1 RESEARCH ARTICLE

TITLE: BEGINNING TEACHER STANDARDS FOR PHYSICAL EDUCATION: PROMOTING A DEMOCRATIC IDEAL? **Authors**: Ní Chróinín, D.¹, Tormey, R.², O' Sullivan, M.³ ¹Department of Arts Education and Physical Education, Mary Immaculate College. Limerick, Ireland. Deirdre.NiChroinin@mic.ul.ie ²Department of Education and Professional Studies, University of Limerick, Limerick, Ireland. Roland. Tormey@ul.ie ³Dean of Faculty of Education and Health Sciences, University of Limerick, Limerick, Ireland. Mary.O'Sullivan@ul.ie **Corresponding Author:** Dr Déirdre Ní Chróinín Arts Education and Physical Education Mary Immaculate College University of Limerick South Circular Road Limerick Tel: 353-61-204553 Fax: 353-61-313632 E-mail: Deirdre.NiChroinin@mic.ul.ie

Abstract

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The framing of teaching standards within restrictive managerial or collaborative democratic ideologies impacts significantly on initial teacher education. Semi-structured interviews were used to explore teacher educators' (n=13) perspectives on beginning teacher standards for physical education teacher education in Ireland. Teacher educators favoured a standards-based approach to support consensus within the profession and clear expectations for beginning teachers. They suggested that provision of quality assurance through increased accountability and regulation could enhance the status of the profession based on a democratic ideology of teacher professionalism. The potential of standards to foreground a particular ideology of teacher professionalism is discussed.

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Research Highlights

- 46 These beginning teacher standards for physical education are unique as they have been
- 47 developed from within the profession
- 48 Teacher educators are supportive of adoption of a standards-based approach
- 49 Standards will support consensus and set clear expectations for beginning teachers
- 50 Standards will support quality assurance and accountability
- 51 Standards will support a democratic ideology of teacher professionalism

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Key words: physical education; teaching standards; teacher; professional; accountability

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1. Introduction

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Teacher quality is an essential component of an effective education system both internationally (Darling-Hammond & Bransford, 2005) and in Ireland (Coolahan, 2007a). The expectation that initial teacher education can impact on teacher quality has made it a focus of reform (Biesta, 2004; McKinsey & Company, 2007). There is widespread consensus both internationally (Cochran-Smith, 2004a; Darling-Hammond & Bransford, 2005), and in Ireland (Coolahan, 2007a, 2007b) on the need for initial teacher education, including Physical Education Teacher Education (PETE) (Collier, 2006), to demonstrate its contribution to teacher development. A standards-based model has been adopted in initial teacher education in many parts of the world, including Europe, Australia and the USA, to support accountability and quality assurance (Ingvarson, 1998; Sachs, 2005; Wise & Leibbrand, 2000; Yinger & Hendricks-Lee, 2000). Since the early 1990's, Ministries of Education, Teaching Councils and Quality Assurance Authorities, such as Teaching Australia (Teaching Australia, 2009), the Training and Development Agency in the UK (Training and Development Agency for Schools, 2008) and the National Council for the Accreditation of Teacher Education (NCATE) in the USA, have led standards-based reform. Teachers and teacher educators have collaborated in the development of content and assessment standards for schools as well as teaching standards (Yinger & Hendricks-Lee, 2000). Standards are typically developed at policy level and teacher educators are required to accommodate them in their programmes. In Ireland, the initiation of mandatory accreditation of all teacher education programmes in 2009 (The Teaching Council, 2009a, 2009b) represents a significant shift towards increased regulation of initial teacher education (Harford, 2010). A group of physical education teacher educators, aware of this regulatory shift in Ireland, have developed a set of Beginning Teacher Standards for Physical Education (BTSfPE) which

detail what beginning teachers should know and be able to do in a physical education context (Appendix 1) at the post-primary (secondary) level. Currently these standards are voluntarily adhered to by the respective PETE programmes but are outside the formal accreditation process.

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There is much debate in the educational literature on the merits of a standards-based approach to teacher education and the implications for the teaching profession (Bates, 2007; Delandshere & Arens, 2001; Delandshere & Petrosky, 2004; Ingvarson, 1998, 2002, Newby, 2007). It has been suggested that the adoption of a standards-based model and the approach taken to teaching standards impacts on the version of teacher professionalism that emerges. Two distinct competing ideologies are evident within educational discourses at present reflecting a managerial or democratic ideology of teacher professionalism (Sachs, 2001). Though Sachs (2001) recognsies that these ideologies are not entirely oppositional, distinctions between these two ideologies can be usefully made through comparision. A managerial ideology is reflected by a regulation-driven, top-down policy implementation and associated discourses of efficiency, performance, compliance and accountability. In contrast, a democratic ideology is grounded in collaboration and involvement of teachers in all aspects of their professional practice with an emphasis on democratic values such as equality and social justice. A democratic ideology is preferable for those within the profession: 'Teacher professional standards when developed by the profession will be owned, agreed upon and enacted' (Sachs, 2005: 7).

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This paper explores teacher educators' perspectives on the purposes, benefits and drawbacks of adopting a subject-specific standards-based approach in PETE in Ireland. It is anticipated

that the BTSfPE have the potential to impact significantly on PETE policy and practice and on the physical education profession resulting in a discourse of teacher professionalism that may reflect and promote one of the afore mentioned ideologies. In recognition of the potential impact of teacher educators' conceptions and understandings of teaching standards and how they fulfil their role within the education system (Delandshere & Arens, 2001), this paper contributes to understanding the implications of adopting a subject-specific standards-based approach in PETE in Ireland.

