#5 Power, prestige and pedagogic identity: A tale of two programs.

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Authors

James O'Meara, University of Ballarat, Australia

Doune MacDonald, University of Queensland, Australia

Abstract

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ABSTRACT: Worldwide there has been a range of initiatives in the area of standards for teachers as part of a discourse of professionalism. In Australia there are a plethora of standards: state and territory frameworks, generic and subject-specific, systemic and cross-systemic, for pre-service, beginning and experienced teachers. Little has been written as to how teacher education programs are responding to the standards agenda. This paper positions standards as integral to the recontextualizing field (Bernstein, 2000) for teacher educators and their programs. Using Bernsteinian concepts of fields, identities and framing, we compare the responses of two physical education teacher education programs to their state's standards imperatives. The authors conclude that the academic orientation of the university, together with the framing of the standards, affect- the degree of programmatic change it will undertake in response to the changes in teacher certification standards.

It was the best of times, it was the worst of times, it was the age of wisdom, it was the age of foolishness ...we were all going direct to Heaven; we were all going direct the other way (Dickens 1997, p.1).

In this classic Dickens' novel the opening words divide the action between two locations. They have been chosen here to perform a similar task of distinguishing between physical education teacher education reform at The University of Queensland and the University of Ballarat. In doing so, the intention is not only to draw comparisons, but also to reveal some hidden parallels of the personal and political dilemmas of the program co-ordinators. The action in this story, while not on the scale of Dickens' French Revolution, does nevertheless deal with institutional 'revolutions' as they respond to the recent 'state-initiated' emphases on professional teaching standards in the certification of pre-service teachers (see, for example, Australian College of Educators, 2001a, 2001b; Australian Council of Deans of Education, 1998; Brock, 2000; Ingvarson, 2002).

Worldwide there has been a steady increase in the development of councils (e.g. Scotland, 1965; England, 1998; New Zealand, 2001), colleges (e.g. Canada, 1996), and national boards (e.g. United States, 1987) charged with the responsibility of promoting professionalism within teaching .In the United States, concerns have been raised about the proliferation of teaching standards (Darling-Hammond, 2001) developed by groups such as the Interstate New Teacher Assessment and Support Consortium (INTASC), the National Board for Professional Teaching Standards (NBPTS), and the National Council for Accreditation of Teacher Education (NCATE). Similarly within Australia, while the Australian College of Educators promotes itself as the 'voice for the profession' (Australian College of Educators,

2003), a scan of the individual states/territories reveals several other groups competing for the title of 'the voice' (for example, the Victorian Institute of Teaching; Queensland Board of Teacher Registration; Tasmanian Teacher Registration Board; and the Teacher's Registration Board of South Australia) (Anstey and Manitzky, 2003). If you then add the 'voices' of the Australian Council of Deans (1998) along with the professional associations such as the Australian Council for Health, Physical Education and Recreation (ACHPER-Victorian Branch, 2001) a 'certification cacophony' is the result, presenting a real challenge for teacher educators who are preparing teachers for local, interstate and international teaching positions. While within Australia a great deal has been written on the standards debate (Brennan, 2000; Higher Education Council, 1989; Higher Education Council, 1996; Ingvarson, 2002), little has been written on how teacher educators are responding (see Lovat, 1999). Teacher educators are located at an important intersection here. They have a responsibility, if not accountability, to work with the standards, translating what standards mean into pedagogic action within the tertiary context. They do so alongside several other contextual (e.g. employers' demands) and institutional (e.g. program structures; course objectives; staffing profiles) considerations.

This paper documents the efforts of two teacher educators who have accepted responsibility for translating the official discourse of teacher standards into a pedagogic discourse for use in their respective institutions. Bernstein's (2000) concepts of 'recontextualization', 'framing' and 'identities' provide a framework to discuss the contextual, personal and political influences on teacher education programs responding to the standards driven reform agenda. The 'tales of two programs' highlight how the pedagogic responses varied as a reflection of the different programmatic contexts. In the final section, we conclude that the academic

orientation of the university affects the degree of programmatic change it will undertake in response to the changes in teacher certification standards as well as the authority invested in the standards frameworks.

