to the Severely/Profoundly Handicapped is being addressed by Texas, as well as managing medical problems in the classroom.

- * Training for personnel working with learning disabled, adjudicated youth is being provided in California.
- * Training in developing a Boy Scouts of America program for handicapped students is being provided by North Carolina.
- * Training in developing an art education program for the handicapped is offered by Washington.

Although broader in scope, the topic of training for the Pupil Placement Committee, Child Study Committee (or Referral, Appraisal, and Review Committee) has been included under the area of Instructional Program Development. Several states offer training in this area:

- * Connecticut
- * New Jersey
- * New Mexico
- * New York
- * Rhode Island
- * West Virginia

A total of 557 inservice programs in 52 SEA's were described during the survey process. The 29 inservice content areas described are listed in Appendix B. Table 1 illustrates the 13 content areas in which inservice activities were most frequently provided.

TABLE 1
AREAS OF MOST FREQUENTLY PROVIDED INSERVICE TRAINING TOPICS

CONTENT AREAS	TOTAL PROGRAMMING	
	NUMBER	PERCENT
Specific Categorical	73	13.1 %
Instructional Program Development and Techniques	45	8.3 %
Curriculum Materials/Media Development and Use	45	8.3 %
Development and Implementation of IEP's	44	7.9 %
Screening and Assessment	35	6.3 %
Identification and Referral	34	6.1 %
Federal/State Legislation and Compliance	32	5.7 %
Early Childhood Education	29	5.2 %
Vocational/Career Education	23	4.1 %
Mainstreaming	22	3.9 %
Behavior Management	21	3.8 %
Parents (Working with/ Information for)	21	3.8 %
Due Process	21	3.8 %

PLANNED INSERVICE ACTIVITIES

Some states have indicated additional emphases for inservice activities in the near future. A total of 80 additional programs are highlighted for future emphasis. Two areas, the training of hearing officers and adaptive physical education, are not included in Table 1 of the most frequently provided activities; they are included in Table 4 listing areas of future inservice emphasis.

TABLE 4
MOST PLANNED TRAINING EMPHASES
OF 80 FUTURE INSERVICE PROGRAMS

CONTENT AREAS	FUTURE INSERVICE PROGRAMS	
	NUMBER	PERCENT
Mainstreaming	9	11.3 %
Identification & Referral	6	7.5 %
Screening and Assessment	6	7.5 %
Curriculum Materials/Media Development & Dissemination	6	7.5 %
Parents (Working with/ Information for)	5	6.3 %
Development/Implementation of IEP's	5	6.3 %
Due Process	4	5.0 %
Training of Hearing Officers/ Surrogate Parents	4	5.0 %
Adaptive Physical Education	4	5.0 %
Early Childhood Education	4	5.0 %
Vocational/Career Education	2	2.5 %
Secondary Education	2	2.5 %

An emphasis on particular areas of exceptionality has been indicated by some states for the future. The exceptionality most mentioned was emotional disturbance; the other prime exceptionality of emphasis was severely/profoundly handicapped. These areas are most often addressed as on-going inservice activities. The reader should also be apprised that these are designated as priorities by BEH.

TARGET AUDIENCE FOR TRAINING

Sixteen target groups participated in inservice activities. A description of how some of the personnel were grouped may clarify the composition of the target population. The target audience of ancillary personnel is a target audience which includes psychologists; psychometrists; educational diagnosticians; social workers; speech, occupational, and physical therapists; nurses; hearing officers and surrogate parents; bus drivers; clerical staff; and audiologists. Community-based staff include private agency staff within the community, Head Start staff, medical or legal personnel, advocacy groups, and persons affiliated with religious organizations. Intermediate education unit staff include persons working at the intermediate educational unit or regional level. Principals were not often differentiated by the respondents from regular education administrators outside the building level and are included in the broader category. Local directors of special education are grouped with special education supervisors and coordinators under the title special education administrators. IHE staff designates staff from colleges and universities, and junior and community colleges who have participated in inservice activities.

The inservice audiences are listed in Table 5 which indicates the frequency with which they were included in the most addressed content or topic areas. Such information was gathered by tallying the number of target groups receiving training in each content area. If the same audience from different districts or regions within the state received training in the same content area, this was tallied only once.

In an attempt to identify trends of inservice activity for target audiences, the content or topic areas have been classified into comprehensive categories identified in Appendix C. Tallies were taken within these categories in the same manner as for Table 5 and are presented in Table 6.

TABLE 5
TALLY OF TARGET POPULATION PARTICIPATING IN
MOST FREQUENTLY PROVIDED CONTENT AREAS

POPULATION	CONTENT AREAS												
	Instructional Program Devel	Curric Material Devel/Dissem	Devel/Implement of IEP's	Screening and Assessment	Identification and Referral	Federal/State Compliance	Early Childhood Education	Vocational/ Career Education	Mainstreaming	Behavior Management	Parents	Due Process	TOTAL
4 Regular Education Teachers	14	19	32	14	13	12	4	4	14	5	6	7	144
2 Regular Education Administrators	13	14	36	18	21	23	2	2	16	5	4	20	174
1 Special Education Teachers	22	30	36	21	17	11	10	13	15	8	8	8	199
3 Special Education Administrators	12	16	34	17	19	19	4	5	9	5	3	11	154
Ancillary Staff	29	9	2	4	10	13	1	1	8	4	3	6	105
Physical Education Teachers	1	1	1	--	--	1	--	4	--	--	--	--	8
Vocational Education Teachers	3	2	2	2	1	1	--	5	--	1	--	--	17
Paraprofessionals	6	1	7	4	1	3	2	--	2	--	1	1	28
Parents	7	6	14	4	5	8	4	--	7	3	8	6	72
Intermediate Education Unit	3	1	7	3	2	2	4	--	3	--	2	--	27
Institutional Staff	3	--	5	1	--	1	1	--	1	--	--	--	12
School Board Members	--	--	1	--	1	6	--	--	--	--	1	2	11
SFA Staff	--	2	7	--	--	2	--	--	--	--	1	2	14
Other State Staff	--	1	1	1	--	1	--	--	--	--	1	--	5
Community Based Resources	3	4	7	4	5	9	2	1	--	--	2	4	41
IHE Staff	1	1	2	2	--	2	2	--	--	1	--	1	12
TOTAL	102	107	214	105	95	114	36	35	75	32	40	68	

TABLE 6
TARGET POPULATIONS PARTICIPATING IN INSERVICE ACTIVITIES
WITHIN COMPREHENSIVE CATEGORIES

POPULATION	COMPREHENSIVE CATEGORIES				
	CHILD EVALUATION	INSTRUCTIONAL/ CLASSROOM RELATED ACTIVITIES	ADMINISTRATIVE CONCERNS	LEGAL REQUIREMENTS	TOTAL
Regular Education Teachers	32	114	10	31	187
Regular Education Administrators	57	111	12	60	240
Special Education Teachers	47	186	21	31	285
Special Education Administrators	43	125	10	45	223
Ancillary Staff	37	83	7	27	154
Adaptive Physical Education Staff	1	14	--	3	18
Vocational/Career Education Staff	5	7	1	4	17
Paraprofessionals	7	26	4	9	46
Parents	11	53	2	19	85
Intermediate Educational Unit Staff	7	27	1	5	40
Institutional Staff	2	13	11	4	30
School Board Members	1	2	--	9	12
SEA Staff	1	12	4	5	22
Other State Staff	1	4	2	1	8
Community Based Staff	10	22	2	27	61
IHE Staff	3	10	--	4	27
TOTAL	285	809	87	284	

4.
2.
1.
3.
5.

UNIQUE INSERVICE POPULATIONS

Some states specifically indicated that they involved populations infrequently included in inservice activities. Parents and paraprofessionals are populations, however, which are more frequently becoming a part of inservice training.

PARENTS (N=40)

- | | |
|---------------------|---------------------|
| * Alabama | * Nebraska |
| * Alaska | * Nevada |
| * Arizona | * New Hampshire |
| * California | * New Jersey |
| * Colorado | * New Mexico |
| * Delaware | * New York |
| * Washington, D. C. | * North Dakota |
| * Florida | * Ohio |
| * Georgia | * Oklahoma |
| * Hawaii | * Panama Canal Zone |
| * Idaho | * Pennsylvania |
| * Illinois | * Rhode Island |
| * Indiana | * South Carolina |
| * Kentucky | * South Dakota |
| * Louisiana | * Texas |
| * Maine | * Utah |
| * Maryland | * Virginia |
| * Massachusetts | * West Virginia |
| * Michigan | * Wisconsin |
| * Minnesota | * Wyoming |

PARAPROFESSIONALS (N=20)

- | | |
|---------------------|-----------------|
| * Alabama | * Maryland |
| * Arkansas | * Massachusetts |
| * California | * Minnesota |
| * Colorado | * Missouri |
| * Washington, D. C. | * Ohio |
| * Georgia | * Rhode Island |
| * Idaho | * Utah |
| * Kansas | * Virginia |
| * Louisiana | * Washington |
| * Maine | * Wisconsin |

SCHOOL BOARD MEMBERS (N=9)

Inclusion of school board members indicates a positive approach toward public relations.

- | | |
|--------------|----------------|
| * California | * Minnesota |
| * Colorado | * Nebraska |
| * Florida | * Rhode Island |
| * Georgia | * Wisconsin |
| * Kansas | |

DIRECTORS OF SPECIAL EDUCATION/SUPERINTENDENTS OF SCHOOLS (N=6)

Probably more states include directors of special education than just the six states indicated. The representatives from other states did not specifically mention this population, however.

- | | |
|------------|----------------|
| * Alabama | * Nevada |
| * Colorado | * Ohio |
| * Maine | * Pennsylvania |

Several interesting and unique populations were infrequently mentioned as participating in inservice priorities, yet they should be considered as future target audiences by other states.

ADVOCACY GROUPS (N=6)

- | | |
|---|------------------|
| * Illinois | * Kentucky |
| * Indiana (also
involves the Parent
Information Center) | * Michigan |
| | * Oklahoma |
| | * South Carolina |

COURTS/ATTORNEYS/LEGISLATORS (N=4)

- | | |
|--------------|-----------------|
| * California | * New Hampshire |
| * Minnesota | * South Dakota |

TRANSPORTATION COORDINATORS/BUS DRIVERS (N=3)

- | | |
|---------------------|----------------|
| * Washington, D. C. | * Rhode Island |
| * Maryland | |

LIBRARIANS (N=2)

- | | |
|-----------|---------------------|
| * Alabama | * Washington, D. C. |
|-----------|---------------------|

SECRETARIAL/CLERICAL STAFF (N=2)

- | | |
|--------------|---------------------|
| * California | * Washington, D. C. |
|--------------|---------------------|

ARCHDIOCESE (N=1)

- | |
|---------------------|
| * Washington, D. C. |
|---------------------|

LEAGUE OF WOMEN VOTERS (N=1)

- | |
|---------|
| * Idaho |
|---------|

Private and public ancillary agencies were also included in some SEA sponsored inservice activities.

COMMUNITY-BASED/PRIVATE AGENCY STAFF (N=12)

- | | |
|-----------------|----------------|
| * Florida | * Nevada |
| * Kentucky | * New Mexico |
| * Louisiana | * Ohio |
| * Massachusetts | * South Dakota |
| * Michigan | * Texas |
| * Nebraska | * Wyoming |

HEAD START AGENCIES (N=5)

Some states indicated training Head Start staff, although other states are probably servicing this population as well.

- | | |
|--------------|------------|
| * Alaska | * Illinois |
| * California | * Vermont |
| * Colorado | |

MEDICAL STAFF/HOSPITALS/PUBLIC HEALTH (N=4)

- | | |
|---------------------|-------------|
| * Delaware | * Kansas |
| * Washington, D. C. | * Minnesota |

MENTAL HEALTH ASSOCIATION (N=1)

- * Idaho

Staff from agencies outside of special education and from state schools and institutions also receive inservice training.

STATE INSTITUTIONAL STAFF (N=13)

- | | |
|---------------------|-------------|
| * Alabama | * Michigan |
| * Alaska | * Nevada |
| * Arkansas | * New York |
| * Washington, D. C. | * Texas |
| * Florida | * Utah |
| * Idaho | * Wisconsin |
| * Massachusetts | |

STAFF FROM OTHER STATE AGENCIES (N=10)

- | | |
|---------------------|---|
| * Arkansas | (Unspecified audience) |
| * Washington, D. C. | (Department of Human Resources) |
| * Kansas | (Social Rehabilitation Department) |
| * Louisiana | (Title I & IV Departments, Elementary and Secondary Education Departments) |
| * Massachusetts | (Bureau of Institutional Schools, Bureau of Program Audit, Human Services Agency) |

- * Michigan (Mental Health Department,
Department of Social Services)
- * Minnesota (Department of Health)
- * Nebraska (State Office of Mental Retardation)
- * Nevada (State Human Resources Agency--
Departments of Mental Hygiene and
Vocational Rehabilitation)
- * New York (Department of Mental Hygiene)

The long recognized need for additional professional development is being addressed. Leadership personnel are also finding the need for additional training.

COLLEGE AND UNIVERSITY STAFF (N=7)

- * Kentucky
- * Louisiana
- * Massachusetts
- * Minnesota
- * New Jersey
- * New York
- * Oklahoma

SEA STAFF (N=6)

- * Kentucky
- * Louisiana
- * Minnesota
- * Nebraska
- * New York
- * Oklahoma

Often training is provided to teams of professionals in much the same manner as teams operate to provide programming to students. (Teams trained specifically to train others in multiplier training are not included in this list.)

- * Alabama teams special education teachers and librarians to promote a better understanding of each other's positions.
- * Washington, D. C. teams regular and special education teachers from local schools in Diagnostic and Prescriptive Techniques and teams three regular and one special education teacher from schools in Programming for Children with Behavior Disorders.

INCENTIVES

Usually the most potent reasons for an individual to engage in any activity are intrinsic motivations or incentives. The ultimate reason for participating in inservice activities for most people is to promote personal and professional growth. External reinforcers are important, however, and often do help in promoting larger and more active involvement in inservice activities. States, therefore, are continually looking for innovative and appropriate incentives for inservice participation.

Most states employ similar types of extrinsic incentives. The incentives may be SEA, LEA, or regionally initiated, depending on the relationship and cooperative agreements among the involved agencies. The incentives and the frequency with which they are used are detailed in Table 7.

TABLE 7
NATIONAL OVERVIEW OF INCENTIVES UTILIZED
WITH INSERVICE PARTICIPANTS

Type of Incentive	Percent of States Employing Incentives
Release Time	75.0 %
University Credit	67.3 %
Certification Credit	59.6 %
Tuition/Stipends	53.8 %
Per Diem	42.3 %
Salary Increments	15.4 %

TRAINING MECHANISMS

Providing comprehensive inservice programs is a complex task. The training providers and the mechanisms used to provide the training are considered in this section.

THE TRAINERS

The amount of collaboration or cooperation among the agencies and organizations within the states determines to a large extent who plans and executes the inservice training. (Adamson, G., Griffin, G., Clelland, R., Smith, J., Panko, K., Tricarico, B., Clement, S., & Hart, V., 1977). In states where the SEA is dominant, SEA staff may do most of the training. On the other hand, the SEA might do very little of the training because the LEA's do not accept SEA "interference" in their activities and thus establish their own inservice programs. In other cases, SEA staff might conduct most of the training because the state's regional local, or university resources are not sufficient to meet inservice demands. In many cases, however, SEA staff coordinate inservice activities at the state level and elicit other agencies or organizations to execute the actual training. Table 8 shows the most frequent sources of staff to conduct inservice training.