2. Standards-based initial teacher education

At a policy level, teaching standards reflect goals and outcomes on key aspects of professional learning and are used as the basis for professional accreditation of programmes in the licensing of individual teachers, and as a basis for revising teacher education programmes (Conway, Murphy, Rath, & Hall, 2009; Darling- Hammond, 2001; Ingvarson, 2002). Beginning teacher standards may also have the potential to provide system-wide support for early and continuing professional development (Furlong, et al., 2000). Standards for advanced teaching are used for the appraisal and promotion of teachers (Ingvarson, 1998, 2002; Teaching Australia, 2007, 2009). Connections between quality assurance, accountability, and autonomy of educators are at the heart of the debate around standards-based reform. These issues are central as the approach taken to addressing these issues can have a significant impact on teacher education and the teaching profession (Cochran-Smith, 2001a; Darling-Hammond, 2004; Darling-Hammond & Bransford, 2005; Furlong, Barton, Miles, Whiting, & Whitty, 2000; Ingvarson, 2002; Ingvarson, Beavis, & Kleinhenz, 2007; Kårhus, 2010; Ohanian, 1999; Thiessen, 2000; Yinger & Hendricks-Lee, 2000).

2.1 Benefits and Drawbacks of Standards-based approaches

Supporters of a standards-based approach propose that teaching standards have the potential to act as a rallying point for the profession, providing a mechanism by which the teaching profession can define itself (Darling-Hammond & Bransford, 2005; Ingvarson, 2002; Yinger & Hendricks-Lee, 2000). Teaching Australia (2009) noted that standards:

...set out what members of a profession know and are able to do. They provide a basis for members of a profession to think about their practice and for the public to feel confident in what the profession offers (Teaching Australia, website).

It is suggested by some (Darling-Hammond & Bransford, 2005; Yinger & Hendricks-Lee, 2000) that teaching standards can enhance the status of the profession: consensus on a shared knowledge base for practice provides a basis for the professionalisation of teaching and the provision of quality assurance and accountability to those outside the profession (Darling-Hammond, 2008). Much of the research supporting teaching standards in initial teacher education comes from the USA (Darling-Hammond, 2004; Mitchell & Yamagishi, 2005; National Council for Accreditation of Teacher Education, 2010a; Wise & Leibbrand, 2000) and Australia (Ingvarson, 1998; Ingvarson, et al., 2007). They argue that standards can be a lever for reform in initial teacher education (Diez, 1998) and Darling-Hammond and Bransford (2005) use numerous studies to demonstrate how standards-based teacher evaluation systems lead to enhanced professional learning.

However, these scholars also acknowledge that 'teaching and learning are complex endeavours contingent on many factors outside the control of schools and educators' (Yinger

& Hendricks-Lee, 2000: 95). Many scholars are uneasy about the impact of standards-based models on the teaching profession and initial teacher education because of what may be lost by framing knowledge within teaching standards (Cochran-Smith, 2001a, 2001b, 2004a, 2004b; Thiessen, 2000). There is a view that the 'checking' of standards may lead to an emphasis on what is immediately visible as teaching performance and de-emphasise or even ignore learning that is crucial to teacher development outcomes such as ethical commitment, theoretical understanding, critical thinking and political engagement (Cochran-Smith, 2001b). They caution against oversimplifying the teaching and learning process, suggesting that standards can be inflexible and fail to accommodate local culture and local context such as access to resources (Apple, 2001a, 2001b; Bates, 2005b; Cochran-Smith, 2001b, 2004a; Elliott, 2001; Sachs, 2001, 2003). Disquiet has been expressed about the increasing prescription of teachers' and teacher educators' work and the limiting of their professional autonomy to make decisions within their own contexts (Cochran-Smith, 2001a; Delandshere & Petrosky, 2004; Kårhus, 2010; Ohanian, 1999; Thiessen, 2000).

In the context of this debate, the teacher educators in this study have developed the BTSfPE voluntarily, without being required to do so, suggesting they see merit in the arguments in favour of adopting a standards-based approach. However, in light of the cautions expressed in relation to the possible negative and restrictive impact on individual and collective teacher professionalism, the possible consequences of this approach require careful consideration.

2.2 Teacher Professionalism and Standards-based approaches

The contested nature of standards-based models represents, among other things, a struggle over the character of teacher professionalism (Newby, 2007). Historically, the quality of university degree qualifications was assumed and grounded in the professional judgments of teacher educators (Furlong, McNamara, Campbell, Howson, & Lewis, 2008). This is no longer the case (Furlong et al., 2000). The nature of teacher professionalism and teacher professional identity, and whether teaching can be defined as a profession at all, are contested. Teacher professionalism has become a 'site of struggle' (Sachs, 2001: 149) as it is used in different ways by different stakeholders, with varying political agendas around policy development and programme design: 'concepts of professionalism derive from ideological concerns about the state and society' (Kennedy, 2007: 108). In this context, the professional status of teachers and the value and contribution of teacher education (Hess, 2008) are continually challenged with ongoing debate around regulation, deregulation and alternative routes of teacher preparation. In the USA this is known as the 'teacher education wars' (Imig & Imig, 2007: 102). Some suggest that 'external policy pressures on teacher education over the years have resulted from the refusal of teacher educators to set standards or to enforce the few standards that did exist' (Crowe, 2008: 991). Crowe (2008) suggests that teachers in search of professionalisation now need to follow other professions by:

'putting scientific knowledge, credentialing, training programs, quality control, and policy under a set of coherent values, enforcing standards that derive from these values, and keeping focus on outcomes for which the public has respect. Acting on these challenges is the hallmark of a real profession' (Crowe, 2008: 997).

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Others within the teaching profession continue to try to promote the professionalisation of teaching and shape how the profession demonstrates fulfillment of criteria that profer professional status (Darling-Hammond, 2005; Darling-Hammond & Bransford, 2005; Dottin, 2009; Newby, 2007). Teaching standards are a key element of this professionalisation agenda, though how standards are developed and implemented 'to empower or to control teachers' (Kennedy, 2007: 96), seems to impact significantly on the version of teacher professionalism that emerges. Sachs (2001) identifies two contrasting ideologies of teacher professionalism that have been promoted within educational discourses: managerial and democratic discourses. These discourses are aligned with ideological concerns. As Kennedy (2007) observes: 'the debate over contemporary notions of professionalism is the struggle evident in social policy-making in general between the desire to promote education as a means of increasing productivity in the global economic arena, on the one hand, and concerns over promoting social justice and welfare on the other' (Kennedy, 2007: 108-109).