Theoretical Framework

The work of Bernstein, (2000) is useful in providing a theoretical framework through which to understand message systems, control measures, and institutional identities (see Singh, 2002) related to the reception and implementation of standards for teaching. Within the context of this paper, the concepts of recontextualization, framing and pedagogic identities will be used to provide a focus for the discussion and conclusions.

Recontextualization

A recontextualizing principle describes the pedagogizing of knowledge (Bernstein, 1996). This process involves the selective relocation and refocusing of policy documents that represent the official knowledge of the State. These processes take place on recontextualizing fields. Within the Bernstein model, there are two significant fields associated with the recontextualizing process. The Official Recontextualizing Field (ORF) is the space where the official knowledge of the State and its selected ministries and agencies are sited. The Pedagogic Recontextualizing Field (PRF) is the site where the selection of the 'what' and the 'how' of the instructional process occurs. In the context of tertiary education, Kirk and Macdonald (2001) consider the PRF to be the enactment of the teacher education programs in pedagogical spaces such as lecture rooms, laboratories, and practicum sites, where

agents such as teacher educators relocate the knowledge from the ORF to fit the contexts of their university programs. In doing so they produce a contextualized pedagogic discourse. Bernstein (1996) argues this field is both a site of autonomy and of struggle given that the pedagogic discourse can be produced both independently from and as a result of influences from the ORF. Currently, the state is attempting to weaken the PRF by extending the influences of the ORF through a process Bernstein refers to as framing (Bernstein, 2000)

Framing

Framing provides groups on the PRF with a form for realizing a discourse. It represents a form of 'internal logic' for pedagogic practice (Bernstein, 2000). Framing is an exercise in control over the:

1. selection of the knowledge.
2. sequencing of the knowledge to be acquired.
3. rate the knowledge is to be acquired.
4. criteria that determines if the knowledge has been acquired.
5. control over the group which makes transmission of the message possible

(Bernstein, 2000, p. 13)

Framing aims to regulate and legitimize the forms of communication between the ORF and PRF. It is a principle that describes how a message is acquired and thus regulates the rules of social and discursive order. The rules of social order relate to the hierarchical relations between groups involved with the transmission and acquisition of pedagogic messages as well as expectations about conduct, character and manner. Once universities take possession of the message they will use it in varying degrees to

define the 'what' and the 'how' of the instructional process. The levels of recontextualization that occur on the PRF will be a reflection of an institution's pedagogic identity.

When framing is strong, the ORF has a strong control over the type and mode of communication that is taking place. When the framing is weak, the PRF has more 'apparent' (Bernstein's emphasis, 2000, p.13) control over the message. Within any discourse there can be both strong and weak framed aspects, such as strong sequencing but weak selection of the message.

Pedagogic identities are the product of an institution's bias and focus. They will influence institutional activity on the PRF which will in turn either reinforce or contest the framed messages from the ORF. The institutional pedagogic identity represents the approach a teacher education program adopts during reforms designed to engage certain priorities or foci of the State produced on the ORF. Three of Bernstein's pedagogic identities will be used in the paper to describe institutional approaches to reform:

1. Retrospective
2. Prospective
3. Decentered Market

A program that aims to perpetuate a grand past narrative into the future aims to construct a *retrospective* pedagogic identity of the institution or program (Bernstein, 2000). Such a program chooses not to respond to present changes, at the expense of their pre-service teachers career needs. This is achieved by maintaining tight

institutional control over the selection of the contents of its teacher education curricula.

Conversely, a program that recontextualizes past narratives to respond to present needs, aims to produce a neo-conservative, *prospective* pedagogic identity. The choice to respond to these changes is driven by a desire to foreground the future career needs of teachers through the selective recontextualizing of past features. This is achieved by allowing the State to dictate both the inputs and outputs of the teacher education curricula in order to produce teachers who are considered by others to be valuable.

In a program that has a *de-centred market* pedagogic identity, the focus is on designing learning experiences that are responsive to the career needs of the current employment market. The levels of institutional responsiveness are linked to their status. Elite universities, which have well-established researcher programs, are able to maintain their power and position with little or no change to their existing discourses and structures. Consequently any change that occurs in these institutions is usually guided by internal discourses.