TABLE 8
TRAINERS FOR SEA SPONSORED
INSERVICE TRAINING

Trainers	Number of States Using this Trainer
SEA Staff	48
IHE Staff	30
LEA Staff	24
Community Based Staff	21
Regional Center Staff	19
Consultants	18
IEU Staff	11
Professional Organization Staff	6
Child Service Demonstration Center Staff	4

Innovations in training are occurring. Community-based personnel such as agency directors, attorneys, advocacy group staff are conducting inservice activities.

- * The Association of Retarded Citizen's provides trainers in Idaho.
- * The Parent Information Center does training in Indiana.
- * A representative from the Attorney General's Office trains hearing officers in Nevada.

Trainers from LEA's may include administrative or supervisory staff, professional instructional staff, or paraprofessionals.

- * Iowa provides workshops on identification, screening, assessment, and curriculum for psychologists in which university staff, consultants, teachers, parents, and directors of private agencies are the trainers.
- * Vermont employs the Consultant Teacher Model in which LEA teachers who have completed a two-year university graduate training program provide on-going assistance in the schools in addition to providing inservice workshops.

- * California provides "hands on" experience for teachers of autistic children in classrooms with master teachers of autistic children.

MULTIPLIER TRAINING

Another innovative mechanism for providing training to many individuals or teams within the state is through multiplier training. Some states have a formal commitment from their trainers whereby after their initial training they are expected to train a certain number of persons on a local or regional basis, then evaluate the training, and report back to the SEA. Other states train trainers but do not provide a means for determining if, who, when, and how they train.

- * New York estimates that by training a cadre of 150 trainers approximately 32,000 individuals then received inservice training.

The sixteen states reporting that they employ some form of multiplier training are:

- | | |
|---------------------|----------------|
| * Alabama | * Maine |
| * Arkansas | * Michigan |
| * California | * New Jersey |
| * Washington, D. C. | * New York |
| * Hawaii | * Pennsylvania |
| * Kansas | * Texas |
| * Kentucky | * Vermont |
| * Louisiana | * Wisconsin |

TRAINING MODELS

Developing formal modules in different topic areas based on an overall inservice model is another means for reaching a more extensive audience. This mechanism permits the training provider to control for continuity of content and quality of instruction. Several states utilize training models to provide all or a majority of the state's inservice activities.

- * The Arizona SEA has developed the *SELECT Model of Inservice Delivery*. Each of the 134 components is taught by the developer of that component or by someone who has been trained by the developer. A brochure permits the trainee to choose modules to meet specific needs. The modules are not packaged to be trainer free. The philosophy behind the *SELECT Model* is that the modules can be adapted to meet the specific needs of regions or other states yet remain consistent in purpose and design by providing assistance from the developer in the model adoption process.

- * Nebraska is in the process of developing two models, SETS (*Special Education Training Series*) which is based on the Arizona SELECT Model, and the SITS (*Special Institutes Training System*) Model. SITS activities are generally on a more awareness level while SETS activities are more in depth.
- * The Georgia SEA employs the STRETCH Model (*Strategies for Training Regular Educators to Teach Children with Handicaps*) developed through the University of Georgia. Twenty modules are available, each with a color video tape and a manual which includes activities for independent study and simulation to be conducted under the direction of a trainer.
- * Texas provides inservice training via utilizing the SECRETS for Survival Training Modules for Teachers of the Severely/Profoundly Handicapped. The six modules are provided to systems throughout the state, and are utilized at the discretion of the individual systems.

SATELLITE AND TELE-LESSONS

Several states attempt to provide inservice activities to greater numbers of persons, especially in rural areas, by the use of satellite and television.

- * Alaska employs the Appalachian Project TV Satellite inservice program to reach its rural and remote populations.
- * Kansas utilizes tele-network programs.
- * Vermont incorporates films on learning disabilities from the University of Virginia which are shown on educational television.
- * Maine bases much of its inservice activity on the 16 *Teaching Children with Special Needs Tele-Lessons* developed by the Maryland SEA. Shown on ETV, the lessons are accompanied by a seminar program which permits the local trainers to adapt the program's content to the needs of the participants within the specific localities.

OTHER DELIVERY MECHANISMS

Most inservice training occurs through workshops, on-site training, or coursework activities as indicated in Table 9.

TABLE 9

MECHANISMS FOR SEA SPONSORED
INSERVICE DELIVERY

Techniques	Percent of States
Workshops, During School	92.3 %
Workshops, Summer	80.8 %
University Courses	63.3 %
On-Site Training	61.5 %
Training Modules/Packages	40.4 %
Workshops, After School	38.5 %
Workshops, Weekends	36.5 %
Extension Courses	26.0 %

* Delaware offers Computer-Assisted Instruction.

Some inservice programs are planned for only a few hours; others are extended over a semester or school year. Several states are attempting to relate the training directly to the participants' particular employment situations. The duration and the technique for presentation of inservice programs varies with the needs of the state, regional, or local area receiving the training.

EVALUATION

Most states employ participant follow-up questionnaires to evaluate inservice programming. Some report competency-based training. Competency-based programs develop specific and measurable skills during the training program which the individual trainee can correlate with his or her own functional role. A number of states report they collect child change data as a means of evaluating their inservice programs:

- | | |
|-----------------|----------------|
| * Arkansas | * New Jersey |
| * Florida | * Pennsylvania |
| * Idaho | * Rhode Island |
| * Kansas | * Texas |
| * Massachusetts | * Vermont |
| * Nebraska | |

Several states employ the Discrepancy Evaluation Model developed by the Evaluation Research Center, University of Virginia, to provide an overall method of evaluating the inservice delivery systems.

While states are developing better evaluation procedures, one would have to agree with Asher (1967) by affirming that evaluation is perhaps one of the more important, yet unresolved problems of inservice training.

FUNDING SOURCES

With the exception of the Panama Canal Zone, all states receive BEH monies for the purpose of inservice training. Most states reported they utilized Title VI-D as well as VI-B and VI-G funds in addition to their own state monies. Some states reported that some inservice activities were funded totally or in part by the Regional Resource Centers.

Some other means for funding were also reported.

- * Arizona recycles tuition collected by Northern Arizona University for the administration and credit collected from the SELECT participants.
- * Oklahoma sponsored some inservice programs through monies from the Crippled Children's Society and the Oklahomans for the Gifted and Talented.

While every state utilizes some state monies for providing inservice training, only a few states have realized their total financial responsibility. It appears there is heavy reliance on the federal government for funds to provide sufficient and high quality inservice programming. (Harvey, J., Saettler, H., Burke, P.J., & Ackerman, P., 1977). If states are going to take the initiative for the upgrading of personnel who provide for exceptional children, other sources of funding must be sought.

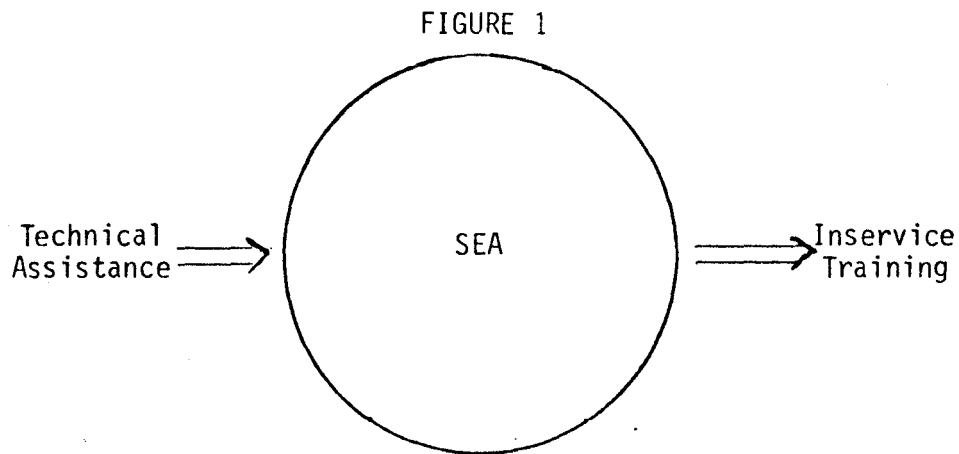
TECHNICAL ASSISTANCE

Some confusion has been expressed as to the distinction between technical assistance and inservice training. As defined in *A List of Technical Assistance Projects*, Technical assistance is:

External help intended to increase the effectiveness of professionals (or of the profession) by enhancing their skills, redirecting their efforts, and/or meeting their needs for information. These goals are not universally achieved by training alone, but often by collaborative arrangements, long-term consultative services, direct support services,

production and distribution of information, liaison activities, conference or committee work, replication and outreach programs. A further characteristic appears to be a systematic and dependable relationship between resource and user. (Teacher Education/Special Education, 1977, p.1).

For purposes of this report of SEA inservice activity, technical assistance is further defined as help external to the SEA to enable it to provide inservice training to others within the state. Figure 1 may further help to clarify the distinction between the two terms.



Technical assistance as described by the state directors was received most often in the area of developing and implementing IEP's. Developing and disseminating curriculum media and materials was the area designated second most frequently.

The agencies or organizations mentioned as providing technical assistance include:

- | | |
|----------|--|
| * NASDSE | The National Association of State Directors of Special Education (particularly state/federal legislation and developing IEP's) |
| * CEC | The Council for Exceptional Children (developing IEP's) |
| * RRC | Regional Resource Centers |
| * ALRC | Area Learning Resource Centers |
| * LEA's | Local education agencies |
| * SEA | Other staff within the state education agency |
| * NALDAP | National Learning Disabilities Assistance Project |
| * TADS | Technical Assistance Development System (early childhood) |

- * LTI Leadership Training Institute
- * BEH/HCEEP (Bureau of Education for the Handicapped/
Handicapped Children's Early Education
Program) Outreach Project, Chapel Hill,
North Carolina
- * Deaf/Blind Regional Center, Denver Colorado
- * Evaluation Research Center (program evaluation)
- * Massachusetts Manpower Planning Committee
- * American Alliance for Physical Education and
Recreation
- * Teacher Education/Special Education (dissemination)

In many cases products from NASDSE and CEC were used rather than actual assistance from organization staff. As indicated in the section below, and in Appendix D, additional technical assistance is needed by the states. A *List of Technical Projects* published by Teacher Education/Special Education of additional sources of assistance is available.

ADDITIONAL ASSISTANCE NEEDED

The states are making a concerted effort to provide inservice programs for the personnel serving exceptional children in their states. This is no small task, and they should be commended for their efforts. During the survey, 187 topics were identified as the areas in which additional assistance is most needed, in the form of additional products, models, or technical assistance. Table 10 delineates the content areas of greatest need.

The categories of exceptionality in which additional assistance was identified as most frequently needed include:

- * Severely/profoundly handicapped
- * Visual impairment
- * Hearing impairment
- * Emotional disturbance

A more detailed picture of the needs of the states is presented in the Program Narratives and Appendix D. Appendix D gives a state-by-state, category-by-category assessment of needs.

TABLE 10

CONTENT AREAS FOR WHICH
ADDITIONAL ASSISTANCE IS MOST NEEDED

Content Areas	Percent of Requests
Specific Categories of Exceptionality	16.0 %
Curriculum Materials/Media Development and Dissemination	8.0 %
Instructional Program Development and Techniques	8.0 %
Program Evaluation/Data Collection	7.0 %
State/Local Plan Development	5.9 %
Vocational/Career Education	5.9 %
Hearing Officers/Surrogate Parents (Training of)	4.8 %
Development and Implementation of IEP's	4.3 %
Due Process	4.3 %
Identification and Referral	3.7 %
Secondary Education	2.1 %
Early Childhood Education	2.1 %

H. Sawin Millett, Jr., Commissioner
of Educational & Cultural Services
Mr. John T. Kierstead, Director
Division of Special Education
Mr. David Stockford, Consultant
for Exceptional Children

Division of Special Education
State Department of Educational
and Cultural Services
Augusta, Maine 04330
(207) 289-3451

DEMOGRAPHIC INFORMATION: Most of the population is rural and the needs of this population are addressed via the seminars accompanying the tele-lessons and regional workshops. The mechanism of television permits inservice activities to reach the more sparsely populated areas. The initiation of a special education program review and assistance process is designed to identify and meet needs specific to school administrative units. Approximately 800 out of the state's 12,000 teachers are working in special education.

PRE-SERVICE PROGRAMS: It is reported that additional pre-service programs are needed to meet teacher demands; existing programs are generic in orientation.

DETERMINATION OF INSERVICE PRIORITIES: Priorities are generated in response to suggestions made by an SEA initiated planning group composed of representatives of the LEA's, superintendents' groups, principals' groups, institutions and private agencies, resource personnel, and advocacy groups. The priorities are also consistent with BEH guidelines.

INSERVICE TRAINING PROVIDED: A major portion of Maine's inservice activity for regular educators is based on a series of 16 one-half hour "Tele-lessons", plus the accompanying manuals called "Teaching Children with Special Needs." Developed by the Maryland SEA, this series provides information--and is being field-tested--as it pertains to mild to moderately handicapped children levels K-3. Some personnel in grades 4-8 are also participating in the series. Teacher attitudes, referral procedures, learning styles, curriculum development in math and reading, observations and behavior management techniques, language development and the pupil placement team are the specific content areas of the program. The SEA has paired hour-long seminars, which are specific to the needs of the participants, with the Public Broadcasting Network Tele-lessons. Participants in this 4-year statewide inservice effort include regular and special education administrators and teachers, directors of special education, ancillary staff and parents. Approximately 70% of the teachers levels K-3 have participated. Over 250 participants in 26 seminar sites are expected to participate in this "Teaching Children with Special Needs" ETV Seminar Program in 1977-78.

Other inservice activities at the regional level include: an introduction to Maine State Law and P.L. 94-142 for school board members and administrators; and topics in resource room development, vocational education consultant skills, assessment and instruction techniques which are targeted for special education teachers who are changing from a self-contained class to a resource position. Secondary level special education resource teachers are initiating a training of trainers multiplier model in materials adaptation.

Training is conducted during and after school hours via workshops and Tele-lessons, and in university and extension courses.

Approximately 30 trainers are training 600 teacher participants (70% of the state's teachers) and other inservice participants. It is estimated that approximately 3,000 persons were trained as a result of all SEA sponsored

inservice activities in 1976-77 and it is projected that 1,000 will participate in 1977-78 endeavors. State certification, graduate credit, release time, and per diem for extended travel are offered.

LEA personnel are the primary trainers or seminar leaders for the Tele-lesson series, and SEA, RRC, and regional special education staff, and university personnel provide training in the other inservice activities. In addition to the cooperative planning in needs assessment, the SEA collaborates with the Public Broadcasting Network to supply the Tele-lessons, and with the LEA's and Institutions of Higher Education to provide personnel development activities. Federal VIB and VID as well as RRC funds are utilized for inservice activities.

EVALUATION: It is reported that a list of specified competencies accompanies most of the inservice sessions; pre- and post-test self-evaluation is the mechanism used to check competencies. Weekly participant questionnaires evaluating the Tele-lesson, manual content, and seminars provide the major data for program evaluation as well as feedback from the participants' competency self-check.