A managerial discourse of teacher professionalism under neo-liberal influences frames learner (client) needs in terms of universalistic skills and competencies that are measurable as outcomes to which teachers are held accountable for their students' learning, regardless of context. Effectiveness and performativity are emphasised to maximize output and central control is valued over individual teacher autonomy and decision making (Patrick, Forde & McPhee, 2003). It seems that top-down policies around the form and content of teacher education and the associated requirements of accountability have resulted in an emphasis on a managerial version of teacher professionalism (Furlong et al., 2000). The emergence of this managerial discourse has framed an alternative approach which represents a different version of teacher professionalism where teachers are actively engaged in the development, implementation and review of standards. This more democratic approach to standards grounded in collaboration where teachers are active agents in defining what is important and valued within their profession represents a democratic ideology of teacher professionalism.

While the teaching profession in Ireland continues to be well-respected and well-positioned to meet the challenges of the 21st Century (Drudy, 2001), the recent establishment of The Teaching Council (2006) can be viewed either as part of increased regulation of the profession or as a significant step in supporting the professionalisation of teaching.

A managerial ideology in education has promoted 'an international convergence toward uniformity, conformity, and compliance' (Delandshere & Petrosky, 2004: 2) and 'a new set of public policy demands for efficiency, accountability, effectiveness and flexibility' (Maguire, 2010: 58). The increased managerialisation of education policy (Goodson, Moore, & Hargreaves, 2006; Morris, 2008; Sachs, 2001; Shain & Gleeson, 1999) reflects wider public policy (Clarke & Newman, 1997) and has been driven by a view of education as a key factor in promoting a knowledge-based economy and subsequent demands by governments for evidence of return on investment in education. Where a restricted conception of teacher professionalism is articulated through a standards and accreditation process, teaching standards reflect a passive, prescriptive, managerial professionalism focused on compliance, regulation and control (Apple, 2001a; Bates, 2005b; Clarke & Newman, 1997; Furlong, et al., 2000; Sachs, 2001).

Caution is suggested by the international evidence of the impact of standards-based models in New Zealand (Codd, 2005), Norway (Møller, 2002), Belgium (Simons & Kelchtermans, 2008), Hong Kong (Kin-Keung Chan, 2002), the USA (Bullough, Clark, & Patterson, 2003; Delandshere & Arens, 2001; Delandshere & Petrosky, 2004) and the UK (Furlong, 2005; Furlong, et al., 2000; Gilroy, 1992; Goodson, et al., 2006; Kennedy, 2007; Newby, 2007). Bullough (2003) highlights the potential of teaching standards to standardise teachers' and

teacher educators' work and restrict their autonomy to make professional judgments when standards alone are used as a measure of quality assurance regardless of context. Where inflexible standards are linked to programme accreditation and non-compliance can result in withdrawal of accreditation, teacher educators' ability to make choices in their own contexts is restricted (Delandshere & Arens, 2001). Codd (2005) describes how increased centralised control in New Zealand has resulted in a 'degradation' of the teaching profession based on 'managed' measurement, outcomes and distrust. It is argued that the dominance of reductivist approaches to measuring teacher quality determines that 'the market and issues of accountability, economy, efficiency and effectiveness shape how teachers individually and collectively construct their professional identities' (Sachs, 2001: 159) and thus promotes a managerial discourse of teacher professionalism.

Standards initiatives from within the teaching profession have articulated a different conception of teacher professionalism compared to developments where outside agencies have used their influence to determine the content of teacher professionalism (Furlong, et al., 2000). Democratic professionalism (Sachs, 2001) reflects an informed and engaged professionalism grounded in collaboration and co-operation where communities of practice, including members of the profession and stakeholders in education, are involved in the development of teaching standards as well as supporting accountability to the standards (Bates, 2005b; Clarke & Newman, 1997; Furlong, et al., 2000; Sachs, 2001). This collaboration allows those within the profession to guide the teaching standards. Teacher ownership of their development may promote reflective practice and can enhance professional recognition (Bates, 2005a; Furlong, et al., 2000; Sachs, 2001, 2005). Sachs (2005) distinguishes standards that are designed to promote teacher professionalism based on

a democratic ideology as distinct from regulatory focused standards discussed above as follows:

'Developmental standards, which seek...to build and hone teacher professional judgment can effectively do so if they are used at the local and individual level to help teachers understand their practice and improve it. When this is the focus, conversations about pedagogy, classroom practice and so on become a professional norm' (Sachs, 2005: 3).

Mayer et al. (2005) found teaching standards used in this way supported beginning teacher learning and affirmed teacher professionalism.

'Teacher professional standards when developed by the profession will be owned, agreed upon and enacted' (Sachs, 2005: 7). One recent example of this collaborative approach is the Teacher Performance Assessment Consortium (TPAC) in the USA led by Linda Darling-Hammond of Stanford University which includes planning, teaching, assessment and reflection (scale.stanford.edu) as part of a teacher performance assessment. This initiative promotes teacher engagement and involvement in demonstrating teacher quality within each individual context. The Training & Development Agency's (TDA) *Teaching 2012* project in the UK and the development of national standards framework by the Australian Institute for Teaching and School Leadership (AITSL) are other examples where a democratic approach has been adopted involving wide consultation and collaboration with stakeholders. However, the impact of these initiatives on the teaching profession is not yet clear.

Though adoption of a narrow approach to teaching standards has been criticised (Darling-Hammond, 2004) it seems that with each revision, teaching standards, even where they have

initially been broad, are becoming more narrowly focused (Sachs, 2005). This represents increased central control and an inevitable narrowing of the definition of teacher professionalism. Sachs (2005) emphasises the implications of adopting one version of teacher professionalism over the other: 'developmental standards give promise to a revitalised and dynamic teaching profession; on the other hand, regulatory standards regimes can remove professional autonomy, engagement and expertise away from teachers, reduce diversity of practice and opinion and promote 'safe' practice' (p. 3-4). It is clear that the approach taken to the development and adoption of teaching standards in teacher education contexts impacts significantly on individual teachers, teacher educators and on the programmes to which they contribute. In light of this evidence and the potential impact on the profession, the merits of adopting this approach in PETE in Ireland should be interrogated. These insights can guide policy development in Ireland as well as having the potential to inform the international community. While the necessity and value of accountability is acknowledged (Furlong, et al., 2000), it seems that how this accountability is demonstrated impacts significantly on teacher autonomy and the discourse of professionalism that develops (Bates, 2007; Newby, 2008; Hinchey, 2010). Does a standards-based approach have the capacity to sustain a version of teacher professionalism based on a democratic ideology? Is it possible for the PETE profession to shape their own version of teacher professionalism within the dominant managerial discourses of education? While teaching standards may have the capacity to enhance the professional status of teachers, the potential costs for individual and collective teacher professionalism must be considered.