Conversely, in non-elite universities, which Bernstein argues are not as well positioned to attract the high profile staff and maintain research programs, there is a greater need to respond to changes occurring in the external markets. In these institutions, there is a greater pressure to respond to the needs of the 'market' in order to maintain its status with schools and other employment institutions within the community

As teacher educators there is a need to decide how to engage with policy discourses when preparing teachers to work in school systems that recognize teaching standards. Bernstein (2000) suggests that the status of the institution will affect the degree of autonomy it can exercise (and thereby its capacity to frame message systems), a point to be discussed in more detail in the final section of the paper. This brief outline of the relevant aspects of Bernstein's model serves to act as a heuristic to assist the reader and us to frame our thinking. More detailed discussions on this model in a physical education context can be found in Kirk and Macdonald (2001), Glasby (2000), and O'Meara and Swan, 2002

Constructing a pedagogic identity for graduating physical educators at the University of Ballarat

The Victorian Context

The University of Ballarat was originally established in 1870 as the Ballarat School of Mines, making it the third oldest tertiary institution in Australia. Teacher education courses were initially conducted at the Ballarat Teacher's College, before moving to Ballarat College of Advanced Education, which later became Ballarat University College. Finally, in 1994, it was renamed the University of Ballarat. Its recent achievement of university status has meant that the research program is still in its infancy. A recent survey (The Age, 2001) rated the university's research performance at the bottom end of the scale, awarding one star out of a possible five. On the other hand, the teacher education program's heavy emphasis on teaching and management skills has earned Ballarat a reputation amongst principals for producing high quality physical education teachers who thrive in their teaching positions. The

absence of active researchers and the abundance of school-wise practitioners on staff have actively shaped the identity and priorities of the physical education teacher education department program. Outside the university, recent developments concerning the establishment of teacher standards and a compulsory registration process has prompted a redefining of 'quality teaching' for both the teacher educators and the principals of the schools employing the graduates. From 2003, by law, all those teaching in Victorian primary, secondary and special education schools must be registered with the Victorian Institute of Teaching before being offered a teaching position in a school (Maslen, 2003). This act of parliament has required teacher education programs to examine their courses in order to ensure their graduates possess the skill, knowledge and dispositions to enable them to qualify for registration and employment in Victorian schools. To assist with this task, schools and teacher education institutions have been provided with the 'Dimensions of Teaching' (The Standards Council of the Teaching Profession, 1999) that represents the State's framework for certification and professional growth. It is designed around five generic dimensions:

Dimension 1: Professional responsibilities

Dimension 2: Content of teaching and learning

Dimension 3: Teaching practice

Dimension 4: Assessment and reporting of student learning

Dimension 5: Interaction with the school and broader community

These 'Dimensions', while currently under review, describe what it is expected teachers will aspire to at different developmental levels during their career. In the Victorian Department of Education, and Training, these levels are Beginning Teacher, Experienced Teacher, Leading Teacher Level 2 and Leading Teacher Level 3.

In addition to the 'Five Dimensions' another initiative of the Standards Council of the Teaching Profession (SCTP), the predecessor to the VIT, was to promote amongst teachers the use of Teaching Portfolios to:

- apply for a position or promotion
- support a school appraisal process
- provide information to the principal for annual review
- use in undertaking further studies towards an education degree/diploma/certificate
- assist reflective practice, professional renewal and identification of career

and professional development goals.

(Standards Council of the Teaching Profession, 1997)

The introduction of these two initiatives meant that the program had to change if it was to maintain its competitive edge with the principals in schools that were seeking registered graduates who could display evidence of certification outcomes achieved during their practicum and coursework.

Constructing an identity at the University of Ballarat

The first author's appointment at the University in 2001 was timely as it coincided with many of the changes discussed in the previous section. Within six months of the appointment there was a need to redefine the program for the new group of undergraduates commencing in 2002. In the end most of the decisions that were made related back to one key question: How much of an influence were the Dimensions of Teaching going to have on the program? When reviewing the program documents was surprised to find that most of the curricula and practicum requirements had remained unchanged from when I been a student in the course during the mid eighties. Further investigation revealed that little could be changed with regard to the course structure, as it had been approved by the State. However, in relation to the practicum; the only expectation was that an undergraduate must spend 80 days in schools. Consequently, the first author's reform effort centred on the practicum. The initial changes have been informed by research-based physical education teacher education program designs (Capel, 2002; Knudson & Morrison 2002; Mawer, 1995; Randall, 1992). The 'thematizing' of the three practicum experiences has enabled the best practices of these research models to be accommodated within the constraints of the 80-days of school-based practicum. What this meant in practice was that each of the teaching practica were linked to a theme:

Year 2: Management

Year 3: Planning for Learning

Year 4: Maximizing Learning.