TECHNICAL ASSISTANCE RECEIVED: NASDSE and CEC provided assistance with P.L. 94-142 information, and the RRC assisted in training trainers of secondary resource personnel.

ADDITIONAL ASSISTANCE NEEDED: Additional programs, products or models are needed in service delivery systems, evaluation techniques and developing inclusive--multi-media packages. Contact: David Stockford, Maine State Department of Education.

OVERVIEW OF PRODUCTS

When requests in the section on additional assistance needed in this catalogue's state Program Narratives are compared with the product descriptions, it can be noted that many persons are unaware of the products being developed. A need for products in the areas of inservice training delivery, severely/profoundly handicapped, parent training, vocational/career education, training of hearing officers and surrogate parents, emotional disturbance, visual impairment, and secondary level education have been especially noted. Thus, an audience for products and materials does exist.

In an attempt to further communication and encourage the refinement rather than the re-invention of the wheel, this catalogue includes a list of products being developed. As part of the survey, the state directors of special education or their designates indicated products which have been developed by various sources within the states. They described products specific to inservice training as well as to classroom use. The information requested about each product included the following: 1) title, 2) content, 3) target audience, 4) format, 5) cost, 6) comments, and 7) source. The information was noted as it was made available during the survey. In many cases, however, complete information on each product was unavailable from the interviewee. Additionally, often the status of the product (the degree of development and quantity as well as quality) was undetermined.

The listing of a product does not indicate pre-determination of quality nor endorsement by Teacher Education/Special Education. The products are in various stages of development and refinement. The list does give a good indication, however, of the areas in which products are being developed. Table A-1 displays the content areas in which the most products are being developed as determined by the survey.

Of a total of 172 reported products, the most emphasized area of product development was instructional program development or teaching techniques, with products related to inservice training delivery the second most frequently emphasized area. Approximately 40 percent of the products were designed for specific areas of exceptionality. The exceptionalities most mentioned were severely/profoundly handicapping conditions, educable mental retardation, emotional disturbance, and gifted. Few products reportedly were developed specific to visual impairment and none were reported developed specifically for the deaf/blind.

Special Education--Why?

California Master Plan for Special Education
Me Too (Mainstreaming Children)

Format: 3 film strip kit
Comment: Available on a limited basis
Source: Field Services Section, Media Department
State Department of Education
Sacramento, California 95814

Teaching Makes a Difference (Parts 1-3)

Content: Autism
Target: Teachers and teacher trainers
Format: 2-30 minute films, 1-40 minute film
Cost: Approximately \$550
Source: Office of Special Education
State Department of Education

Decisions by Design

Target: Developed for Child Service Demonstration Center use
Format: 1 film strip
Cost: Free
Comment: Available on a limited basis
Source: Office of Special Education
State Department of Education

Suggested Guidelines to the IEP Program: A Developmental Process

Format: Manual
Cost: Free on a limited basis
Source: Dr. Eunice Cox
State Department of Education

Information from Parents to Parents, Parent Ad Hoc Committee

Content: Parent involvement, due process
Target: Parents
Format: Brochures
Cost: Free on a limited basis
Source: Office of Special Education
State Department of Education

Special Education Newsletter

Format: Bi-monthly newsletter
Cost: Free, on a mailing list
Source: Office of Special Education
State Department of Education

Status Report on Special Education in California

Source: ERIC

Handbook on Parent's Rights

Content: Information on parent rights
Target: Parents
Format: Brochure and handbook
Cost: Free on a limited basis
Source: Office of Special Education
State Department of Education

MICHIGAN

MICHIGAN

HEPTIC (*Handicapped Education Perceptual Training Improvement Curriculum*)

Content: Adaptive physical education and recreation with learning disabled children
Source: Arnold Larson, Special Education Director
St. Clair Intermediate School District
499 Range Road, P. O. Box CS-1
Marysville, Michigan 48040

IMPACT

Content: Teaching skills, techniques, curriculum development, management
Target: Special and regular teachers
Format: Manual
Comment: Validated product
Source: Walter Wend, Special Education Director
Berrien Intermediate School District
711 St. Joseph Avenue
Berrien Springs, Michigan 49103

I CAN

Content: Adaptive physical education for all levels of handicapped children
Target: Special and regular educators
Format: Manual
Source: Janet Wessel, Ph.D.
Field Services Unit in Physical Education and
Recreation for the Handicapped
Michigan State University, Room 135 WIM Building
East Lansing, Michigan 48824

FAST

Content: Curriculum development and classroom management
Format: Manual
Source: Herbert Escott
Essexville Hampton Schools
303 Pine Street
Essexville, Michigan 48732

Child-Find Procedures

Format:	Fifteen 20 minute films	
Source:	Alfred Worde, Director Special Education Division Calhoun Intermediate Schools 17111 G Drive, North Marshall, Michigan 49068	Casimir Schesky, Director Special Education Division Jackson Intermediate Schools 2301 East Michigan Avenue Jackson, Michigan 49202

Child-Find Procedures

Target: School districts and parents
Format: Pamphlets and brochures
Source: Michigan Department of Education/Special Education Services
P. O. Box 30008
Lansing, Michigan 48909

Due Process

Content: A model on due process hearings
Target: Special educators and potential hearing officers
Format: Films
Source: Dr. John Braccio
Special Education Services
Michigan Department of Education

Bus Driver Education Training Packet

Target: Bus drivers of handicapped children
Format: Handouts, film strip, script
Comment: Materials available on a limited basis
Source: Mr. Larry Gloeckler
New York State Department of Education
Albany, New York 12234

Teaching Metrics to the Handicapped

Target: Special education teachers
Format: Handouts, film strip, tape
Comment: Materials available on a limited basis
Source: Mr. Larry Gloeckler
New York State Department of Education

Sex Education Information Packet

Target: Teachers of the handicapped
Format: Booklet
Comment: Materials available on a limited basis
Source: Mr. Larry Gloeckler
New York State Department of Education

Mainstreaming the Visually Handicapped

Target: Regular and special education teachers and administrators
Format: Film strip, slides, printed materials
Comment: Materials available on a limited basis
Source: Mr. Larry Gloeckler
New York State Department of Education

Designing a Resource Room

Target: Regular and special education administrators and special education teachers
Format: Film strip, tape, printed materials
Comment: Materials available on a limited basis
Source: Mr. Larry Gloeckler
New York State Department of Education

Selecting Instructional Materials for the Handicapped

Target: Regular and special education teachers
Format: Mixed
Comment: Materials available on a limited basis
Source: Mr. Larry Gloeckler
New York State Department of Education

Accepting Individual Differences

Content: K-4 curriculum
Target: Special and regular education teachers and children
Format: Training packages
Source: Developmental Learning Materials
7440 Natchez Avenue
Niles, Illinois 60648

Best Practices Manual

Content: Child identification, screening, referral,
comprehensive evaluation, and IEP development
Format: Manual
Cost: To be determined
Source: Ron Lukenbill, Special Education Unit
Office of the Superintendent of Public Instruction
State Capitol
Helena, Montana 59601

Ex. 9

Sh. 114

The Link Between Learning Disabilities and Juvenile Delinquency:

Some Issues and Answers

Ingo Keilitz
Barbara Zaremba
Paul K. Broder

National Center for State Courts
300 Newport Avenue
Williamsburg, Virginia 23185

February, 1979

Abstract

Early results of a large-scale field experiment investigating the link between learning disabilities and juvenile delinquency are discussed. Learning-disabled adolescents were found to be proportionately overrepresented in a sample of 397, male, 12 to 15-year-old, adjudicated juvenile delinquents, when compared to an officially nondelinquent sample of 984, 12 to 15-year-old boys. The percentages of learning-disabled youths in these samples were 32 and 16, respectively. Some of the problems in defining learning disabilities and juvenile delinquency are discussed. An alternative to the "school failure" and "susceptibility" hypotheses concerning the relationship between learning disabilities and juvenile delinquency is proposed to accommodate the finding that learning-disabled adolescents do not seem to engage in different types of delinquent acts from their peers without learning disabilities.

Preliminary results concerning the first two objectives of the project--the exploration of definitional issues of LD and juvenile delinquency, and the determination of the prevalence of LD--are discussed in the following sections, and are followed by some preliminary observations concerning the link between LD and JD. The report concludes with a brief discussion of the work remaining to be accomplished.

Definitional Issues

Neither the concept of "learning disabilities" nor the concept of "juvenile delinquency" have operational definitions of widespread acceptability. Our work depended greatly on the formulation of acceptable operational definitions of both concepts. This section describes our attempts to address these definitional issues.

Learning disabilities. Learning disabilities is a concept that is talked about in many different ways. The field is rife with ambiguities and contradictions (see, for example, Coles, 1978). This study has focused on basic discrepancies between ability and achievement, as suggested in the definition of LD formulated in 1968 by the National Advisory Committee on Handicapped Children. Learning disabilities has been conceptualized in this study as being characterized by pronounced intrapersonal differences in ability to perform a variety of verbal, quantitative, and manipulative tasks, presumably because there is some nonobvious interference with

the process of receiving information, utilizing it in cognitive processes, or communicating the results of cognition. Only those subjects whose learning performance displayed such discrepancies and whose performance was not adequately explained by such factors as physical handicaps, mental retardation or severe emotional disturbance were classified learning disabled (Barrows, Campbell, Slaughter, and Trainor, Note 1).

There were two procedural steps employed by ETS in the LD classification process. The first step was to review educational records in order to exclude the children whose educational performance was within the range of normal expectation, or who could be categorized as mentally retarded, physically handicapped (e.g., hard of hearing, deaf, visually impaired), or severely emotionally disturbed. If available achievement scores differed by the equivalent of at least two years (a T-score difference of 10 points) from available ability scores on one or more tests, or from one another, the child was referred for further assessment. Educational records also were reviewed for the presence of a recorded clinical diagnosis of learning disabled, evidence of hyperactivity, unusually illegible handwriting, perceptual test performance indicating possible malfunction, and, if grades were available, for uneven grade profiles, including abrupt changes in profile character. These characteristics were grounds for referring the youth for diagnostic assessment.

limited the potential sample size. Third, the point of penetration had to be far enough into the system that the reluctance on the part of the court to the release of youths' names (directory information) for purposes of obtaining informed consent could be allayed. Finally, the point of penetration had to be such that it was clear that the youths had manifested delinquent behaviors on at least one occasion.

After considering the various factors, the primary criterion chosen for the operational definition was adjudication by a juvenile court. The juveniles could have been adjudicated for a delinquent act (an act which if committed by an adult would be a crime) or a status offense (an act which if committed by an adult would not be a crime, i.e., habitual truancy). Adjudication is an identifiable point of penetration into the juvenile justice system which is common to all three sites. It satisfies the need for a sample large enough to ensure the reliability and validity of research findings.

Prevalence of Learning Disabilities

Many estimates of the prevalence of learning disabilities have been made using various types of testing batteries and criteria. The prevalence of LD in the general population has been estimated at between 7 and 10 percent (Myklebust and Boshes, Note 4; Graydon, 1978; Murray, 1976). Prevalence estimates of LD among juvenile delinquents, on the other hand,

generally have been higher and have varied more widely; e.g., 26 percent (Comptroller General of the United States, 1977), 32 percent (Duling, Eddy and Risko, Note 5), 49 percent (Podboy & Mallory, Note 6), 50 percent (Poremba, 1967), and 73 percent (Swanstrom, Randle, Livingston, Macrafic, Caulfield and Arnold, Note 7).

As stated before, approximately 1,300 12 to 15-year-old boys in the metropolitan areas of Baltimore, Indianapolis, and Phoenix were included in the full classification procedures of the prevalence study. Every youth was classified as either learning disabled or not according to the computer algorithm. Using that means of classification, 16 percent of the officially nondelinquent, public school youth and 32 percent of the adjudicated delinquent youth of the same age and sex were determined to have learning disabilities (see Table 1).

Insert Table 1 about here

While the classification of proportionately more delinquent adolescents than public school youths as learning disabled is not sufficient evidence to establish LD as a causal factor in delinquency, the difference between the prevalence estimates indicates that some type relationship does exist and justifies an investigation into the precise nature of the relationship. Also, the finding that 16 percent of the officially nondelinquent children are learning disabled is not

without educational policy significance. This figure considerably exceeds previous estimates. If this estimate withstands further scientific scrutiny, it may have important implications for school officials and legislators.

The Link Between Learning Disabilities and Juvenile Delinquency

Three conditions of cause and effect generally are required to establish a causal relationship (Cook and Campbell, 1976). The first, temporal antecedence, is the requirement that the cause must precede the effect; in this case LD must precede juvenile delinquency. The second, covariance of cause and effect, is the requirement that the effect must vary as the cause varies in magnitude and direction. The third is the absence of a competing viable hypothesis. These conditions have not been met in previous research; the postulated causal relationship between LD and JD remains without rigorous support. Yet, for many, the relationship between learning disabilities and juvenile delinquency seems obvious and compelling.

The two most prominent explanations for the link between learning disabilities and juvenile delinquency have been called the "school failure rationale" and the "susceptibility rationale" (Murray, 1976). The first proposes that the child's difficulties in learning lead to classroom failure which, in turn, lead to a greater probability of delinquency. The second proposes that learning-disabled children have "a variety of

socially troublesome personality characteristics" which make them "susceptible" to delinquent acts. Both hypotheses assume intermediate effects, such as the development of a negative self image, association with peers prone to delinquency, and general impulsiveness, which lead to delinquent activities and, subsequently, to entry into the juvenile justice system. The following is the way in which the LD/JD link has commonly been described in the literature:

Two things come into play in explaining how learning disabilities contribute to delinquent behavior. Frustration in school often leads to aggressive behavior. The child becomes more and more frustrated as his needs go unmet and the aggression spreads to all facets of his life. He calls attention to his unmet needs by delinquent behavior. Secondly, because many learning disabled children are impulsive and lack good judgment, they are unable to anticipate the consequences of their acts. They often cannot control their behavior and they do not learn from experience. (Unger, 1978, p. 27).

Of all the hypotheses suggested in the literature to explain the chain of events leading from learning disabilities to juvenile delinquency, the school failure hypothesis is cited most frequently. The strong, consistent finding that juvenile delinquents have records of lower than average school achievement makes this explanation appealing (see Bernstein, 1978; Comptroller General of the United States, 1977; Elliott and Voss, 1974; Graydon, 1978; and Mauser, 1974).

If indeed there is a relationship between LD and JD, there should be a higher prevalence of specific learning disabilities among juvenile delinquent youth than among

nondelinquent youth. But, at the time of Murray's (1976) review, this seemingly simple hypothesis remained untested; no attempt had been made to test comparable delinquent and nondelinquent samples at the same time, with the same instruments, and in a manner sufficiently objective to preclude diagnostic biases. Moreover, there had been no clearly specified operational definition of learning disabilities that could have been used among these different populations.

The preliminary results of the prevalence study summarized above, as well as previous studies, strongly suggest that proportionately more adjudicated delinquent youths have learning disabilities than nonadjudicated youths. Proponents of a causal LD/JD link generally share a common notion, namely that the learning-disabled child is more likely to engage in delinquent behavior and, therefore, is more likely to be adjudicated delinquent, than his or her nonlearning-disabled peer. It is our investigation of precisely this notion which has led us to question the school failure and susceptibility rationales and to propose an alternative hypothesis concerning the relationship between LD and JD (Zimmerman, Rich, Keilitz and Broder, Note 8).