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3. Teaching Standards in Physical Education Teacher Education (PETE)

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Lack of clarity about purpose and content has contributed to physical education's current perception as a low status subject on school curricula (MacPhail, O' Sullivan, & Halbert, 2008), and contributed to its marginalised position with lack of academic recognition within higher education contexts (Collier, 2006). Some argue that agreement on what is accepted as good practice in PETE is essential to the avoidance of an 'anything goes' philosophical basis for action even though others have questioned whether a core identity is possible or desirable in PETE (Tinning, 2000). Although there is much debate on the content and features of PETE programmes (Collier, 2006), subject associations have collaborated with state and national organisations in the USA, Australia and Europe in the development and application of teaching standards in physical education. In some countries, such as Australia, general teaching standards are used to accredit Physical Education Teacher Education (PETE) programmes and to certify newly qualified teachers of physical education. In the USA, subject-specific teaching standards are linked to the more generic national or state standards (Butler, 2006; Dodds, 2006). It is suggested that these standards can guide the content of PETE programmes as well as the practice of beginning teachers (Mozen, 2005). However, there is little research evidence to gauge the merits of subject-specific standards over generic initial teacher education standards in PETE contexts. Sachs (2005) questions the value and necessity of subject-specific teaching standards. For example, Macdonald et al. (2006) found that physical education teachers in their study valued working with other educators across disciplines using generic teaching standards. Generic teaching standards may help to unify the teaching profession but subject-specific teaching standards may promote a unified profession within subject areas (Chadbourne, 2001).

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Policy formation based on managerial ideologies has impacted on the status of the physical education profession and how PETE programmes are framed and delivered (O' Meara & Macdonald, 2004). Kårhus (2010) describes how the content of Norwegian PETE programmes is being shaped by market forces within this deregulated system where individual insitutional strageies are focused on attracting students (Kårhus, 2010). In Australia, Macdonald and Tinning (1995) used a case study approach to illustrate how PETE experiences result in 'proletarianization': a disempowerment and deprofessionalisation of the teacher (Macdonald & Tinning, 1995). Yet research on the impact of assessment and standards in PETE is quite limited (Byra, 2009). In the USA, focus has been placed on issues around programme alignment and assessment (Banville, 2006; Everhart & McKethan, 2008; Metzler & Blankenship, 2008) as well as the role of teaching standards in developing and inducting newly qualified teachers (Stroot, 2001; Stroot & Ko, 2006). Elsewhere, while Macdonald et al. (2006) found that the standards provided a framework for reflection as well as extension of teaching practices, they suggest that it is vital to consider issues of power and privilege within teaching standards models. Macdonald & Hunter (2006) reinforce this point highlighting the role of official documents in privileging certain discourses. Furthermore, Rossi et al. (2009) highlight the gap between intentions embedded in curriculum documents and teacher action. Within this context it is important to consider the role of subject-specific standards in promoting a managerial or democratic discourse of teacher professionalism.

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4. Beginning Teaching Standards for Physical Education in Ireland

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The establishment of The Teaching Council in 2006 as a statutory body in Ireland and the

initiation of mandatory accreditation of all teacher education programmes (The Teaching Council, 2009a, 2009b) represents a shift towards increased regulation of initial teacher education (Harford, 2010). Accreditation documents outline criteria allowing scope for consideration of inputs (e.g. staff qualifications, resources, programme allocation to professional studies and teaching placements) and processes (e.g. approaches to teaching, learning and assessment, promotion of lifelong learning and reflective processes) as well as the outcomes of the programme. The decision not to adopt a standards-based approach has been informed by recent debate around accountability and quality assurance within initial teacher education in Ireland (Burke, 2007; Conway, et al., 2009; Coolahan, 2007b; Deegan, 2007; Moran, 2007). Generic required learning outcomes for student teachers are intended to be applied to all teacher education programmes at primary/elementary level and postprimary/secondary/high school levels. They relate to core aspects such as values, professional conduct, knowledge and understanding of the education system and the teacher as lifelong learner. This increased regulation will inevitably impact on the discourses of teacher professionalism, particularly as the continuing professional development structures for teachers are currently underdeveloped (Harford, 2010).

PETE in Ireland has experienced a period of rapid change and development over the past five years with the introduction of new PETE programmes and the involvement of PETE personnel with previous significant experience of standards development in other countries. The introduction of re-accreditation policies for teacher education programmes in Ireland has prompted the development, by a group of teacher educators, of Beginning Teacher Standards for Physical Education (BTSfPE) for application in PETE at the post-primary level. These standards were developed in reference to similar documents in other countries (National Association for Sport and Physical Education, 2008). The BTSfPE are subject-specific and

focused on what a beginning teacher should 'know' and 'be able to do' upon exiting a teacher education programme. The standards emphasise the importance of content knowledge and pedagogical content knowledge, as well as skills such as the ability to plan, reflect, communicate and manage the learning environment. These standards are an attempt to define good teaching, setting out 'the main areas of a teacher's responsibilities and provide elaborations [on] what each standard means in terms of teacher knowledge and practice' (Ingvarson, 2002: 9). It is important to examine the motives for this national effort given the far-reaching potential of teaching standards (Conway, et al., 2009). All three PETE institutions at the post-primary level in the Republic of Ireland have agreed this common set of content standards for their programmes. It reflects a democratic approach to shaping teacher professionalism for physical education teachers, though this approach cannot be truly democratic without teacher involvement in developing the standards as well as the opportunity for teachers to apply and evaluate these standards in their contexts. Though the BTSfPE currently have no legal status, this attempt to lead rather than follow at this 'critical juncture' responds to Cochran-Smith's (2004a) call for teacher educators to take ownership of the outcomes of their teacher education programmes:

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At this critical juncture in the reform and development of teacher education in many nations across the world, if we do not take control of framing the outcomes question in teacher education, then the outcomes question will surely frame us and undermine our work as teachers, teacher educators, researchers and policy makers committed to a democratic vision of society and to the vital role that teachers and teacher educators play in that vision (Cochran-Smith, 2004a: 208).