To assist both mentors and pre-service teachers with sequencing their skill development, weekly reports focus on different aspect of their teaching. Mentors are provided with a list of characteristics that would highlight skilful performance in an aspect of teaching e.g. classroom management. Pre-service teachers also use this list to create personal developmental goals for the week. It should be noted that the skill sequence is not an attempt to define a generic development sequence for all pre-service teachers. It aims to provide them with weekly challenges as well as prompt mentors to report on a wide variety of teaching skills.

After the research-based framework had been established, the State –required Dimensions of Teaching were introduced as a second layer of integration:

Year 2: Management (*Dimension 3:Teaching Practice*)

Year 3: Planning for Learning (*Dimension 1:Profesional Responsibilities &*

Dimension 2: Knowledge of teaching and Learning)

Year 4: Maximizing Learning (*Dimension 4- Assessment and reporting &*

Interacting with the school and Community)

While the concept of the Dimensions were integrated into the program unquestioned, the University of Ballarat’s ‘Dimensions of Teaching’ represents a condensed version of the ‘official dimensions’. The limited number of days in schools along with the perceived inappropriateness of some of the indicators within the Dimensions motivated the author to ‘recontextualize’ some them to better suit the program and the needs of the pre-service teachers.

The final phase of reform involved the introduction of teaching portfolios. This involved requiring the pre-service teacher to develop a Professional Teaching Portfolio. The portfolio was built around the Dimensions of Teaching and replaces the 'Notes of Schools Experience' that required students to record the lessons they taught and school resources they collected. In the new program, pre-service teachers use this folio to collate evidence of achieving teacher standards while on practicum. To assist them with decisions about what to include in their folio, the pre-service teachers were given a list of possible artefacts that would be suitable for inclusion.

Finally, a conscious effort was made to align the folio with the Dimensions for beginning teachers to provide the pre-service teachers with a resource that can be used to find employment in schools. Unlike Queensland, where interested graduates are initially allocated a school by EQ, Victorian graduates are free to apply for any position advertised. Within this competitive environment, the quality of the folio has in the past been a determining factor in appointing a staff member from a group of equally qualified candidates.

The program reform at the University of Ballarat reflects both its institutional past and the future of teaching. The new program- still maintains its strong emphasis on preparing teachers for schools across Victoria. As part of this commitment to schools, the reform also strongly reflects the recent changes relating to registration and employment requirements. The integration of the 'Dimensions of Teaching' and 'Teaching Portfolios' has been both necessary and beneficial, as it has resulted in a definition of 'quality teaching' that extends well beyond classroom management and teaching skills. While a great deal has been achieved, even more work remains. Future

reform efforts will involve major restructuring of the units in 2005 during the next course review. Until then the focus will remain on the practicum.

Constructing a pedagogic identity for graduating physical educators at the University of Queensland

The focus of this section shifts to a second case of health and physical education teacher education at UQ. This institution was established as a university in 1909, and within it, the School of Human Movement Studies (previously known as Physical Education) was recognised as an academic department in 1941. The four year degree in Health and Physical Education teaching has been offered since 1974. This program is now in the process of considering a minimalist response to the somewhat crowded ORF.

Recontextualising Field in Queensland

Queensland has a long established Board of Teacher Registration (BTR) with two major functions; the registration of all teachers in Queensland and "to confer and collaborate with teacher employing authorities, teacher education institutions, the teaching profession, teacher organisations and the general community in relation to standards of courses of teacher education" (Board of Teacher Registration, 2002, p. 1). With this mandate the BTR has articulated Professional Standards for Graduates (outputs) as well as teacher education Program Guidelines (inputs).