It was hypothesized that learning-disabled children would report greater frequencies or different varieties of delinquent activities than nonlearning-disabled children. Our sample of officially nondelinquent public school and adjudicated delinquent youth, classified as to the presence of LD, were

asked to report the delinquent behaviors in which they engaged.⁷ Somewhat surprisingly, the data suggest that learning-disabled and nonlearning-disabled children engage in the same types and amounts of delinquent activities. Table 2 shows the percentage of children in both the nondelinquent, public school and delinquent samples who reported having ever engaged in behavior falling into seven offense categories. The reported delinquent behaviors of learning-disabled and nonlearning-disabled children are highly similar in all categories. A review of the official records of the officially

Insert Table 2 about here

delinquent sample revealed the same pattern. Table 3 shows the percentage of children who were adjudicated for offenses in each of the seven categories. Those children who are

Insert Table 3 about here

adjudicated delinquents tend to be convicted of the same types of offenses, regardless of whether they are learning disabled or not.

The school failure hypothesis and the susceptibility hypothesis both purport to explain why learning-disabled children are more likely than nonlearning-disabled children to engage in delinquent activities. Our data do not support these hypotheses about the LD/JD link. If it is accepted that learning-disabled and nonlearning-disabled children engage in

the same delinquent behaviors, then neither the school failure hypothesis, the susceptibility hypothesis, nor any other hypotheses that propose differences in learning-disabled children's delinquent behaviors are supported by the data.

If there is a greater prevalence of learning disabilities among adjudicated juvenile delinquents than among public school children, and if it is accepted that learning-disabled and nonlearning-disabled children behave comparably, then a "different treatment" rationale may be proposed as a general hypothesis that is consistent with the above data to explain the link between learning disabilities and juvenile delinquency. That is, it may be argued that learning-disabled and nonlearning-disabled children engage in essentially the same behaviors but that, somewhere in the juvenile justice system, learning-disabled children are treated differently from nonlearning-disabled children. It is possible that the differential treatment and the consequent greater likelihood of adjudication result from evidence of the child's failure in school, from a reaction to something about the child himself, or both. This is in line with the thinking that suggested the school failure and susceptibility rationales. However, the different treatment hypothesis asserts that the LD child is treated differently, for whatever reason, for the same delinquent behavior.

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Y, FEBRUARY 13, 1981 25 CENTS

Three Sections, 32 Pages

Mysterious 'Joe' is suspect in hotel fire

LAS VEGAS, Nev. (AP) — Police were searching today for a mysterious man they knew only as "Joe" after Philip B. Cline told them he accidentally touched off the deadly Las Vegas Hilton fire with a marijuana cigarette while engaging in a homosexual act with the man, authorities said.

Cline, 23, a room-service busboy charged with arson and murder in the blaze, made the statement to authorities Thursday, a day after his arrest, police said.

Police said they were "satisfied" Cline set Tuesday's eighth-floor blaze, which along with three smaller fires killed eight people and injured 198.

Authorities "certainly will attempt to locate" his homosexual partner, "if he exists," said Lt. John Conner, chief of the Metropolitan Police Department's homicide division.

Police said Cline had been a busboy at four other Las Vegas Strip

hotels since coming here in January 1980. They included the Silverbird, El Cortez, Caesars Palace and the MGM Grand, where a fire Nov. 21 killed 84 people and injured 700.

Officials at the MGM Grand said Cline left work there 20 days after being hired last May.

"There is no indication at this time that he was involved in the MGM fire," said Detective Sgt. Bob Hilliard. "We will investigate anything arson-related to this individual."

Meanwhile, assistant Sheriff Larry Ketzenberger told lawmakers in Carson City that investigators were studying a number of recent blazes on the Las Vegas Strip to see if they were linked to the Hilton blaze.

Cline began work at the Hilton five days before the fire, Conner said.

Cline "indicated he had been on the eighth floor (of the hotel)...and was engaged in a homosexual act when the draperies were set on fire next to the elevator," Conner said.

"He says it was lighted by a marijuana cigarette," Conner said.

The blaze rocketed up the elevator shaft, roared out of eighth-floor windows and climbed the outside of the east tower to the roof of the 30-story hotel.

Cline identified his partner only as "Joe" and maintained he knew no

more about him, Conner said. Police "don't know who he is...or if there is a 'Joe,'" Conner said.

They were engaged in sex on a bench near the elevators under a bay window — an area people frequently passed, Cline allegedly told police. "We hope someone saw them," Conner said.

Police have not commented on a possible motive for arson.

Police said Cline had not been ruled out as a suspect in three smaller fires that erupted on other floors of the hotel. But they also are looking for additional suspects, according to the Las Vegas Review Journal.

Cline was a ninth-grade dropout with a troubled past — truancy, psychiatric treatment and "losing his jobs and stuff like that," according to his father Robert, a retired Air Force master sergeant in Sunnymead, Calif.

Cline first was questioned at the scene of the fire and released, but detectives later decided "the story he was telling could not possibly be true," Conner said.

He claimed to be picking up dirty trays and glasses when he spotted flames and tried to douse them.

"But when we checked later — after the fire — the trays and glasses were still in the hallways," Conner said.



WESTERN MONTANA
COMPREHENSIVE
DEVELOPMENTAL CENTER

402 South 4th West
Missoula, Montana 59801
Phone (406) 549-6413
KALISPELL OFFICE
Glacier Block Inc.
1st Avenue East & 3rd Street
Kalispell, Montana 59901
Phone (406) 755-2425

February 17, 1981

Dear Chairman Eudaily:

I am writing in support of House Bill 739 which in my opinion would increase the awareness of school personnel to the special needs of special education children in our school system. As a professional involved with special children, I continue to see how little school personnel, outside of special education, know about handicapped children and the broad range involved in educating these handicapped children.

Please accept this as written testimony.

Sincerely,

A handwritten signature in cursive script, reading 'Lee Ann Pfeifer'. The signature is fluid and elegant, with the first name 'Lee' and last name 'Pfeifer' clearly distinguishable.

Lee Ann Pfeifer
CDC - Social Worker

LAP:pjp

John M. Shearer
P. O. Box 216
Kalispell, Montana 59901

February 17, 1981

Honorable Ralph Eudaily, Chairman
House Education Committee
Capital Station
Helena, Montana 59601

RE: House Bill 739

Dear Rep. Eudaily,

I am writing in support of House Bill 739. I have experienced the need for training of school personnel as relates to the special education needs of children both as a parent and also as a professional working with troubled children and youth.

In the case of my son, his early classroom teachers were often unable to understand his learning needs or how these needs affected his classroom behavior. Throughout kindergarten he was labelled as a model student, cooperative almost to a fault. Given a new teacher, by the sixth week of grade one he was hiding under his desk and refusing to complete his work. His teacher told us he was uncooperative, a behavior problem and learning slower than the other students.

We moved our son to another school where his new teacher had a passing familiarity with learning disabilities. She taught him concepts, not memorized facts and repeatedly told him how much she appreciated his efforts. She also told him, "not to worry about writing backwards . . . you'll grow out of it." His behavior and marks improved dramatically. The following year his next teacher was repeatedly frustrated by his slowness to read, especially when he had the "best verbal ability" in the class. A Child Study Team was convened but the results were inconclusive. However, the teacher provided a good deal of positive support to our son and his behavior remained good, while his marks deteriorated. At this point he began to describe himself as dumb. The methods used to improve our son's classroom work mainly consisted of rote memory activities similar to most classroom work.

A similar situation of good behavior, hard work and low marks prevailed in the third grade.

In the fourth grade his teacher noted that on standard achievement tests he functioned in some areas at the seventh grade level and in others at the third grade level. She decided he was obviously bright but slacking off. She "pushed him hard." His grades dropped to below failing levels and his classroom behavior sharply deteriorated within the first six weeks of school. She suggested we might want to move him somewhere else.

We have again requested that a Child Study Team be convened. Preliminary results indicate that our son is learning disabled. Everyone seems to agree that he should not have to spend from one to three hours studying each night. He is getting extra help but again this consists mainly of rote memory exercises similar to those used in most classrooms. With some learning disabled students this is like taking the slow boat to China.

I have outlined this pattern above so that you can see how a learning disabled child's situation may change from teacher to teacher depending upon training, inclination and resources.

It would be easier if, as a parent, I could blame my son's classroom teachers as mean people who didn't care, but that's not true. They are concerned and well intentioned. It has become clear to me, however, that several of my son's teachers did not have a basic understanding of the psychology, identification and methods of instructing children who were other than "average" learners.

As a professional, I repeatedly see children such as my own who have been unsuccessful in our school system. Often their behavior deteriorates to the point where it is unacceptable at home, in school or in the community. It is not by chance alone that many of the young people institutionalized in Pine Hills and Mountain View schools are learning disabled. Recent research has suggested that up to 80% of the inmates in prison populations are also learning disabled.

I believe that we have the existing resources within Montana to provide inservice training to non-certified school personnel at little or no cost as required in House Bill 739. I also believe the university system can integrate workshops and credit courses for certified personnel at little or no cost.

I hope that all possible consideration will be given to passage of this legislation. My son's situation is not an isolated circumstance nor do I work with a limited number of children such as my son. Juvenile crime rates have risen 25% in the last year according to the Montana Board of Crime Control. An important part of stemming this tide is promoting the success of our young people in school.

Respectfully yours,


John M. Shearer

cc: Alison Conn

Additional persons wanting to add supportive testimony
today but unable to attend in person:

Darlene Fritz
Ludwig
parent

"intensive teacher leads to physical
and emotional abuse of the handicapped
child in the regular classroom."
Vote yes on RB 739

Jean Hammond
parent
Front Range

"definitely needed."

Elizabeth Dilley
parent
advocate
Thompson Falls

"things have gone from bad to
worse. The teachers have to be
trained."

Nesta Anderson
Faculty member (ret.)
MSU Bozeman
parent

"Bozeman has no course but
it needs to be system-wide.
They're not getting it. The
training for teachers is definitely
needed."

Karen Van Ettinger
Student - MSU Bozeman
learning disabled

teachers in high school who
don't understand the needs
engaged student make life
miserable for the student.
Training is a must
absolutely necessary. I can't u

My name is Judy Gardner. I am the mother of a 6-year old girl who has cerebral palsy. She is ~~physically affected~~ affected physically and cannot walk, so her mobility is via a wheel chair.

She is in kindergarten this year and I'm sure I'm safe in saying her teacher and the principal of the school were quite apprehensive when school started last fall and they were faced with having a handicapped child in their school and classroom.

I am in favor of Senate Bill 739, ~~with suggested corrections~~, which will provide for all certified and non certified personnel as well as volunteers to have a specified amount of instruction in special training. With the above teachers, principals, and other personnel would not be faced with a situation they didn't know how to deal with when a handicapped child was placed in their school or class room.

More children are being placed in regular education through mainstreaming and I think it is so important for all personnel to have instruction in special training so they will be prepared to receive these children, so they can develop their maximum potential for a full and independent life.

With children like my daughter, where there is so much physical involvement there are many things school personnel must know about in handling them, working with them and knowing their limitations so they neither expect too much or let the child get by with less than they are capable of.

Mr. Chairman and members of the Committee:

I am Susan Ford from Kalispell and I ask that this written statement be entered as testimony during the hearing on HB739. I believe that because I speak both as a parent of a blind child who is currently being served by the public school system and because I am a teacher with both an elementary education and a special education background, I have something of value to contribute to this hearing.

I support HB739 because I believe that teachers need to be exposed to many handicapping conditions, since they can never know which ones will appear in their classrooms.. For a certified teacher to be required to take six credits of college work during the next three summers is no hardship, since they must continue to take courses to order to remain certified.

When teachers are faced with a handicapped child they are understandably frightened and unsure.. Though a few hours of college credit won't solve that problem, it should expose them to a number of handicapping conditions, making none of them quite so overwhelming. We as adults were taught by the society that we grew up in that handicapping conditions were to be looked at from a distance with sadness and pity. But today, things are different. Handicapped children are expected to be educated to their fullest potential in the least restrictive environment. Handicapped adults are out in the world, earning a living and paying taxes which assist in supporting the functions of government.

Let's give our handicapped kids one additional chance to be the highest performing kids and adults that they can be by asking their teachers to become more familiar and less frightened of handicaps. These kids only happen to learn in different ways" by child reads and learns with his hands; the deaf child must have everything so he can see it; a learning disabled child may need to learn through other means than reading a book; the orthopedically handicapped child needs classrooms and restrooms made accessible so that he can get into them; the developmentally disabled child may learn more slowly, but he still learns. He may not perform so much in academic fields as in others. But, all of these kids have the same foibles as the All-American boy or girl has; and it is this concept which so badly needs engrained in the minds and hearts of our teachers. If they can learn to believe in a child's ultimate potential, he too, will learn to believe in himself.

Thank you.

Carolyn R. Crawford
720 Ninth Ave. W.
Kalispell, MT 59901

House Committee on Education
Capitol Station
Helena, MT 59601

Dear Chairman Eudaily and Committee Members:

I am writing in support of HR739.

It is imperative to the education of all handicapped individuals that ALL persons working with them have the proper knowledge to deal with their individual situation.

The majority of aides hired to work in my daughter's special education class have had no experience or training concerning handicapped ~~by~~ before entering the classroom. They are being trained on-the-job, without even enough background or knowledge to enable them to ask some intelligent questions to help them to learn how to work with a special child. This all happens at the child's expense, losing many months and years of proper training from their lives.

Due to lack of knowledge of personell, both certified and non-certified, there have been tragic incidents of physical and mental abuse of my daughter. In one situation she was dropped intentionally by an aide. These situations have been remedied only by persons who have the knowledge and understanding of her handicaps.

I have conversed with many teachers who are frustrated and feel their programs are ineffective because they are being carried out by untrained people. The teachers are not given the time and opportunity to provide that training necessary for their aides to be truly effective.

When there must be a substitute for an aide, that day becomes totally dis-organized with staff and students alike exhausted at the end of the day because of that substitutes inability to function effectively due to lack of knowledge.

The grassroots support of this legislation may not be standing before you in body, as I am not, because we are standing at home with our children.

If you have any questions you would care to ask of me, please call anytime, 257-1965.

Sincerely,



Carolyn P. Crawford

Dear Sir

I take this method to let
you know of my support for bill
739.

I have a son who needs a
full time aide to help him with
his class work. Our school only
offers a trained aide for vocational
education and that aide would not
be trained in the area of childrens
learning disabilities but in the vocational
education.

At this time Joe has a student
aide in some classes which of
course is just another student.

The education that Joe is receiving

from lack of the understanding
by his teachers of how he learns
is very poor. The diploma he
will receive from Fairhead High School
in 1984 will be meaningless as
far as education is concerned.

With people who were trained
to recognize and teach a learning
disabled child, children like Joe
would have a far better chance
of receiving a real education.

Thank you

Dorinda D. Bennett
921 Egan Rd.
Natick, MA 01901

February 17, 1981

Ex. 18 2/16/81

Ralph E. Udairly (Cheney person)
House Committee on Education
State Capitol
Helena, Montana 59601

Dear Representative Eudairly:

We are writing to urge you to support House
Bill #739.