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Given The Teaching Council's role in accreditation, it is important to consider how these teaching standards might be adopted, how and by whom they would be regulated and for what purposes. The value of initiating these developments from within the profession, and in particular, the design of these teaching standards as subject-specific to physical education merits attention. Answers to these key questions influence whether a more democratic or managerial discourse of teacher professionalism emerges and what the impact on PETE and the physical education teaching profession may be.

5. Methodology

5.1 Research context and participants

Ethical approval for this research study was obtained from the Faculty of Education and Health Sciences Research Ethics Committee at the University of Limerick. Each institution was invited to nominate physical education teacher educators to participate in the study. Thirteen physical education teacher educators participated in the research including five teacher educators in physical education at the primary/elementary level and eight teacher educators at the post-primary/secondary/high school level. These participants were drawn from nine teacher education institutions with PETE programmes on the island of Ireland (both the Republic of Ireland and Northern Ireland) and included three PETE institutions within the Republic of Ireland involved in the development of the BTSfPE, as well as primary teacher education institutions from both Northern Ireland and the Republic of Ireland, and post-primary teacher education institutions within Northern Ireland. Though the BTSfPE were developed and intended for use at the post-primary level within the Republic, it was decided to seek the perspectives of all those involved in PETE, including those at the primary level and PETE educators from Northern Ireland. Participants had varying

knowledge and experience of standards-based education. A number of the post-primary participants were members of the PETE Ireland group that developed the BTSfPE and were involved to varying degrees in their development. Two of these post-primary participants had extensive experience of teaching standards development and accreditation of teacher education programmes using standards in other contexts, and brought considerable expertise and experience to the development process. Many of the participants had some knowledge of the use of standards-based education in other countries though most of the primary teacher educator participants had little knowledge of the use of standards for beginning teachers and the BTSfPE document in particular, or the process of its development as they are not part of the PETE Ireland group. The majority of teacher educators involved in this study were not familiar with the international literature on standards-based teacher education.

It is important to acknowledge that I am a teacher educator within the Irish context and that my accumulated knowledge and experiences invariably influence my thinking. I recognise the importance of being self-reflexive as 'it provides a more complete and less distorting view' (Letherby, 2003: 97). It is also important to acknowledge a potential bias within the sample for this study as it is possible that some teacher educators who volunteered may have been motivated by an interest in or involvement in development of the BTSfPE. This means that the teacher educators in the final sample may represent a particular type of teacher educator. However, given the small size of the Physical Education teacher educator population in Ireland (approximately 30 in total), it is reasonable to suggest that the findings represent a significant proportion of the PETE population. Issues of anonymity and confidentiality were addressed at all stages of the research. Each participant signed an informed consent that outlined the purpose of the study and the involvement of each individual. Each interview began with a reassurance that each participant would be

identifiable as a primary teacher educator or a post-primary teacher educator, but not by institution. This assurance was significant because of the intimate nature of the PETE community in Ireland. To protect the identity of individuals some identifying details have been edited out or not fully reported.

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5.2 Gathering the Interview Data

A cross-sectional qualitative methodology employing semi-structured interviews was used to allow flexibility for exploration of individual perspectives on a variety of issues and ideas and to capture rich, detailed answers on the participants' views (Bryman, 2008; Denzin & Lincoln, 1994; Fontana & Frey, 1994). The researcher prepared a detailed interview guide that included open-ended invitations to talk, a series of prompts to explore questions further and a reminder to the researcher to create spaces to extend the conversation by use of phrases such as Mmmm, really, why?, okay...? The interview guide focused on the participants' previous experience of teaching standards, involvement in the development of BTSfPE and consideration of the benefits and drawbacks of standards-based education. Sample openended questions included 'do you think the development of the BTSfPE is a good move for PETE in Ireland?' and 'how do we strike a balance in initial teacher education between this need to be accountable and the autonomy of the teacher educator to make professional decisions? The interviewer also prompted participants to respond to examples of drawbacks of standards-based education from the literature, including the balance between individual autonomy and accountability and social justice issues. Gathering the data involved ten oneon-one semi-structured interviews of approximately forty-five minutes/one-hour duration with each of the teacher educators. Three further interviews were conducted over the phone. The interviews were digitally recorded and transcribed, and organised using NVivo 8 Qualitative Analysis Package (Crowley, Harré, & Tagg, 2002; Gibbs, 2002, 2007). Copies of the transcripts were sent to participants to confirm the accuracy of the text, to allow for clarification of thinking and to approve use of the text in the analysis phase.

5.3 Analysis of the data

An inductive approach to the analysis and interpretation of the interview transcripts was used (Creswell, 2009). Initially, these data were selectively coded based on the research questions and the themes used in the construction of the interview script. Data were then open coded/broken down within this framework based on their apparent significance as interpreted by the researcher using the constant comparison method (Lincoln & Guba, 1985). Reading and rereading of transcripts allowed for understandings to emerge and memos were used to avoid drift in code definitions (Gibbs, 2007). This also allowed for checking for discriminant cases (Miles & Huberman, 1994) recognising that there can be a number of stories within the data. The researcher was careful to avoid fragmentation of the data in this process and tried to ensure that the social context of the data was not lost through the coding process.