The five Professional Standards require that graduates of teacher education programs:

- * possess and be able to apply disciplinary knowledge

- * possess and be able to apply a range of literacies relevant to their professional role
- * exhibit the skills to create supportive and intellectually challenging learning environments to engage all learners
- * understand and participate in relationships that characterise ethical professional practice within and beyond learning communities
- * be committed to reflective practice and ongoing professional renewal (BTR, 2002, pp. 6 - 7).

In conjunction with these, the BTR stipulates the characteristics of higher education institutions (e.g. appropriate teaching staff qualifications, research based), program design (e.g. professional studies in education, discipline studies, embedded professional experiences with a minimum of 80 days in schools) in their Program Guidelines (e.g. Anstey & Manitzky, 2003). Teacher education programs such as the Bachelor of Applied Science (Human Movement Studies - Education) (HMS-Ed) are required to submit annual updates for continuing program acceptance and every eight years have a fuller consultation and negotiation process with the BTR to remain an "accredited" provider of teacher education and for graduates to receive provisional registration through the BTR. In 2003 HMS-Ed underwent this "Phase 2" accreditation review and received a positive endorsement from the BTR.

Against this backdrop, Education Queensland (EQ), the largest employing group for HMS-Ed graduates, undertakes interviews with the majority of graduates and ranks their suitability for teaching in EQ schools against four selection criteria that are, in brief:

- * apply appropriate knowledge in order to plan and prepare learning and teaching programs in nominated areas which meet the diverse needs and learning styles of students and are consistent with syllabi, policies and educational trends
- * knowledge of, and the ability to implement, effective and inclusive learning and teaching processes, including the use of learning technology and assessment, to establish a challenging learning environment
- * ability to communicate effectively with students, and the ability to plan and apply appropriate behaviour management strategies
- * an understanding of the need to work collaboratively with school staff and members of the wider community (EQ, 2001).

Students receive a "suitability rating" with an S1 rating giving them optimal opportunity for employment in EQ schools.

While these EQ selection criteria are sympathetic with the BTR's Professional Standards for Graduates, there are sufficient differences to raise tensions in program emphases. Further, there are tensions with respect to the primacy of the messages and for whom. While the BTR Guidelines are fundamental to the teacher education program's certification and thereby at the forefront of program planning and assessment, the teacher education graduates and the "reputation" of the program rests with the success of students successfully meeting EQ's selection criteria.

In addition, EQ has piloted a set of generic Professional Standards for Teachers (PST). The twelve standards range from classroom based practices (e.g. Construct intellectually challenging learning experiences; Create safe and supportive

learning environments) through to broader aspects of teachers' work (e.g. Build relationship with the wider community). In a 2002 pilot of the PST, 220 teachers were unanimous in their support of the standards, regardless of their specialisation, and the standards potential to provide a focus for professional dialogue and development (Mayer, Mitchell, Macdonald, & Land, 2002). It is unclear at this stage what bearing the PST will have on teacher education programs although a recommendation from the evaluators (Mayer et al., 2002) suggests that there should be consideration given to the PST articulating with teacher education programs.

Closer to home, The University of Queensland also requires all its graduates to possess a number of Graduate Attributes that, in turn, should be embedded across all programs of study. These attributes, while broader than the standards and guidelines abovementioned (e.g. Independence and creativity; In-depth knowledge of the field; Critical judgement; Effective communication) play a significant role in the University's own teaching and learning practices and accountability mechanisms. What follows is an account of how the teacher education staff within the HMS-Ed program sought to work with:

- the BTR's Program Guidelines
- the BTR's Professional Standards for Graduates
- EQ's Selection Criteria, and
- EQ's Professional Standards for Teaching

on the ORF, as well as features of the PRF that are located within the auspices of UQ such as:

- UQ's generic Graduate Attributes, and

- the HMS-Ed program objectives, criteria and standards.

In saying this, the second author, as the HMS- Ed program co-ordinator, is indicating the construction of an institutional identity that has accepted engagement with the standards' discourses.