We have a twelve year old son who is autistic. He
has been in public school since he was four
years old. By many teachers and other professionals,
we were given little hope for him. At our
insistence that he be mainstreamed at age six, he
began to make great strides. The peer relationships
was extremely beneficial helping him to develop
self-esteem, awareness of his own capabilities and
potential.

Mainstreaming has been his salvation to date.

The utmost important part of mainstreaming is ability
of those particular mainstreaming teachers to have the
knowledge to recognize, the understanding and the
training needed for all handicapped students they
are in contact with.

We are so acutely aware of this as two different
years our sons mainstreaming teachers appeared to
have the attitude that they were not going to

he bathed, he was not their responsibility. On several occasions he has been emotionally abused, kicked out of the classroom and told he would never be allowed back in. He was verbally abused at the same time by ridiculing him in front of his classmates with the words "If you aren't the nuttiest of the nuts".

Our son too has emotions and feelings just as you and we.

The above situations can only undermine what other teachers, professionals, he and his parents have thus far accomplished.

We can expect severe regression if regular teachers do not have the understanding, which calls for training, to enable them to cope and help every child to their fullest potential.

Your understanding, compassion and knowledge will be so appreciated when this bill is submitted.

Should you have any questions regarding our particular situation, we would be more than happy to share.

Home phone 257-3270
Work phone 755-7101

Respectfully,
Helen Hurst
Carl G. Hurst

Representative Mike Keedy
Montana State Capitol
Helena, Montana

Dear Mr. Keedy,

I have received a draft of House Bill 739 which addresses the matter of educating teachers, aides, etc. in areas dealing with handicapped students.

Due to state and federal legislation, it is necessary for teachers to have specific skills in handling and planning programming for students with special needs. These students are being mainstreamed into practically every classroom; and teachers who are really concerned have stated that they lack the skills to be as effective as they would desire.

Some people have compared this legislation to the Indian education requirement which has recently died. This died because it was not relevant to all teachers. However, every teacher will have children who have various handicaps within the classroom, probably every year.

In asking teachers with whom I work whether they feel that courses designed to help teachers in mainstreaming these children would be of value, the majority feel they would.

I urge your support in the passage of this bill.

Thank you for your attention on this matter.

Sincerely,

Barbara Luthin

Barbara Luthin

February 16, 1981

Mr. Chairman:

I ask that this statement be entered into the written testimony of this hearing.

As a blind person, I am much concerned with the quality of education our handicapped children are receiving in the public school system.

The provisions contained in H.B.739 should not be difficult for teachers to meet, and these special courses will give them a better understanding of handicapped children. Fear is rooted in ignorance; and learning about the special problems of handicapped children and how to deal with them should go a long way toward dispelling those fears and misconceptions.

Handicapped children need to grow up in their home communities and attend public schools. The help and training they receive in school will enable them to participate more fully as adults in community life.

Please give a "do pass" recommendation to H.B.739. Thank you.



Lelia M. Proctor

412 2nd Ave E.
Kalispell, Mont

February 17, 1981

CONNIE BURRIS
221 - 9TH AVENUE WEST
KALISPELL, MT 59901

HONORABLE RALPH EUDAILY, CHAIRMAN
HOUSE EDUCATION COMMITTEE
CAPITAL STATION
HELENA, MT 59601

RE; HOUSE BILL #739

DEAR MR. EUDAILY:

AS THE PARENT OF A LEARNING DISABLED CHILD, I WOULD LIKE TO SEE YOU STRONGLY SUPPORT THE ABOVE MENTIONED HOUSE BILL. WHILE THE TEACHERS INVOLVED WITH MY SON THROUGH THE PAST 2½ YEARS OF SCHOOL HAVE BEEN VERY CONCERNED AND COOPERATIVE, WE ARE JUST NOW REACHING THE POINT THAT WE FEEL MORE CONFIDENT IN OUR UNDERSTANDING OF HIS CONDITION. SCHOOL HAS BEEN A STRUGGLE FOR HIM, HIS GRADES HAVE BEEN BARELY PASSING (WITH MUCH EXTRA STUDYING AND EFFORT ON THE PARTS OF THE TEACHERS AND PARENTS). HE HAS BEEN DIAGNOSED AS "IMMATURE FOR HIS AGE" AND "JUST BEING A TYPICAL BOY-HE'LL GROW OUT OF THAT STAGE". I WONDER HOW MUCH TIME AND TAXPAYERS MONEY WOULD HAVE BEEN SAVED BY HAVING TEACHERS WHO WERE MORE INFORMED ON RECOGNIZING LEARNING DISABILITIES. THROUGH THE SPECIAL EDUCATION CLASS IN HIS SCHOOL NOW, HE IS DEVELOPING MORE SOCIALLY ACCEPTABLE BEHAVIOR, BOTH AT SCHOOL AND AT HOME, AND IS LEARNING THAT SCHOOL IS PLEASANT, NOT SOMETHING TO BE DREADED EACH DAY. I HOPE THAT, FOR THE SAKE OF PARENTS WITH CHILDREN DIAGNOSED AS LEARNING DISABLED, AND FOR THE SAKE OF PARENTS WHO HAVE JUST ABOUT REACHED THE LIMIT OF THEIR PATIENCE AND UNDERSTANDING, THAT YOU WILL ACTIVELY SUPPORT HOUSE BILL #739 AND DO EVERYTHING IN YOUR POWER TO SEE THAT THIS BILL IS PASSED.

Connie Burris

February, 1981

ACLD, INC.

No. 41

AN ASSOCIATION FOR CHILDREN & ADULTS WITH LEARNING DISABILITIES

CHAPTER PRESIDENT:

As you are probably aware, 1981 is the International Year of Disabled Persons. This affords us an opportunity to inform the public about learning-disabled persons - both children and adults. We will again need your input and support to make this a successful and worthwhile project.

Our February meeting will give you an opportunity to help plan our goals for 1981.

Theresa Walker

PROGRAM: Our program for February:

WHAT: Planning Session - 1981
International Year of Disabled Persons

WHEN: Thursday, February 5, 1981,
7:30 p.m.

WHERE: Montana Power Hospitality Room,
101 Central Ave. (use door
closest to alley, park in
Power Co. lot.

CALENDAR OF EVENTS:

January 22: "The Handicapped Child in the Regular Classroom", regular elementary & secondary teachers, North Junior High, 7:00 p.m.-10:00 p.m. (10 sessions)
February 5: Regular monthly ACLD meeting.
February 5: ACLD Raffle, "Elegant Dinner for Two", Black Angus.

RAFFLE: ACLD's "Elegant Dinner for Two", donated by the Black Angus, will be raffled at our February 5 meeting.

Tickets are still available. Call Theresa Walker at 452-1889. Please turn in ticket stubs and money to Theresa before our February meeting.

OUR THANKS to the GREAT FALLS KIWANIS CLUB for their recent donation of \$200.00 to help defray the cost of publishing our newsletter and for informational pamphlets about ACLD.

Their support is, as always, very much appreciated.

"THE KIDS ON THE BLOCK" PUPPET SHOW

SCHEDULE: In an effort to see that as many Montana school children see "The Kids on the Block" Puppet Show before the end of the school year, the following schedule has been set:

REGION I: March 2-April 3, 1981

Brenda Pezzerossi, Miles City,
Coordinator (232-0254)

REGION II: December 17-January 23.

Pat Berney, Coordinator (453-8833)
Great Falls

REGION III: May 11 to end of school

Cathy Rumpf, Coordinator, Billings
(245-5098)

REGION IV: January 26-February 27.

Collette Brownlow, Coordinator,
Helena (443-2360)

REGION V: April 6-May 8.

Sponsor, Missoula Association for
Retarded Citizens, Helen DeShazo,
President (258-6704)

Please contact Carole Spahr, Voluntary
State Puppet Coordinator for information or if you have questions. 727-5156.

"THE HANDICAPPED CHILD IN THE REGULAR CLASSROOM" An introductory satellite 3-credit course from Eastern Montana College, Billings, "The Handicapped Child in the Regular Classroom, to be offered to elementary and secondary classroom teachers, began January 22, 1981, at North Junior High School.

Taught by Marilyn Davis, special education teacher and Doris Pascal, regular classroom teacher, the course also includes parents of handicapped children, as well as handicapped individuals as speakers in an effort to bring about understanding of the intent and philosophy of mainstreaming.

FOR INFORMATION ON ACLD LIBRARY

MATERIALS, contact Marion Smith at
452-7173.



OFFICE OF PUBLIC INSTRUCTION

STATE CAPITOL
HELENA, MONTANA 59601
(406) 449-3095

Ed Argenbright
Superintendent

February 18, 1981

To: Members of the House Education Committee

From: Judith A. Johnson, Director of Special Education

Re: House Bill #739 "An Act to require that all certified and noncertified school personnel, including volunteers in special education classrooms, must satisfy requirements for instruction in special education training to be employed in Montana public schools; and providing an immediate effective date."

The Office of Public Instruction certainly supports the principle of inservice training for those involved with handicapped children as evidenced by the distribution of \$125,000 in federal dollars for inservice training of special educators, regular educators and parents as mandated by law. These funds are distributed on the basis of need requested by the local districts. The curriculum is not mandated.

House Bill #739 has several areas that need to be clarified before we could recommend a "Do Pass."

Our interpretation is that the noncertified personnel would include bus drivers, custodians, secretaries, kitchen staff, etc. and this is certainly setting a precedent for this category of "noncertified" people plus requiring volunteers to have 20 hours of inservice. It also has the effect of sending 11,000+ certified personnel back to college for at least 2 courses almost immediately and at great personal expense.

Massive inservice programs would also be required in nearly every district of the state and the charge to the Office of Public Instruction special education staff to develop this training could not possibly be carried out under the current staffing pattern.

The bill, in effect, changes certification and/or endorsement requirements and represents a new area of regulations for local education agencies in the noncertified personnel requirements. The enforcement of this bill would need to be stipulated. Since a person cannot be employed without training, schools would also have to offer inservice training to potential employees immediately upon employment and this bill would add 6 hours preservice training to all Montana teacher-training programs which would require extended funding to the system.

It would appear to generally preclude the employment of out-of-state teachers since few states require this type of preservice training.

Since its inception, the Board of Public Education has supported the concept of local control by keeping the minimum requirements for accreditation and certification reasonable. Testimony in past legislative sessions has stressed the reluctance to mandate anything not supported by the total educational

Members of the House Education Committee
February 18, 1981
Page 2

community. The wisdom of this is particularly sound when you consider that often the exact opposite result is obtained when bills such as this have been legislated. Frequently, backlashes have occurred that will take years to overcome. Have any of us forgotten the outcry over the Native American Studies requirement that was very much like this bill?

The Board of Public Education has taken direct action in 1980 to ensure that their certification system and constitutional responsibilities reflect not only a knowledge of the needs of handicapped students, but also the gifted and talented. This was accomplished by implementing, in cooperation with colleges, the Montana Federation of Teachers, Montana Education Association, School Boards Association and School Administrators of Montana, a set of preservice teacher training standards that state in part under 10.58.303 "... (i) knowledge of the process of human growth, development, and learning, and the ability to apply this knowledge to the teaching of all students, including atypical children."

Until such time as the committee can work out these details, it would be our suggestion to table this bill rather than give it a do pass.

JAJ/vgv

Ex. 24

H.B. 721

COMMENTS OF THE DEPARTMENT OF ADMINISTRATION

BUILDING CODES DIVISION

PREPARED BY W. JAMES KEMBEL, ADMINISTRATOR

The proposed bill could have a great impact on the safety of students occupying buildings that are not subjected to review and inspection for compliance to minimum safety standards. The Division reviews construction for such items as structural stability, fire safety, flame spreads of interior finishes, exiting, wiring, plumbing, mechanical systems, ventilation requirements, sanitation, fire alarm systems and automatic sprinkler systems.

The Division receives requests to use portable classrooms to satisfy space needs. Such requests are for the use of mobile homes, used mobile homes, manufactured units all of which would fall under the \$100,000 exemption. These type units are not normally designed to meet the safety requirements for educational occupancies.

Remodel and addition projects to existing schools can greatly affect the life safety features of a building and if these projects fall into the exempted category, they will go without review and inspection, in those areas covered by the Division's program.

Ex. 25

**S
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M**

School Administrators of Montana
501 North Sanders
Helena, MT 59601
(406) 442-2510

Feb. 13, 1981

To: Ralph Eudaily, Chairman
House Education Committee
From: Jesse W. Long, Executive Secr.
School Administrators of Montana
Re: HB 665 An act to allow a school district that experiences
a decrease in school enrollment during the current
school fiscal year to receive Foundation Program Funds
for the ensuing year based on a three year average
of the district's average number belonging.

The School Administrators of Montana speak in favor
of HB 665.

This bill in conjunction with HB 610 Foundation Program
would iron out many of the budgeting problems for
schools with declining enrollment.

We would ask a do pass on HB 665.

2/18/81

I oppose House Bill 726 for the following reasons:

1. It is a misdemeanor for any person including any corporation, association or individual to give medications which is defined in the Nurse Practice Act, Section 66-1243 R.C.M 1947
2. Only a small percentage of students require medications in a life threatening situation namely, asthma
3. Medication in a majority of instances can be given at home.
4. In special situations parents can come to the school to administer the medications
5. School nurses in their scope of practice are licensed to administer medications.
6. Increased liability for the schools with school personnel giving medications.

Alice Armstrong
School Nurse

2919 COUNTRY CLUB AVE
ALEXANDRIA,

①

Sandra Kelley
905 4th Ave. W.
Kalispell, Mont. 59901
February 21, 1981

88.21

Honorable Chairman Ralph Eudaily
and Education Committee members:

This letter is to urge you to take a few minutes to reconsider HB 739.

There are several misconceptions regarding this bill which need to be cleared up. Please enter this testimony into the record.

1. Federal regulations require it.

121a.383,385: " a personnel development plan which provides a structure for personnel planning and focuses on preservice and inservice education needs ... identify (and train) target populations per personnel development, including general education ...personnel...support personnel, (such as para-professionals, parents surrogate parents, and volunteers)...(and) must provide where appropriate, promising educational practices and materials."

The regulations require (121a.382) that the State "insures that ongoing inservice training programs are available to ALL personnel who are engaged in the education of handicapped children and that these programs include incentives ...identify the target areas in which training is needed...such as...regular teachers, administrators...parents, volunteers...and(must) specify the funding sources to be used, and the time frame for providing it(the training)."

The State educational agency is mandated by these regulations to handle this, and so far they have not. It is because the SEA(OPI) has been dragging its feet for so long that we come to you legislators for help in bringing our State into compliance with the law, and to ultimately guarantee our children the education they have a right to under the law.

2. University involvement.

a) Federal regulations require university involvement. This is to guarantee the quality of training for the teachers. Federal Register Vol. 42, No. 163, p. 42510: "The statute clearly requires inservice education as a central part of the comprehensive system of personnel development and it is appropriate for the rules to detail the nature and extent of the inservice education that is required...Involvement of institutions of higher learning is required."

b) The bill says that the teachers must get credit. It does not require that all must return to the University to get the credit. Nor does it require that all credits come from Montana. Teachers travel and study during the summer. They attend evening extension courses during the year. Credit can be given for one and two day workshops during teachers conventions, in-service training in districts, and so on.

e) "the burden is on the teachers". This is no different from the requirement that the teachers already have to get six credits every five years. They must do it, and it is at their own expense.