6. Findings and Discussion

The findings of this study are presented and discussed in relation to teacher educators' perspectives on the (a) purposes and (b) benefits and cautions of adopting a standards-based approach in PETE in Ireland. The relationship between the teacher educators' motives and the potential impact on the physical education profession is discussed. In particular, the ideology of teacher professionalism reflected in and promoted by their perspectives is considered.

a. Purposes: Consensus and clear expectations

The teacher educators were supportive of adopting a standards-based model in PETE at the post-primary/ secondary/ high school level suggesting that this would promote professional consensus and set clear expectations for new teachers. Though participants stressed that there have always been implicit standards within teacher education and PETE which have guided programme development, they saw a clear value in using teaching standards as a mechanism to bring clarity of purpose and to act as an agreed framework to deliver consistency to the physical education profession in Ireland:

I think there would be perhaps, it might in one sense bring a bit of balance into what we are delivering, in that, if we are all singing off the one hymn sheet then all the students coming out ... are all confident, competent in X, Y, Z and Q (Participant 8, Primary).

The participants suggested that agreement on a set of standards was valuable in the context of the existence at present of three PETE institutions at post-primary level in the Republic of Ireland (previously there had been only one). The teacher educators agreed that the standards would not be appropriate for the primary PETE context as differences in time allocation would make these standards unachievable, particularly in relation to content and pedagogical content knowledge requirements.

Participants felt it was important to reach consensus through a consultation process with stakeholders including teachers' professional organisations and the Department of Education and Skills. On this point, it is important to acknowledge that a small number of physical education teachers were involved in developing the standards. Two participants described how, in their experience of standards elsewhere, achieving large-scale teacher involvement in standards and development was challenging (You, 2011). Teacher involvement in finalising

the document was seen as crucial to avoid any perception of the standards being imposed. Without consultation, the process of standards development by teacher educators could be perceived by teachers as an imposition more aligned with a managerial discourse of teacher professionalism than that intended by the developers of the standards. Participants stressed that the teaching standards document should be shared as widely as possible to promote shared understandings. The desire for agreement from all stakeholders would seem to represent a democratic ideology of teacher professionalism (Sachs, 2001) and align with the purposes of teaching standards in other contexts (Teaching Australia, 2007). However, Cochran-Smith (2004a) challenges the merits of absolute consensus in initial teacher education contexts:

the greater the supposed consensus and the tighter the alignment of all the pieces, the less room there is for critique and questioning within the profession and especially in our preparation of prospective teachers (Cochran-Smith, 2004a: 205).

Key questions such as the value of developing subject-specific standards for PETE at the post-primary level in isolation from the rest of the post-primary subjects remain unanswered. In addition, consideration must also be given to the links between PETE at primary and post-primary levels. The teacher educators at the primary level questioned whether subject-specific standards in isolation from the rest of the primary curriculum were a good idea.

As well as supporting consensus, the participants suggested that the teaching standards could be used to set clear expectations for beginning teachers by describing the essentials that a beginning teacher 'should know and be able to do' on completion of their teacher education programme. Participants suggested that the BTSfPE could be embedded within the

programme to frame learning, thus providing beginning teachers with a structure for their development and a shared language for their learning, as well as a benchmark to give insight into their progress (Mayer, Mitchell, Macdonald, & Bell, 2005). The standards were seen as a mechanism to promote teachers' continuing professional development in the context of the teacher development continuum (Conway, et al., 2009; Coolahan, 2007a; Harford, 2010):

They would have a vocabulary and standards they have worked to as an undergraduate, that we would try and maintain as we go into schools... 'I know I reached those standards and I look to maintain those standards throughout the profession' as opposed to... survival of four years and then just throwing all caution to the wind and deciding you are going to throw in the ball (Participant 1, Post-Primary).

One participant outlined how the BTSfPE could provide a framework for teachers' early career development and continuing professional development by 'switching them on' to engaging with their own professional learning. This reflects Ingvarson's (1998) depiction of how standards could support all teachers to take ownership of their own professional development by providing a road map for learning and a framework to allow teachers to evaluate their practice. The use of teaching standards to support professional learning can align with a democratic ideology of teacher professionalism (Furlong, et al., 2000; Mayer, et al., 2005; Sachs, 2005; Newby, 2008). However, some researchers have found that while the teaching standards framework may support learning by beginning teachers it may ultimately restrict rather than enhance their learning. They suggest that limiting their learning to the areas prescribed in the standards may force subscription to a managerial ideology of professionalism (Delandshere & Arens, 2001; Newby, 2003). All participants were eager that the teaching standards be used to support rather than restrict beginning teacher learning. One participant suggested the creation of a '6th space', an extra, unnamed standard that would

promote learning and facilitate acknowledgement of learning outside the named teaching standards. The '6th space' acknowledges that the BTSfPE may not capture all the learning in PETE and again reinforces the teacher educators commitment to promoting a physical education profession aligned with a democratic ideology.

This possibility of standards reinforcing a managerial ideology is evident in some participants' suggestions of how beginning teachers might show evidence of achieving standards:

It can begin to be used in your teacher education programme, so that if you are a student graduating from our programme what we might be able to ask you to do at the end is say 'show us how you think you have achieved each one of these standards'. So that the students would actually have to produce evidence of 'here's how students have learned this' or 'here's how I delivered that', so that they actually have to kind of have to go through themselves and say have I reached the benchmark. So I think from that perspective they can be useful (Participant 2, Post-Primary).