UQ response to the ORF

Since the early 1970s the HMS-Ed program at UQ has been embedded within a multi-disciplinary four year degree. The program maintains approximately 40 HMS-Ed students in each of its third and fourth years. Four and a half staff (from associate lecturers to professor) teach specifically into the professional program with one associate lecturer taking responsibility for practicum placements and management as well as undertaking a heavy tutoring role. The School of Human Movement Studies and its staff are appraised upon its success in teaching, research and service, with research being a pivotal focus in promotion and recognition systems given the university's research-intensive status. Thus, alongside the proliferation of standards on the ORF, are federal funding formulae that directly shape the nature of work at UQ.

Having graduated from the HMS-Ed program in the late 1970s, taught into it for 13 years and coordinated it since 1999, the second author has a strong investment in the program. Key pedagogical research projects that have shaped the program include:

- an action research project to introduce more socially critical pedagogies into the program (e.g. Macdonald & Brooker, 1999)

-a collaborative project with colleagues, teachers, and students to identify a matrix of criteria and standards that shape the professional program, allowing teacher education students to chart their progress towards pupil-centered professional practices. These criteria are:

- Using and developing professional knowledge and values
- Planning for optimal learning
- Facilitating the learning process
- Communicating, interacting and working with students
- Reflecting, evaluating and planning for continuous improvement (Macdonald, Abernethy & Bramich, 1998)

In its current form, the program's evaluation "results" on institutional program and teaching quality surveys are well above the UQ mean and the majority of students receive S1 ratings from EQ.

The second author's strong investment in the PRF was one factor in the HMS-Ed institutional identity reflecting, to some extent, a prospective position. The HMS-Ed team, two of whom were "early career" in an academic context, had a clear institutional message to focus upon securing research funding, enrolling postgraduate students, and publishing in academic journals. Another colleague at the professorial level felt strongly that the program should be contemporary and socially critical in ways not bound by "bureaucratic" or official provisos, a position similarly articulated by Blackmore (2002). A meeting was called for the abovementioned staff, as well as our practicum co-ordinator, to consider if and how the HMS-Ed program would

change in order to more fully respond to the proliferation of standards and guidelines.

In preparation for this meeting, the second author prepared a grid to map the criteria (and practices) of the HMS-Ed program against EQ's PST, EQ's Employment Criteria, BTR's Program Guidelines, and the BTR's Professional Standards for Graduates. This exercise revealed that there were some occasional disjunctions between the HMS(Ed) program, the BTR's Program Guidelines and EQ's PST. For example, it was judged that the HMS(Ed) program placed a lesser emphasis on the teaching of literacy and numeracy than was suggested in these documents. Nevertheless, at the staff meeting dedicated to specifically addressing program weaknesses identified through the mapping exercise, all the staff agreed to adopt a minimalist approach. In practice this has involved largely retaining the programs' structure and content but supplementing areas of content where weaknesses were identified. The contrasting responses from UQ and UB shall now be addressed in the following discussion.

Discussion

On the surface the responses of the institutions are as different as their locations. UB has chosen to adopt the 'Dimensions of Teaching' without question, while UQ has mapped itself against the various standards discourses and adopted a minimalist response. However if we look a little deeper we can see that although the responses differ, both have chosen to refocus the respective standards discourse to fit within their existing program and practicum structures suggesting the power of their institutional contexts.

Framing

Bernstein's (2000) concept of framing provides a useful lens to examine the 'internal logic' of the pedagogic practices at the two institutions as it allows educators to identify an institution's attempts to regulate their pedagogic discourses. In both instances the staff chose to exercise some control over the way the standards discourse would inform their pedagogic practices. In the case of Ballarat, their response related to the restructuring of the practicum experience, while at UQ, the framing was most significant in negotiations with the BTR in their Phase 2 review. When framing is strong, the transmitter has a control over the type and mode of communication that is taking place (Bernstein, 2000). In both instances the institutions have chosen to maintain a high level of control over the types of messages being passed onto their students.

Although there was no questioning or critiquing at the University of Ballarat, the current practicum program represents a streamlined version of the required knowledge outlined in the 'Dimensions of Teaching'. This was necessary due to the limitations of the practicum time frame and a lack of opportunity for pre-service

teachers to achieve some of the criteria e.g. working in teams with colleagues and parent to build a share vision for the school.