There are Part B and Part D funds available to provide for in-service as well as Title V funds under Higher Education Act. Since the funding can come from someplace other than the teacher's pocket, perhaps the credit fee could be waived or reduced in this situation. The points to be made here are: 1) it is not a burden 2) the money is available 3) the system can work out the details (this is why we pay employees in OPI and the University system).

3. Timelines for teacher credits.

An amendment is acceptable to give the teachers a little more time (if the bill were not passed, it would take so many extra years anyway). The time was originally made brief because the need is so URGENT. Too much leeway cannot be given because failure to comply will simply be used as an excuse later to bog down and weaken or rescind the bill.

We must always keep in mind the EXTREME NEED OF OUR CHILDREN. Schools exist for children - not the convenience of teachers.

4. Non-certified personnel and volunteers

- a) Remember that this bill deals not only with the severely handicapped but ALL handicapped, some of whom look quite normal, and who are mainstreamed most of the time. This can be up to 20% or one in five of the total student population.

An amendment is possible here. It would not be acceptable to say "all those ~~handicapped~~ non-certified who come in direct contact with handicapped students" because the handicapped are often part of the mainstream and are not always readily identifiable. It would be acceptable to say "all those non-certified who come in direct contact with students".

Parents do not want untrained personnel - aides, bus drivers, ~~or~~ or whomever - to come in contact with their students. Too much damage, both emotional and physical, can occur - has occurred.

One parent has pointed out to me that both the district (and the State for failing to direct the district) as well as the individual involved leave themselves wide open for law suits when there has been no training having direct contact with handicapped students.

- b) Whenever quality contact occurs between volunteers and those needing service, training is required.

Adult and teen-aged volunteers in hospitals are trained.

Search and Rescue teams are trained.

Red Cross volunteers are trained - in First Aid, in CPR. Red Cross volunteers who serve in the division "Service to Military Families" must take an entire day of training before ever starting, and must take additional training in "disaster services", crisis

intervention", "veterans' benefits", and so on, each topic taking an entire day to cover.

Parent volunteers in the San Diego school system, working with other parents to assist them with the Child Study Team/IEP process and also helping in the schools spend 15 hours a week in this service. Three of the fifteen hours must be spent in training every week.

c) Training hours.

This training does not have to be given all at once. It is acceptable to those of us designing the law, to allow, for example, a six-hour intensive pre-service course, followed by one hour a week of training during service, until the twenty hours is reached.

If the wording of the bill, as set up by the legislative council, does not allow this flexibility, then please amend the bill so that it does. Do not, however, make it so weak that it is ineffective. It could stipulate, for example, that training must begin immediately upon employment or service period, and must be completed within three months, and that no one could have regular contact with students who was not in the process of receiving this training.

5. BONUS

Studies have shown that when regular teachers are trained in these methods for reaching the handicapped child in the regular classroom, the EDUCATIONAL ACHIEVEMENT LEVEL FOR THE ENTIRE CLASS GOES UP.

At the time when we, as a State, are concerned about the quality of basic education of all our children, this is a definite bonus - a bonus that will occur without a separate, expensive program.

(Reference: Dr. Doug Wiseman, Dr. Kay Hartwell, Dr. Karen McCoy, Arizona State University, Tempe, Arizona) Studies also show that this type of in-service results in definite positive attitude changes on the part of the teachers as well as skill development.

Our handicapped children are not second class citizens. They do not want or need pity, nor the haphazard services that come from pity. Do-gooders, untrained, can cause harm. Our children need and deserve under the law, quality education from trained personnel.

little doubt about what will be expected and what will be done in any subject matter area. Yet, seldom are behavioral expectations and performances so thoughtfully and explicitly presented, simply because behavior is considered to be generally unpredictable. Therefore, if this belief could be dispelled, even ever so slightly, by using barometric pressure readings to forewarn a teacher, adequate preparation for dealing with and managing deviant behavior could be established prior to its inception.

As the classroom clock serves as a necessary instrument for scheduling academic events and activities, so should the classroom weather station (barometer, thermometer, and humidity meter) in affecting teacher attitude and approach toward behavioral changes. When the teacher is alerted to the fact that the changing meters of the weather station have merit in foretelling behavioral alterations, daily reference to these meters can provide an opportunity for some forethought as to what specific measures might be employed in preventing or correcting the behaviors of acting-out children.

Recognition of falling air pressure as an indicator of deviant child behavior is being nurtured and promoted not as a behavioral control prescription, but rather as a teacher warning system—adding one more “trick” to the repertory bag of teaching expertise. We hope that predicting individual human behavioral responses by being alert to air pressure, temperature, and humidity, will be more useful than our current long-range weather forecasting ability.

FOR THE FIRST TIME—

An ACLD International Conference will be held in Georgia!

1981 International ACLD Conference

Atlanta

February 18 - 21, 1981

THE POOR READER IN SECONDARY SCHOOLS: AN ALTERNATIVE CURRICULUM

Douglas E. Wiseman
L. Kay Hartwell (Myers)

A basic problem in the public schools is the vast number of students who are unable to profit from existing school programs. Concern for lack of adequate achievement and participation in class activities by capable children in our school programs is consuming the time, talents, and energies of our most capable educators at all levels. The problem of nonachievement is further complicated by the many categories of children involved in this problem, including the learning disabled, the bilingual-bicultural, the poor reader, the slow learner, the emotionally disturbed, the socially maladjusted, and the delinquent. All share a common denominator, however—a discrepancy between the demands of the school and the student's ability to respond or achieve at the levels dictated by the school and the greater community.

Outworn Models

In the past, nonacademic students were often assimilated into the community and the world of work; but our complex world no longer absorbs the uneducated with ease. Until recently, schools have maintained the scholarly ideals of the seventeenth

Douglas E. Wiseman, EdD, is an associate professor in the Department of Special Education, Arizona State University, Tempe, Arizona 85281. L. Kay Hartwell (Myers), PhD, is an assistant professor in the Department of Special Education, Arizona State University.

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EX-28

and eighteenth centuries, making only token efforts to adapt to students of widely varied abilities, backgrounds, and interests. The role of the school is now being modified in breadth, depth, and the types of students being served. In breadth, the schools have become concerned with a great variety of subjects, such as vocational education, sex education, sociology, cosmetology, and driver training. And in depth, they have deeply penetrated into areas such as the sciences of physics, mathematics, microbiology, and cellular biology. Many schools are now serving a greater variety of students, from those with severe handicapping conditions to the gifted.

Many efforts have been made to salvage the learning-disabled child. Special classes have been introduced to aid in reading and arithmetic, special materials have been developed, reorganization of teaching models has begun, including team teaching, departmentalized teaching, and open schools; learning resource centers have been initiated; and massive inservice teacher training efforts have been developed. All are innovative and to some degree successful. All have a commonality, however, that compounds the problem: Each relies on reading as the principal means of gathering information. Each works to transform the nonachieving child into a capable reader in order to cope with the existing educational program. Unfortunately, these efforts have had only marginal success, particularly at the secondary level.

For the learning-disabled student and other poor readers, acquiring the enriched educational content of the regular program is necessarily restricted. A greater portion of the school day is relegated to basic skill training. Since classroom assignments are largely read, the learning-disabled student is often designated to watered-down programs, running errands, listening to class discussions and lectures whose foundations have been a prior reading assignment, and generally confirming earlier suspicions of inferiority.

The junior high and secondary level student, in grade seven through grade twelve, is particularly vulnerable to our present educational offerings. The elementary school is generally self-contained and better suited to meet the unique needs of the learning-disabled child. Remedial efforts are less obvious, and the curriculum is more easily modified to suit the needy learner. The secondary schools have several unique problems that inhibit successful planning for learning-disabled students.

Secondary schools are generally on the platoon system; subsequently, each teacher may see from 150 to 200 students a day, knowing little of the special needs of the individual student. Also, secondary teachers are hired because of their content specialty. They are not trained to work with handicapped students in their curriculum speciality, in the remedial sense, or in curriculum modification. Perhaps the most obvious difference is the impersonal milieu that is perpetuated by the vast numbers of staff and students housed in a single facility. Students are scheduled by computers and are assigned numbers, making the transition from a warm, child-oriented atmosphere to the businesslike atmosphere of the secondary school a difficult adjustment. This is indeed a dim picture for a young person rapidly approaching adulthood and independence, with neither adequate skills nor education.

A Different Perspective

Analyzing the problem from a different perspective may suggest other possible productive alternatives. Perhaps our greatest handicap in contemporary American secondary education is the continued reliance on reading as the primary means of information gathering. We persist with the idea that content must be presented through the medium of reading; consequently, a large minority of our children remain uneducated. Reading, for the learning-disabled student, restricts the ideational level of content being introduced. Limits are placed on the development of enriched materials by the restricted reading vocabulary available to express the thought. In essence, the content presented is restricted by the availability of known words. Fortunately, reading is merely one mode of presenting information and ideas. Watching and listening are also effective means of absorbing educational content. Most pupils can effectively comprehend material at their intellectual level if it is presented in a medium other than reading. Furthermore, reading is an actual impediment to learning content for the learning-disabled student.

The role of the school is varied. It has many facets to be learned and experienced, such as dealing with information and organized bodies of knowledge, appreciation, the values and attitudes of our various social institutions, our historical heritage and how it relates to us, amplifying thinking and intellectual facility, and in developing mechanical skills needed in reading,

writing, spelling, arithmetic, and vocational training. Nonachieving students are largely restricted to the skill-building role. This is particularly unfortunate, for all components of the curriculum are important in the development of the thinking, informed citizen. The community looks to the schools to pass on our historical heritage. Past societies relied on training provided by families and customs through dances, songs, and taboos of the society. There is a relatively simple task. Considering the complexity of the present technological society, the difficult task of educating learning-disabled students has resulted in rearranging our priorities, often neglecting general education in favor of skill-building activities. In our opinion, this emphasis is both unfortunate and unnecessary.

Frailty of Priorities

We see the frailty of our priority system when viewing the programs for learning-disabled and other nonachieving children. The child reading at or above grade level can benefit from the major tract system and established curricula. The child who does not read at the assigned grade level has limited success; consequently, he or she is placed in a remedial or skill-building program, such as remedial reading or special education. Remedial programs have as their major goal upgrading the student's skills and returning him or her to the regular tract, usually as a marginal performer. At the secondary level, the results of short-term, intensive remedial training have not been encouraging. Even with the best remedial training, most nonachieving children cannot hope to compete with those having adequate reading and study skills. Therefore, the learning-disabled student remains an educational "second-class citizen." The nonachiever is a major source of drop-outs, truancy, school disruption, or delinquency, and may have a higher probability of becoming a criminal as an adult. In a highly complex, technological, competitive society, the learning-disabled student is ill equipped to succeed in any meaningful way.

Traditionally, school programs have merged or combined the course-work and reading components. This merging has not been successful in attaining either reading or course-work proficiency for the learning-disabled student at the secondary level. The next logical step is to separate the two components, teaching reading at all grade levels and teaching course work without

reading. Reading is important for functioning in a complex society, but not for being educated in the secondary schools. Curriculum content can be taught through means other than reading, such as by listening to tapes of assigned reading, movies, slides, and lectures. Good literature need not be denied the learning-disabled student because of poor performance in reading. Shakespeare was never intended for reading. The truisms of life so often expressed in novels can be gleaned through listening. Understanding current events can be accomplished through films, slides, tape recordings of leading periodicals, and journals. Indeed, if the curriculum content selected for our secondary schools is important and necessary for the good reader, then it is equally important for the learning-disabled student. Both will comprise the decision-making citizenry. Both will require education if social and economic mobility is a relevant goal. Both will need education to effectively parent their offspring.

The expectations of the schools and the parents must change to accommodate the student with special needs and abilities. If reading is a highly valued skill for adult life, then the school should concentrate on making the secondary student a capable reader. But the schools must not confuse the purposes of reading. Reading in everyday adult pursuits is very different from the reading required for acquiring scholarly knowledge. Reading in adult life generally necessitates the ability to read directions and phone books, filling out forms, and reading the newspapers. These functions necessitate an approximate reading level of grade six. For the learning-disabled student, therefore, the schools should adopt a policy or set of goals that strive toward attaining minimal reading skills of sixth-grade reading ability by the time the student graduates from high school. Remedial academic programs could begin in the seventh grade, or lower when indicated, and present a sequential, developmental program of remediation that emphasizes foundation skills, practice, and overlearning. A phenomenon that occurs all too often—the feeling of pressure felt by both regular and special teachers to assist students in passing courses, rather than in remediating a disability—would be circumvented. Basic skills in reading, such as phonics, sight words, syllabication, and comprehension; mathematics, such as place value, set, survival arithmetic, and consumer math; spelling, phonics and memory spelling; and writing, formation of letters and words, filling out forms, practical writing, and practical punctuation, would be emphasized throughout the

secondary school. Such a program would prepare a student for life, not scholarly pursuits. Those who make extraordinary progress could be integrated into the reading tract curriculum if his skills were of sufficient quality and quantity. There is little doubt that reading is a more economical and generally superior method of gathering information if the reading skills are at an appropriate level. It is an extremely uneconomical and inferior method of gathering information if reading skills are marginal.

Since the sixth-grade reading level is not sufficient for effective scholarly course work, programs for presenting scholarly course work should be devised that do not require reading.

The St. Paul Solution

The St. Paul Public Schools developed a special three-year project in an elementary school to determine if a nonreading approach would be effective (Wiseman 1971, Panushka 1971, McDaniel 1971). M. J. Johnson (1971) analyzed some of the program data and found that the students profited from both aspects of the program; that is, the remedial academic approach and the nonreading curriculum. The school found that students receiving learning disability remediation and then returned to the regular school program were not making adequate progress. Consequently, the Parallel Alternate Curriculum was initiated. Students were selected who had exceptionally poor reading skills and qualified as learning disabled. The program was divided into two basic components: remedial academics and educational content. The student received one hour of remedial academics each day in the classroom, including reading, mathematics, spelling, and handwriting. The remainder of the school day was devoted to educational content, using means other than reading. The educational content was presented through various audiovisual media, lectures, visitations, group discussions, and guest participants. One interesting and relevant observation was that the students were able to listen and comprehend books and presentations at their intellectual expectancy, which was far higher than their ability to comprehend printed materials. Also, content presented at their reading levels was restricted by a limited reading vocabulary. In essence, content and ideas could not be expressed in reading materials at the student's intellectual level. The same content and ideas, when expressed without the restrictions of a meager reading vocabulary, were enriched, meaningful, and at a more sophisticated level.

The students found this approach to be highly stimulating and enjoyable. Behavior problems, common with these students, decreased in number and intensity. Truancies and absences also decreased in number. Equally important, skeptical and disgruntled parents became strongly supportive advocates of the program as they observed positive changes in their children (Johnson 1971, Panushka 1971). The students in the project also made marked gains in reading (Johnson 1971).

To provide a complete, enriched educational program for secondary learning-disabled students, therefore, a total curriculum should include two general components: (1) educational content without reading as a principal information-gathering tool, and (2) skill building.

A model program should include (1) a comprehensive and practical student identification and evaluation program; (2) a program of remediation of basic skills; (3) a nonreading parallel alternate curriculum to teach educational and vocational content; (4) an inservice teacher training program designed to assist regular and special education teachers to deal effectively with learning-disabled adolescents; and (5) a program of training for parents to aid them in understanding and supporting their learning-disabled offspring.