This, however, could force beginning teachers to subscribe to a passive and prescriptive managerial ideology. Managed professionalism has in some cases marginalised the role of initial teacher education in professional development (Furlong, 2005; Furlong, et al., 2008). It is suggested that, for this process to be truly democratic, teachers themselves should draft, select and evaluate their professional learning goals in collaboration with others within communities of learning. This would allow greater emphasis on particular standards for beginning teachers (McNally, 2008; McNally, Blake, Corbin, & Gray, 2008). However, given the deprofessionalising impact on teachers in other contexts (Codd, 2005; Møller, 2002) and

the issues of power and privilege within standards models (Apple, 2001a; Maguire, 2010), the realistic ability of physical education teachers, with relatively little power, to shape and change standards in the future, must be questioned. While the process of standards development seems to be motivated by democratic ideals, the potential for a shift towards managerial discourses must be carefully monitored. The teacher educators in this study were clear about the purposes for developing the BTSfPE document (Conway, et al., 2009). They saw the BTSfPE as a mechanism for consensus within the profession, to set clear expectations for beginning teachers and support teachers' professional development. Whether these purposes are aligned with a managerial or democratic ideology of teacher professionalism will depend on how teacher education programmes and beginning teachers are held accountable for achieving the standards.

b. Benefits and Cautions: Proceed with caution

It is suggested that standards can impact positively on the professional status of the teaching profession (Cochran-Smith, 2001b; Darling-Hammond, 2000; Darling-Hammond, 2004; Ingvarson, 1998; Wise & Leibbrand, 2000; Yinger & Hendricks-Lee, 2000). Participants with previous experience of teaching standards pointed to the positive impact of beginning teacher standards in PETE and initial teacher education in other contexts (Darling-Hammond & Bransford, 2005; Mitchell & Yamagishi, 2005; National Council for Accreditation of Teacher Education, 2010a). Participants suggested that a standards-based approach would provide a mechanism to increase the professional status of PETE within higher education contexts as well as impacting positively on school physical education:

It will straighten us out a bit and lets people take us a bit more seriously than they do currently...for people outside the profession too, to I suppose see what we are like how are

we experts in our field (Participant 4, Post-Primary).

Status was linked to the provision of accountability and quality assurance to those inside and outside the profession. It was suggested that PETE programmes could demonstrate their role in teacher development, '...quality assure the preparation' (Participant 12, Post-Primary) and support accountability within the PE community. They suggested that BTSfPE could provide a model to guide programme design and implementation as well as providing a framework for each teacher education programme to demonstrate its effectiveness based on an agreed knowledge base for the profession, and a means to demonstrate that beginning teachers had acquired this knowledge.

The participants saw numerous benefits in adopting a standards-based approach. While they did not raise any specific drawbacks or negative aspects to adoption of this approach, they did outline some cautions to be considered as the standards were developed and applied. Some of the participants raised concerns about what might be lost if too much focus were placed on requirements to meet the standards and the possible negative impact of framing teacher learning in terms of outcomes (Apple, 2001a, Apple, Ball & Armando Gandin, 2010; Cochran-Smith, 2001a, 2001b). Participants emphasised that the teaching standards should have a flexibility and dynamism which would permit them to promote and support high quality teaching and learning in local contexts and advance the profession (Conway, et al., 2009; Sachs, 2005) reflecting a democratic ideology.

I don't think we want to develop Physical Education teachers that all look exactly the same (Participant 2, Post-Primary)

They stressed that a common set of teaching standards should not overprescribe the content or methodology of the teacher education programmes which would provoke too much uniformity, and caution against the teaching standards being the sole content of the programme:

...surely there has to be a way of articulating standards which keep the professionalism of the people in the Colleges of Education and allows us to have academic freedom with our courses and with our students, and taking into account all their different abilities and their baggage that they bring with them to the college and when they leave....I'm not sure how that would work though... (Participant 9, Primary)

This thinking seems to be calling for a version of democratic professionalism where teacher educators make decisions in their own contexts. However, lack of clarity on how this would operate in practice highlights the importance of proceeding cautiously, while maintaining a strong vision for development of the profession within a democratic ideology of teacher professionalism. Physical education in Ireland is currently a marginalised, low status subject on the school curriculum (Houses of the Oireachtas, 2005; MacPhail, et al., 2008). Participants believed that the use of standards for beginning teachers could have a significant impact on the status and practices of school physical education by allowing for identification and elimination of practices that did not meet the teaching standards, as well as creating the possibility of acknowledging good practice.

Participants suggested the BTSfPE could also be used to impact on status by supporting accountability of programmes and of individual teachers, through external monitoring outside the PETE community. This willingness to adopt regulation from outside the profession seems to go beyond the general trend towards greater accountability in initial teacher education and PETE internationally (Dodds, 2006). Participants suggested that possible benefits for physical education might accrue, including use of the BTSfPE as a minimum standard to make a case for additional resources. For example, if all institutions would be required to meet the standards it might help smaller institutions to make a case for more resources:

I'm looking at standards forcing, if you the excuse the pun, the raising of standards at college level, the raising of the value and perception and the credence of physical education...the standards should also direct the quality of the time and the emphasis within the college (Participant 10, Primary)

However, this connection between teacher rights and teacher responsibilities in standards-based models has not emerged in other contexts where in some cases programmes have been penalised for not meeting requirements (Codd, 2005; Davis & Nichols, 2007; Furlong, et al., 2000; Furlong, et al., 1996). In the USA, Delandshere & Arens (2001) found that a managerial ideology dominated where teachers were forced to frame their programmes and teaching in terms of standards to avoid the punitive consequences of non-compliance. Some participants expressed reservations about the potential implications of external assessment: ...there must be some sort of proviso there that you're careful of what you create; you could create a monster... (Participant 4, Post-Primary). Careful consideration is needed on how achievement of the BTSfPE might be demonstrated externally to ensure that standards are written in such a way 'that they can grow with the organisation...not hold the profession back (Participant 3, Post-Primary). However, it is questionable whether external regulation of

standards can address physical education's status issue where external regulation would seem to align better with a managerial ideology of teacher professionalism. While these teacher educators caution against an adoption of a managerial approach, there is a risk that external assessment of the teaching standards may represent a restricted version teacher professionalism that would contradict a democratic ideology.

A democratic approach to teaching standards is more desirable for the teaching profession and for teacher educators and their students. While this attempt to shape the future of the profession seems to be motivated by democratic ideals, how teachers are included in the refinement of the teaching standards may determine the achievement of these aspirations. It is important to closely monitor how these standards are used (McLaughlin & Shepard, 1995) to support the teacher educators' desire to impact on the status of physical education.