Similar level of explicitness can also be found in the practicum material at Ballarat. During each practicum experience, the pre- service teachers are directed by a ‘theme’ that dictates the types of skill and knowledge that are to be emphasized. The structure of their weekly reports provides mentors and pre-service teachers with a clear set of expectations for the week. The same levels of explicitness extend to the teaching portfolios where artefacts lists outline the type of evidence the pre-service teachers should be collecting.

When framing is strong there is a definite hierarchy between the ORF and the PFR, At the University of Ballarat, the high presence of the Dimensions of Teaching throughout the students’ development agenda made it clear that the actions of the program director were being heavily influenced by the VIT. The alignment of the weekly practicum challenges to the ‘Dimensions of teaching’ is a clear example of a program director trying to make the cohort more receptive to this set of standards, hopefully smoothing their transition from pre-service to in-service teachers.

Additional evidence of framing activity on the ORF at Ballarat included the outlining of an expected sequence and rate of knowledge acquisition. The yearly ‘themes’ aimed to help the pre-service teacher with reducing the collection of artifacts to an achievable task. Further framing was evident in the ‘list of possible artifacts’ that was given to pre-service to use as a guide when deciding whether or not they had met the standards within a ‘Dimension’.

For UQ, a high level of influence/autonomy on the PRF was evident in the BTR's Phase 2 review process that, in turn, allowed the program to maintain a high degree of control over its directions. The HMS-Ed program presented itself in the Phase 2 review as a research-oriented staff, aware of the contemporary accountability discourses, working with a very academically-able student cohort, and achieving high student and employer satisfaction scores from external measures. In the Phase 2 review meeting with the BTR, UQ nominated the date, negotiated the visit schedule, selected the tabled documentation, and led the discussion. In retrospect, much of the evidence of the program's quality lay with markers of 'elite' university status (e.g. research grants, academic publications, knowledge of contemporary educational issues) that focus on staff 'productivity' rather than student output.

The BTR deliberately constructed the Phase 2 process to relinquish some control to the teacher education providers. UQ staff framed the negotiation process within the auspices of the BTR's inputs and outputs for program providers and their graduates. A corollary of this process, is that teacher education programs in Queensland need to have a strongly framed program for students in order that they can map and measure how the students are meeting the demands of both the ORF and/or employers.

The strength of the framing occurring on the PRF has made it easy for the students to identify the official pedagogic practices in both settings, and as a result there is little variation in the experiences of graduates. Having said that, it should be made clear that neither institution aims to produce an annual cohort of clones, instead both programs are aiming to provide their undergraduates with a common

understanding of what it means to be a 'legitimate' health and physical educator in their state.

Pedagogic Identities

As previously discussed, Bernstein (2000) talks about elite and non-elite universities as a way of understanding identity, control and resistance. Elite universities, he argues, have the ability to maintain their position in the market by attracting academics who represent strong currency in the local market. Having this capacity assists these institutions to maintain their power and position in society with only minor changes to their discourse or organization. As a result, their pedagogic identity is constructed out of an organization of 'institutionalised' knowledge and practice. We would argue that UQ staff were confident that their institutional status enabled them to selectively respond to the standards discourses on the ORF espousing a position Blackmore (2002) referred to as a 'critical professionalism'. It should be noted that this position was taken in a context of multiple standards discourses that each had an impact at different 'pressure points' within the delivery of teacher education. In the sense that the UQ response involved somewhat subtle changes across a range of practices would suggest it took up aspects of a retrospective identity.

Yet, we would argue that elitist, retrospective identities are untenable in the current climate of accountability, accreditation and competition.

Despite these examples of resistance to the ORF at UQ, some of the responses also reflect aspects of a de-centred market pedagogic identity. Within the context of an 'elite' university such as UQ, Bernstein (2000, pp. 69-70) suggests they have:

less need to change their discourse or its organisation to maintain their power and position. This does not mean that such universities will not change their discursive organisation in the light of new technological knowledge and market potential, only that the organisational structure will still be essentially retrospective.

Accordingly, at UQ feedback from employers (e.g. EQ and independent schools) as well as the students and recent graduates, is considered as important in the assessment of the quality of the program. Within an essentially stable organisational structure, UQ constantly seeks to respond to feedback to refine the program, perhaps listening to the market more so than standards regimes.