Testing and Educational Evaluation

Effective procedures for screening and identifying students in need of special programming is generally lacking in most secondary school programs. Needed is a concerted thrust in secondary education to devise a simple but effective method of identifying students having difficulty in school, whatever the reason. Current evaluation procedures in special education are generally directed toward the handicapped students, and are excessively comprehensive, time-consuming, and expensive when the large percentage of nonachieving students in the secondary schools is considered. Related directly to educational evaluation are the problems of diagnostic work-ups and staffing procedures. Diagnostic work-ups are frequently performed by support staff not directly related to the teaching of the nonachieving student. Consequently, the data gathered from the diagnosis are of little practical value for the teacher, who usually finds it necessary to perform another diagnostic assessment in order to develop a meaningful educational program. This seems to be an unwar-

anted duplication of effort. A suggested alternative might be that support staff can be responsible for screening and classification, while the teacher assumes the role of diagnostician and program developer.

Staffing is necessary for gathering and organizing information relevant to the education, social development, and health of the student. The staffing personnel then make decisions regarding classification and program planning. Staffings, however, are expensive and time-consuming, and often do not result in meaningful programming for the student. Thus, special efforts should be made to explore more productive and economical alternative methods of staffing and program planning for nonachieving secondary students. A particularly relevant question must be resolved: Should staffing procedures be restricted to only those youth who are legally classified as handicapped?

Remediation Programs

Secondary learning-disabled and nonachieving students need extensive remediation in skill areas, such as reading, mathematics, spelling, and writing. A remediation program must have a carefully delineated philosophy. Such a philosophy could indicate that skill-building does not have the express goal of returning the nonachieving student to the regular reading-oriented curriculum, but rather that lifemanship skill levels will be sought. In essence, the purpose of the remediation program is to prepare the student for nonscholastic reading in areas such as math and spelling required in life outside the school. Functionally, this could result in the goal of attaining a minimum achievement level of grade six in the basic skills upon graduation.

Parallel Alternate Curriculum

Nonachieving secondary students can be taught enriched educational content without reading. The parallel alternate curriculum is an alternative educational program, relying on methods other than reading to teach educational content. Students could acquire content information from television, movies, slides, tape recordings, lectures, group discussions, and guest experts. Examinations could be administered in a nonreading format; for example, the instructor could read aloud the questions and the student answer orally or by a multiple-choice format.

Tape libraries could be developed that parallel the reading assignments for all required classes.

Personnel Training

Secondary public school personnel are generally not trained to work with the learning-disabled and nonachieving student. Secondary schools are content-centered by design and staffed with content specialists. Pupils who are unable to profit from specialized courses are often left to their own devices, thus perpetuating the failure syndrome. Frustration is the lot of both student and educator; consequently, the need is great for personnel training in the secondary school. A major effort, nationwide, should emphasize the need for developing systems of educating teachers, both regular and special education, to work more effectively with the nonachieving pupil. Different formats of personnel training should be explored, such as independent-learning modules or correspondence courses, small-group self-instruction efforts, in-school programs, large-group sessions, intermittent task-specific sessions, long-term retraining programs, and programs for beginning teachers. Cooperative efforts between university and public school personnel should be explored. Course work at the University level could be tailored to specific district needs. Many alternatives need exploration, development, and evaluation.

Parent Training

Parent training has been utilized extensively in recent years in the area of preschool handicapped, but neglected for the parent of the secondary level student. We often perceive that parents of the older student no longer assume the responsibility of nurturing and directing learning experiences for their children. In fact, the reverse is true. Realizing that the student will soon leave the structured educational setting and enter the reality of a competitive labor market is frightening as well as frustrating. For most parents, the feeling of responsibility for the well-being of their offspring increases as the children become older and diminishes only when they become self-supporting.

The frustrations of the parents are compounded by the day-to-day anxieties of the secondary learning-disabled student, so it is imperative that training programs be developed and imple-

mented to assist parents in utilizing resources effectively and understanding their role in their child's learning, as well as dealing with their own anxieties.

Some areas that should be explored in parent training programs include information and training in effective remedial methods, communication systems, academic, and psychosocial needs of the secondary learning-disabled student, effective behavior management skills, utilization of community resources, and familiarity with federal and state laws regarding the education of the handicapped.

Summary

The need for a complete reappraisal of secondary school programs is becoming increasingly apparent. This is evidenced by a burgeoning number of academic nonachievers, the expanding number of secondary level drop-outs, the possible relationship between academic failure and juvenile delinquency, and the large proportion of nonachievers incarcerated in criminal institutions. As a major social institution, schools must bear much of the responsibility. The schools must reevaluate their attitudes and practices relative to the nonachiever, in essence, approaching the intriguing task of redefining the concept of normalcy. Penetrating questions related to these issues must be addressed: Who is normal; when are they normal; where are they normal; which handicaps interfere with normal learning, and in what way; which instructional systems are most effective with specific types of learners; what are the responsibilities of the various personnel working with the learning disabled?

A major thrust is needed to explore the most effective and efficient means of educating and training the adolescent with learning problems. Of particular relevance is the need to investigate various approaches to (1) screening, identifying, and staffing; (2) remediation programs; (3) teaching educational content to poor readers; (4) parent orientation and training; and (5) personnel training. Current techniques, methods, and procedures are largely borrowed from elementary education and may in fact be inappropriate for secondary level programs. Solving this problem must be a joint responsibility, including input from regular education personnel, special education, support services, administration, university staff, and parents. The efficiency of our current efforts in these five areas is untested, consequently

exploratory probes should be well controlled and structured, permitting thorough data collection to establish hard evidence of effectiveness. We must come to grips with the realization that poor readers make up a substantial portion of our school population and deserve our best efforts. After all, it is their school, too.

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Modifying Course Content for Mildly Handicapped Students at the Secondary Level

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Regular classroom teachers are often asked to modify the course content for learning disabled secondary students who have difficulty acquiring course content from textbooks written at a level beyond their reading capabilities. However, the techniques or alternatives for doing this are not always available. There are few available materials, methods, or techniques that deal with individual differences in the secondary school classroom. It is the resource teacher's responsibility to provide in-service training or technical assistance to regular teachers so that they can develop alternative instructional techniques for mildly handicapped students.

The Parallel Alternate Curriculum (PAC) is designed to provide secondary teachers with alternative methods for meeting the educational needs of all students. The curriculum was developed at the Child Service Demonstration Center (CSDC) at Arizona State University in cooperation with Mesa, Arizona Public Schools. The CSDC is a federally funded project from the Bureau of Education for the Handicapped, US Office of Education. The PAC program teaches required high school courses in a non-reading format, using such methods as taped books, videotaped materials, movies, slides, lectures, and various forms of discussion. The PAC courses cover the same material as the regular curriculum but adhere to the individualized needs of the mildly handicapped and other low achieving students. PAC is designed to allow students who are nonreaders or poor readers to substitute or supplement their reading and information gathering requirements with a variety of other communication vehicles. Reading instruction is not forgotten in this program; it is taught in a separate class by specially trained teachers. The purpose of PAC is to allow students to gather information in a content course while bypassing their learning problems.

This article presents the rationale for PAC, defines four instruction options, and suggests specific methods that can be used with regular teachers to develop a Parallel Alternate Curriculum. Suggestions for content presentation and alternate testing procedures are also included.

PAC RATIONALE

PAC offers secondary teachers an opportunity to provide effective individualized instruction for all students while presenting information in the content area. Individualization at the secondary level is a complicated task and confronts the educator with some unique problems as a result of the following considerations:

1. Most schools operate on a platoon system where each teacher may see from 130 to 170 students every day. Individualization can be an overwhelming task.
2. Secondary teachers are hired primarily for content specialty such as biology, English, mathematics, etc. Most are not trained to work with low achieving or handicapped students in their content specialty.
3. Although they must supply instruction to low performing students, educators are primarily responsible for meeting the instructional needs of average and above average students.
4. The majority of content presented uses reading as the primary source of information gathering.
5. Most secondary texts have readability levels that exceed most student's grade level reading ability.

Students follow the regular curriculum using taped books, videotapes, slides.



The PAC instructional method attempts to deal with individualization problems by developing alternative methods of teaching. In essence, it is not what you teach, but how you teach it. It allows the teacher to deal with the large variance in student academic abilities. Most teachers recognize these varied student abilities, but assignments are generally the same for all.

Reading is the most effective means for gathering information if the student is a good reader. Conversely, for the low achiever, reading is an ineffective method of learning content. The PAC method was developed to allow the teacher to explore other teaching media to present information, such as tape recordings, videotapes, learning centers, etc. The purpose of the PAC is to provide information through visual, auditory, and kinesthetic means, thus bypassing the disability of the low achiever. This approach allows for varied student levels and learning styles.

The PAC method may be used to assist low achieving students in the regular classes while permitting specialized resource teachers to concentrate on remediating basic skills—reading, spelling, mathematics, etc. This relieves the regular teacher from teaching both content and basic skills.

PAC OPTIONS

There are four options that have practical applications for a content class:

1. **Total PAC**—all content and assignments are presented to students in a nonreading format.
2. **Mini PAC**—only low achieving students use PAC materials in the regular class.
3. **Partial PAC**—only a particular topic or unit is presented in a PAC format.
4. **Preference PAC**—students are presented with a choice of instructional procedures; the classroom is divided into learning style stations such as reading, discussion, listening, etc.

Total PAC

In a Total PAC class, content and assignments are presented in a nonreading format to all students. None of the students are allowed to rely solely on reading the materials or tests. Examinations are administered orally—read aloud by teacher or on tape. The course content and expectancies are identical to regular classes.

Mini Pac

The Mini PAC may be used with a small percentage of students within the regular classroom. It is designed for classes that include many levels of ability and skill. Low achieving students are identified as PAC participants. Regular students do not participate in the PAC program. In essence, there are two instructional systems operating simultaneously, both covering the same content and class assignments. The PAC participants, however, use a nonreading format. Tests are modified for PAC participants only. Every effort is made to avoid separating PAC participants from the rest of the class. Seating arrangements for students using PAC materials should be in various locations throughout the classroom to avoid separating or stigmatizing PAC participants from the rest of the class.

Partial PAC

The Partial PAC allows the instructor to present a particular topic or curricular unit using a PAC format rather than the traditional format. The teacher decides which units should include a regular



Poor readers gather content information, bypassing their learning problems.

format. This option was designed to be used selectively for difficult content or to add variety to the instruction. These units could later be used for individualization, small groups, or review activities. When this option is used, the instructor may or may not want to evaluate and identify low achievers.

Preference PAC

This was developed to provide a choice of instructional procedures for both regular and low achieving students. The classroom is divided into learning style stations. When assignments are given by the teacher, the students select the presentation style they prefer to complete the assignment. For example, if the teacher assigns a chapter in the text to be read, a student may choose to listen to tapes of the chapter, listen to the teacher read aloud, read silently, or listen to a narrative of the content of the chapter in a small group setting. For lecture sessions and group discussions, the total class participates as a group.

PAC PROCEDURES AND DEVELOPMENT

Generally, the procedures for implementing each of these four options are as follows:

- Step 1.** Learning outcomes are identified—knowledge to be acquired by the student.
- Step 2.** Possible alternatives for presentation are identified and considered for use, for example, taped textbooks.
- Step 3.** Available materials and equipment are identified for possible use.
- Step 4.** Students are evaluated for learning style, learning preference, and/or achievement level.
- Step 5.** Alternatives for presentation (i.e., taped books, discussion methods) are decided upon and matched with student learning styles or preferences.
- Step 6.** Software are developed for future use (i.e., slides are collected, transparencies are made, or textbooks are taped).

Step 7. Presentation is implemented.

Step 8. Student progress is evaluated in a traditional and/or alternative manner, such as oral or multiple choice tests.

Step 1. Learning Outcomes Are Identified

First, the content teacher identifies the learning outcomes of the students in terms of what skills the students will possess at the end of the course or in terms of what the instructor expects the students to accomplish. The learning outcomes should coincide with the objectives of the regular curriculum.

Example: Economics PAC

List of General Instructional Objectives:

- A. Identify vocabulary, principles, and characteristics associated with the study of Economics and the four major types of economic systems—market, traditional, command, and mixed.
- B. List specific types of behavior students are to demonstrate at the end of the unit.
 1. Identify vocabulary associated with economics
 - 1.1 Scarcity
 - 1.2 Human wants
 2. Identify vocabulary associated with the four types of systems.
 - 2.1 Traditional
 - 2.2 Command
 - 2.3 Market
 - 2.4 Mixed

Second, the instructor identifies the content to be included in the unit or course of instruction.

Example: Economics PAC

Content Outline

- A. Overview of the study of economics
 1. Cover vocabulary on the study of economics
 2. Cover the steps in the scientific method used in economics
- B. Principles and characteristics of the four types of systems
 1. Scarcity as the major economic problem
- C. Importance of the study of economics
 1. Responsibility in a democracy

Step 2. Possible Alternatives for Presentation Are Identified and Considered for Use

The instructor identifies how the content will be presented in alternative forms or a combination of traditional and alternative forms.

Example: Economics PAC

A. How will content be presented?

1. Contracts for Unit #1
2. Learning centers
3. Reading
 - (a) Listen to chapters on tape
 - (b) Peer tutor reads the chapter aloud to the student
 - (c) The material is paraphrased by the teacher or advanced student and read by the low achiever.

Step 3. Available Materials and Equipment Are Identified

The instructor makes a list of available equipment.

Example: Economics PAC

A. How will content be presented?

1. Unit #1 will be taught through audiovisual materials (video-tapes, films, filmstrips, transparencies, etc.)

List of available equipment: video monitor, 16mm film projector, carousel slide projector, overhead projector, clear acetate sheets, etc.

Step 4. All Students Are Evaluated for Learning Style, Learning Preference, and/or Achievement Level

In order to evaluate learning style or preference, a survey may be given to the students to complete.

Example

A. Circle the method or methods you would prefer to use to learn the material. You may circle more than one method.

1. Teacher led discussions or presentations
2. Movies, slides, videotapes
3. Reading books silently
4. Reading books silently while listening to the material on tape
5. Labs
6. Tutoring

In order to evaluate student achievement level and entry skills (ability to read text, write, spell, or analyze materials, etc.) the following testing procedures are recommended for group and/or individual assessment:

1. Standardized achievement tests measuring reading, math, spelling, and language give indications of future performance in class.
2. Informal teacher made tests based on course materials and expectancies.
 - a. *Reading Comprehension.* Have the student read several paragraphs in the class textbook and respond in writing to both fact and inference questions.
 - b. *Note Taking.* Give a minilecture and have students hand in the notes they took.
 - c. *Writing.* Analyze writing skill from test questions and note taking.
 - d. *Dictionary Skills.* Present several course related vocabulary words and have students provide dictionary definitions.
 - e. *Arithmetic Skills.* If arithmetic skills are necessary, provide problems related to course expectancies.
 - f. *Organizational Skills.* Present an assignment that requires the student to organize the content into meaningful and appropriate units.
3. Develop course related cloze tests that will indicate vocabulary development, reading comprehension, spelling, and writing.
4. Develop and administer a test to measure the proposed content for the course. This test can serve as a pre-post measure to evaluate what the student knows at entry as opposed to knowledge at completion of the course.