7. Conclusion

The teacher educators in this study were overwhelmingly supportive of adopting a standards-based approach - grounded in a democratic ideology - to increase accountability, enhance professionalism and improve the status of physical education in higher education and school contexts. These motives are similar to the reasons cited for adopting a standards-based approach in other contexts (Darling-Hammond, 2004; Sachs, 2005). However, in light of the international trend towards a managerial ideology of teacher professionalism and the unlikelihood of systemic inequities being addressed (McLaughlin & Shepard, 1995), we suggest that 'we need to preserve a place for critique in the face of consensus' (Cochran-

Smith, 2004a: 208). Reflecting a democratic ideology, it is important to debate the merits of adopting a standards-based approach in PETE and initial teacher education in Ireland in order to challenge and clarify thinking and also to prompt reflection on current practice. The merits of adopting a set of subject-specific standards for beginning teachers needs further consideration where there is a possibility that this could marginalise physical education professionals from the rest of the teaching profession rather than enhance the status of the profession. This debate may serve to strengthen the PETE and physical education profession by viewing standards as:

...a means for teachers to develop shared norms and values about improving teaching, learning and establishing a professional community, through robust debate about the most effective means to achieve this (Sachs, 2005: 8).

Through development of the BTSfPE these teacher educators have taken a leadership role in shaping an active and engaged profession aligned with a democratic vision of teacher professionalism. The teacher educators cautioned against narrow or restrictive regulation of the standards, emphasising the importance of flexible application in each institution and reflecting a desire to promote a democratic ideology of teacher professionalism within physical education in Ireland. However, while the standards may allow for greater accountability and quality assurance there is a possibility that the mechanism by which this is demonstrated and by whom it is regulated may result in a greater emphasis on managerialism and compliance rather than the benefits anticipated by the participants. Prescriptive standards may result in a tension between teachers' autonomy to make decisions in their own contexts and an obligation to be responsive to wider societal needs (Furlong et al., 2000). This highlights the challenge of finding a system that allows for quality assurance without

straitjacketing the teacher educators and their programmes (Hinchey, 2010), or forcing educators to 'teach to the standards'. Their intention to impact on the status of physical education seems to involve both elements of a democratic collaborative approach as well as elements of managerial regulation. Given The Teaching Council's role in accreditation, how these teaching standards might be adopted and regulated will influence to what extent a managerial or democratic ideology of teacher professionalism emerges in PETE in Ireland.

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1068	Appendix 1: Beginning Teacher Standards for Physical Education
1069	What a beginning teacher should KNOW and BE ABLE TO DO upon exiting a teacher
1070	education programme.
1071	1. Commitment to students and their learning
1072	a. Education and learning focused
1073	b. Identify steps to develop as a competent, caring and reflective practitioner
1074	c. Seek connections with the community to stimulate and support student
1075	opportunities
1076	d. Work within a community of practice with the goal of enhancing student
1077	growth and development
1078	
1079	2. Reflection
1080	a. Personal / professional development through use of a reflective cycle that
1081	allows understanding teaching practice and making changes to meet
1082	thoughtfully identified goals
1083	b. Make use of colleagues, professional organizations, and resources to develop
1084	as a reflective practitioner
1085	
1086	3. Content knowledge
1087	a. Good knowledge of the major skills and tactics central to the various strands
1088	of the relevant curricula.
1089	b. Prioritise content appropriate to the needs of the students.
1090	c. Ability to demonstrate correctly, or provide a correct demonstration through a
1091	third party, of all major skills and tactics central to the relevant curricula

1092		d. Ability to recognise and correct errors in performance of major skills and
1093		tactics areas central to the relevant curricula
1094		e. Knowledge of and ability to debate current educational issues related to
1095		physical activity
1096		f. Ability to describe and apply physiological and sociological concepts to
1097		physical activity
1098		
1099	4. Pe	edagogical content knowledge
1100		a. Knowledge of relevant curricula (e.g., sport education, TFFU, adventure
1101		education, etc)
1102		b. Knowledge of JCPE, SCPE, LCPE standards and their application
1103		c. Knowledge of the learner
1104		d. Knowledge of approaches that may be taken to teach content of relevant
1105		curricula
1106		
1107	5. Co	ommunication
1108		a. Who
1109		1. With students
1110		2. With staff members
1111		3. With parents
1112		4. With the wider community
1113		b. How
1114		1. Oral, written, and electronic skills
1115		2. Listening skills
1116		3. Verbal and non-verbal

1117	4. Visual / media
1118	c. What
1119	1. Managerial information
1120	2. Instructional information
1121	3. Sensitivity to all learners
1122	6. Planning for teaching, learning, and assessment
1123	a. Recognise the importance of both short and long term planning that is linked
1124	to programme goals and student needs
1125	b. Develop a coherent, cohesive and instructionally aligned programme
1126	c. Progressive learning experiences aligned with programme and lesson goals
1127	and allow learners to integrate knowledge and skills
1128	d. Identify appropriate cues and prompts to support learning
1129	e. Design appropriate explanations and demonstrations to reinforce learning
1130	f. Encourage critical and varied types of assessment of the physical education
1131	curriculum
1132	
1133	7. Teaching ALL learners
1134	a. Recognise the importance of inclusion in the PE class
1135	b. Knowledge of inclusion principles and practices
1136	c. Knowledge of approaches that may be taken to adapt content of relevant
1137	curricula to suit all needs / understand how individuals differ in their
1138	approaches to learning
1139	d. Ability to monitor individual and group performance to design safe and
1140	appropriate learning experiences
1141	

1142	8. Lifelong learners
1143	a. Commitment to the profession by actively participating in the professional
1144	physical education community
1145	b. Commitment to ongoing professional development through the design of a
1146	professional development plan to guide your own growth as a physical
1147	education teacher
1148	c. Actively advocate for physical education in the school and beyond in the
1149	community
1150	
1151	9. Managers of learning environment
1152	a. School, community, classroom
1153	b. Design of preventive management routines that facilitate a smoothly
1154	functioning learning experience
1155	c. Manage resources in ways that provide equitable experiences for all learners
1156	d. Facilitate learners becoming self managers of their own behaviour and
1157	physical activity experiences
1158	e. Design an effective behaviour management strategy
1159	
1160	10. Change agents
1161	a. Ability to persevere
1162	b. Practicalities of teaching within the Irish system
1163	c. Strategic change management skills
1164	