In the case of non-research intensive universities who have neither the symbolic or economic resources to attract the scholars, their power and position within society is not so assured (Bernstein, 2000). At these types of institutions, change is commonplace as teacher education programs remodel their discourses and organizations in response to the current State initiatives. Unlike the 'elite' institutions,

the pedagogic identity here is more a reflection of what is being projected onto the university rather than what has been institutionalised within the university:

In these non-elite institutions the unit of discourse is likely to be a unit which with other units can create varying packages according to the contingencies of the local market. As these market contingencies change, or are expected to change, the new permutations of units can be constructed. Here the identity of the staff and students are likely to be formed less through mechanisms of introjection [internally constructed] but far more through mechanisms of projection. That is the identity is a reflection of external contingencies.

(Bernstein, 2000, p. 70)

Given its regional context and low research profile, we consider UB to be a non-elite university. Looking back on the story of UB, much of the reform work completed mirrors the actions of this type of institution. At no stage were the discourses embedded within the 'Dimensions of Teaching' questioned or critiqued. Instead, there was a high motivation to embrace the externally imposed changes to ensure that the teachers graduating from the course had achieved the necessary outcomes to satisfy interview panels, when seeking employment in schools. The structure had been modified to incorporate the 'Teaching Dimensions'. Some of the time traditionally used for teaching practice had been set-aside for pre-service teachers to collect 'evidence' for their professional teaching portfolio. Within 18 months, there was little evidence of the institutionalized program that had been

developed during the twenty-seven year tenure of the previous program coordinator. All that remained was a program ready to respond to the next externally imposed change.

Despite telling a very different tale from UQ, UB also reflects aspects of a de-centred market pedagogic identity. Its willingness to replace its locally created knowledge with 'Dimensions of Teaching' that have been constructed outside the university typifies the actions of a non-elite institution seeking to create a de-centred market pedagogic identity. Bernstein (2000) suggests that the resources available to institutions will influence the construction of this identity. In this instance the differing approaches taken by the two institutions are exemplary of what Bernstein (2000) refers to as the stratification of identities and knowledge. The institutional context at the 'non-elite' Ballarat institution, characterized by teacher educators, clearly distinguishes its identity from the 'elite' research-driven UQ. As a result, the knowledge that is now being promoted during the Ballarat practicum is prospective (future orientated) and more closely reflects the employer's demands. What these institutions must ultimately share is accountability to the inputs and/or outputs that dominate the teacher registration processes.

After examining the two stories it is clear that a shared identity does not equate to shared views on knowledge and resistance. The stories show that status of the university will affect the degree to which it draws on its institutionalized or retrospective knowledge during periods of reform. Similarly, institutional status will affect the degree to which courses appropriate any externally imposed. Finally, the stories have highlighted the key role resources play in shaping these identities along with the subsequent organizational discursive structures of an institution.

Conclusion

Beyer (2002, p. 314) writes:

The alleged standards – performance – dispositions – learning nexus that is central to SBTE (standards based teacher education) assumes, as previous reforms have, that there exists a system for teaching and preparing to teach that will guarantee results.

Beyer's (2002) critique behooves all teacher educators to critically appraise teacher standards and the extent to which they limit or facilitate 'professional' pedagogic practices and programs. This advice seems timely, considering the current push for a national framework for teaching standards to act as an umbrella over the state's and territories' current initiatives. However, given this momentum from the Commonwealth Department of Education, Science and Training through the taskforce on Teacher Quality and Educational Leadership, questions of how teacher education programs can best work with a standards agenda become more pressing. The challenge exists for teacher educators to examine the SBTE material and transform it into a learning program that is suitable for their individual settings.

As teacher educators we are in a position to take possession of the 'official' standards and transform them into a discourse we can use to benefit teacher education graduates. This requires us to become actively involved in a recontextualization process that would see us delocate the 'official' standards discourse by positioning it alongside our existing institutional discourses. By relocating the discourse we place

ourselves in a position to selectively appropriate the aspects of the discourse that both complements our institution's identities and reflects a consideration of its resources.

This grasping of an opportunity to create a teacher education discourse that has 'not yet been voiced' would enable institutions to create contemporary and relevant programs attractive to all the stakeholders in teacher education.

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