Step 5. Alternatives for Presentation Are Decided upon and Matched with Students Learning Styles or Preferences

Example: Economics PAC

The student preference surveys have been administered to students and it has been determined that 75% percent of the class prefers to read the text assignments while listening to it on tape. The remaining 25% of the class would prefer to have the teacher read it aloud and discuss afterwards. Therefore, the teacher arranges the room so that the appropriate number of desks are placed around listening stations with tape players, while the remaining desks are placed in other parts of the classroom to allow for oral reading, discussion, or silent reading.

Step 6. Materials Are Developed and Coded for Future Use

Alternate presentations have been decided upon and matched with student preferences.

Example: Economics PAC

It has been decided that students prefer to listen to taped lessons from the text. The instructor or advanced student can begin to tape the text. After the text is taped, the tapes are labeled and arranged for storage for easy retrieval. Tape players are obtained, listening centers assembled, and tapes labeled and stored for easy retrieval within the classroom.

Step 7. Presentation Is Implemented

Methods of alternate presentation and student preference have been decided, materials have been developed, and the classroom has been organized to facilitate the PAC. Instruction then begins using the same content but employing a varied management or presentation procedure.

Step 8. Evaluation of Student Progress Is Administered in a Traditional and/or Alternate Manner

Tests should only include items that measure the identified objectives that have been developed from Step 1. For example, the teacher should insure that items designed to test knowledge of vocabulary only include vocabulary listed in the learning outcomes. Student preferences for responding to questions during an evaluation can be as varied as their choices for gathering information. A test preference survey questionnaire could be included with the learning preference survey at the beginning of the semester, however alternate test methods should be left to the discretion of the teacher.

Example: Economics PAC

It has been determined that the students prefer to complete the test while listening to the questions being read to them on tape. The teacher tapes the test and then arranges the classroom accordingly to administer the test. Some students may prefer to read the test and write the answers. Others may need to listen to the test questions and respond verbally.

SUGGESTIONS FOR CONTENT PRESENTATION

The following methods can be used to present the curriculum content to the class:

1. Lecture/discussion approach. Develop a brief outline of planned material and present it to the class before the lecture.

2. Audiovisual presentation. Use movies, slides, filmstrips, video, radio, transparencies, records, etc.
3. Guest speakers.
4. Small group discussion.
5. Individual discussion with instructor.
6. Programed learning. Could be reading or a combination of audiovisual and reading.
7. Reading. Silently, simultaneously with taped version, listening to teacher or other student read aloud, listening to a paraphrased version of the material and following with charts, diagrams, or printed material.
8. Field trips.
9. Projects: Hands-on approach to making a model or other art project that would help establish academic concepts, facts, etc.
10. Peer tutoring. To be used outside of the classroom.
11. Buddy system. To be used in the classroom.
12. Contracts. Setting up prior expectations for achievement for grades.
13. Work-study experience. Limited time within the classroom, majority of time in the work field.
14. Independent study. Established upon agreement between teacher and student.
15. Minicourses. Content units are broken into smaller learning components.

When students are not responsible for large units of information at one time, but rather smaller units, the following methods can be used:

16. Open classroom. Large teaching area using team teaching approach.
17. Learning centers. Smaller area of classroom where individual concepts are taught through self motivating materials (possible audiovisual).
18. Note taking. Have high achievers take notes with carbon paper to be given to low achievers.
19. Course syllabus.
20. Discovery learning. Students are given a problem situation where no procedures are established; the students must develop their own method for finding solutions, facts, or drawing hypotheses.
21. Supplementary texts and other written material. High interest and low vocabulary reading materials.

SUGGESTIONS FOR ALTERNATE TESTING PROCEDURES

The following methods can be used to evaluate student progress:

1. Open tests. Students use textbooks, notes, study guides, etc. Short answer and essay responses are most appropriate with this format.
2. Closed tests. Students must rely on skills, concepts, and facts they have learned or mastered without the use of notes or textbook. Multiple choice, true/false, and matching items are most appropriate with this format.
3. Teacher reads tests. Students respond orally, in writing, or both.
4. Reduced reading level of tests.
5. Taped tests. Students listen to pre-recorded tape of the test and respond on answer sheets.

6. Small group tests.
7. Student made tests.
8. Take home tests.
9. Alternative projects
10. Oral tests or oral reports.
11. Student answers questions on tape recorder for teacher to correct later.
12. Students administer tests. A competent peer administers test orally and can either write down student responses or have the students write their own responses. This format is recommended for use with individuals or small groups.

THE ROLE OF THE TEACHER

In order to present curriculum alternatives such as the PAC format, the support of the building principal and department chairpersons is an important consideration. In addition, the regular classroom teacher must indicate a desire to expand instructional alternatives in the classroom to facilitate the varied learning styles and achievement levels of secondary students.

Regular classroom teachers were trained to develop PAC courses in ongoing small group and individual inservice sessions. An outline of the desired structure of the PAC curriculum was presented to the teacher along with a completed example from another course to serve as a model. The model curriculum demonstrated unit structure, goals and objectives, subobjectives (such as key vocabulary, significant events, important persons, dates, facts, concepts, models, etc.), study guides, examinations and answer keys, and alternate projects. Teachers found the development of the first unit time consuming, but after practice found the process well within practical preparation limits.

Consequently, the resource teacher, in order to become an effective facilitator, should have personal experience developing and teaching a PAC curriculum. The resource teacher may assist the regular teacher in identifying obtainable instructional objectives and learning outcomes, help in finding needed audiovisual equipment and materials, share the responsibilities of preparing materials and taping textbooks, and help analyze and evaluate materials to be covered to be certain they reflect the learning outcomes.

CONCLUSION

The Parallel Alternate Curriculum (PAC) is a content centered instructional method designed to assist secondary teachers in meeting the needs of students with varied achievement levels. The PAC format offers teachers an effective tool for individualization in a class with a large variance in student academic abilities. The purpose of the PAC is to allow students to gather information in a content course by bypassing the students' learning problems. In PAC, the teachers do not change *what* they teach but *how* they teach.

An important benefit of this approach is that PAC may be used to assist low achieving students to attain course content while allowing resource and remedial programs to concentrate on remediation of basic skills. The PAC approach and outline will be beneficial to secondary special educators who provide technical assistance or inservice training to regular classroom teachers.

While current program evaluations are not conclusive, recent studies of PAC effectiveness (Hartwell, Wiseman, & Krus, 1979) indicated that 9 out of 10 teachers using a PAC format would continue using the suggested strategies and methods in future semesters. In addition, 85% of the parents of students having completed PAC courses perceived their adolescents as more in-

terested in attending school and believed that PAC should continue. Two-thirds of the students participating in PAC classes, both regular and special, stated they felt the courses were beneficial and would like the opportunity to take other coursework presented with PAC alternatives. Other program evaluation activities of the PAC format and procedures will be reported at the conclusion of the CSDC project.

PAC materials will be available for dissemination at cost of duplication and mailing to interested educators in the fall of 1979.

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EVALUATING INSERVICE TRAINING IN MAINSTREAMING FOR ELEMENTARY TEACHERS

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"The times, they are a changing" is a refrain that could most aptly be applied to current educational programs. Since the passage of P.L. 94-142, the practice of educating the handicapped in the regular classroom has increased dramatically. Reflecting this change, regular classroom teachers have expressed a need for inservice training that focuses on the design and implementation of educational programs for handicapped students (Flynn, Gacka, & Sundian, 1978). While a number of inservice training programs have been described in the literature (Cegelka & Tawney, 1975; Edelfelt, 1977; Hesse, 1977; Reynolds, 1979; Skrtic, Knowlton, & Clark, 1979), a major question facing planners of inservice preparation programs has been how to evaluate the program's activity.

The purpose of this article is to provide an example of the evaluation of an inservice training program, Training for Individualized Mainstream Education: *Project TIME*. The evaluation component for *Project TIME* was designed to allow the project staff to determine whether our inservice program influenced attitudes, knowledge, and practices with regular classroom teachers and to identify ways in which instructional procedures might be improved.

PROJECT TIME

Program Overview

Project TIME focuses on a continuous model of inservice training. In this model, elementary school teachers from three contiguous districts in Arizona (Kyrene, Mesa, and Tempe) attend class 1 night a week, 2 hours a night, for 15 weeks. Participating teachers receive 3 hours of university credit and tuition waiver. The Project instructors have also adopted a consultative teacher role with the regular classroom teachers. To date, inservice classes have been offered during the 1978-79 and 1979-80 academic years. A total of four elementary level classes have been offered, with a total of 120 teachers.

Instructional competencies are divided into four units: (a) sensitization, (b) management, (c) good teaching practices, and (d) individualization. The first of the four units is a sensitization to the needs of the handicapped. The purpose of this unit is to inform regular class-

of competencies, (b) provided a measure of change in participants' perceptions as a result of training, and (c) identified specific skill areas which could be developed further. For example, the high skill rating and low desire rating for competency statement 16 suggest that teachers are already familiar with this topic. Apparently, as perceived by teachers, only minor modifications will need to occur in future inservices of this type. Overall, the results of the Competency Evaluation Scale indicated a successful inservice program as perceived by the teachers.

Unit Pretests/Posttests Pretests and posttests administered over the content of each of the four units helped the project staff determine the entry and exit knowledge levels of the classroom teachers. The information gained from the pretests was clear. The scores on the pretest were uniformly less than 15% correct. The staff learned that the regular teachers knew very little of the special education jargon and accompanying practices. Equally important was the immediate need for revision of the pretest format. The pretest for the first unit was an essay test. An example of a typical pretest item was:

You are Brian's teacher. Both his mother and father are quite assertive. Brian is in the LD resource program. His academic progress is fine. He is having a real problem getting along with the other kids in the classroom. You want to do some intervention with parental support using the counseling model; define each phase and describe your role as the teacher and the role of the parent in each.

The essay questions proved to be highly intimidating. Even though the purpose of the pretest was explained in depth, some of the teachers felt so frustrated that they would not even attempt to guess at an answer. After taking the first pretest, many of the teachers expressed serious doubts as to whether they should continue the inservice. In response to the teachers' feedback, the staff revised the format of the pretests into a multiple-choice and short-answer item response.

The original posttest was constructed to directly assess each of the objectives presented on each night in a given unit. Each of the week's objectives had been reworded from the 24 competencies. For example, the objective for class 2, Unit 1, was:

The teacher will define the rights and responsibilities of each person (principal, parent,

child, regular teacher, special educator, and psychologist) involved in developing and implementing the IEP.

These objectives refer to competencies 2, 3, and 4 on the Competency Evaluation Scale. On the revised pretest, the weekly objectives were broken into subobjectives. Each subobjective was coded to the night's reading or lecture. Questions for the revised pretest and posttests were then randomly drawn each week from a large pool of items. By sampling knowledge in this more cursory fashion, the staff (a) reduced the tension inherent in the testing situation, (b) pinpointed the teachers' understanding of lecture and reading materials, and (c) reduced correction time.

The performance of the teachers on the revised pretests was approximately the same as on the essay pretests. Attitudes were remarkably improved. Comparison of the pretest and posttest scores indicated a substantial growth in knowledge level skills. The results of the unit posttests indicated an overall knowledge level of approximately 95%.

Participant Feedback Survey The purpose of the Participant Feedback Survey was to allow the teachers, on a weekly basis, to evaluate the degree to which competency statements had been effectively translated into inservice activities. The statements included in the Participant Feedback Survey were adapted from a program evaluation booklet developed by Browning and Foss (1977). Teachers completed the survey after each weekly meeting for the first three units (sensitization, management, and good teaching practices). Weekly measurement insured that the ratings were the result of specific inservice activities, rather than a global evaluation of the program. Surveys were not completed during the individualization unit, beginning with the 12th week, as this unit was basically carried out in each teacher's classroom. On the average, 75% of the 38 participants completed the surveys.

The Participant Feedback Survey consists of three statements in each of three areas: (a) presented information, (b) method of presentation, and (c) presentors. As with the Competency Evaluation Scale, each statement is rated on a five-point scale, with "1" corresponding to a high rating and "5" corresponding to a low rating. The Participant Feedback Survey allows teachers to evaluate the degree

room teachers of their shared role in the education of the mainstreamed child. In the management unit, teachers learn to focus on the specific and observable behaviors of their students. The teachers and staff of *Project TIME* work together to determine classroom targets for pupil behavior change. Good teaching practices refers to the application of learning principles to the delivery of instruction. The teachers are taught to use various procedures such as shaping, cueing, and fading within their own classrooms. The culminating unit of *Project TIME* is individualization. This unit is basically carried out in the teachers' classrooms. During this 5-week period, each classroom teacher adapts a major aspect of the curriculum or materials to meet the needs of one or more mainstreamed students in his or her classroom.

...regular classroom teachers have expressed a need for inservice training that focuses on the design and implementation of educational programs for handicapped students.

In each of the four units, instruction is presented through group presentations, cooperative learning groups, and field support visits. Instruction focuses on the practical application of the content of each unit to the teacher's own classroom or school. Participants meet for the group presentation at a local school where *Project TIME* staff members and guest presentors conduct a 1-to 2-hour class each week. In accordance with weekly objectives, part of the class is devoted to the development of classroom activities. These activities are then adapted to the teachers' individual classrooms.

Cooperative learning groups comprise another component of *Project TIME*. These groups meet weekly to work toward fulfilling each member's needs. Each participant within the group develops a personal needs contract. This contract allows each teacher to explore an area that he or she wants to learn in more depth or to examine an area not covered in the class objective.

Field visits are made by the project staff members. The primary purpose of the visits is to help the teacher implement the activities or solutions generated by the cooperative learn-

ing group. The staff members also serve as consultants to help the classroom teachers modify *TIME* assignments within their classrooms.

Program Evaluation

Program evaluation is based on a modification of the model presented by Browning and Foss (1977). Evaluation occurs under three conditions: input, process, and outcomes. For the input phase, the project developed a Competency Evaluation Scale and unit pretests. For the process phase, project staff developed a Participant Feedback Scale. The project uses four outcome measures. These include the Competency Evaluation Scale, a Follow-Up Survey, Unit Posttests, and a Classroom Observation Scale.

Competency Evaluation Scale A needs assessment, presented in the form of a Competency Evaluation Scale, was used for determining class goals, identifying the status quo, and establishing priorities for action. The Competency Evaluation Scale helps project staff members decide what should be taught. It is administered to all teachers taking the class. The data presented here are from teachers who were enrolled in the Spring, 1979, course.

Eighteen of the competency statements included in this scale were derived from a preexisting list (Redden & Blackhurst, 1978). Based on a review of more recent literature, an additional six competencies were added to the list. The list of 24 competencies was presented in the format shown in Figure 1.

Each of the competency statements was listed as a stimulus item with a three-part rating scale. For each statement, the teacher rated, on a 5-point scale: (a) the *value* of the competency for an elementary school teacher, (b) his or her *desire* for further training in the competency, and (c) an estimate of *current skill level* in the competency. Inservice participants completed the Competency Evaluation Scale both the first and the last nights of the training program. This allowed us to measure the change in teacher perceptions as a result of the inservice.

Figure 2 summarizes the teachers' ratings of the competencies before they had received the inservice training. The teachers rated the competency statements as quite valuable. The average competency rating for value was