

Pre-service Preparation of Elementary School Teachers for Inclusive Education in Northern Mindanao, Philippines

THERESE JUNE V. ARANAS

<http://orcid.org/0000-0002-5100-6766>

theresejune@gmail.com

University of Science and Technology of Southern Philippines
Cagayan de Oro City, Philippines

RUTH G. CABAUG

<http://orcid.org/0000-0002-5977-3329>

University of Science and Technology of Southern Philippines
Cagayan de Oro City, Philippines

ABSTRACT

The continuous push for ‘Education for All’ suggests that there will be more learners with disability or exceptionality attending inclusive classrooms. The study attempted to look at how higher education institutions in Northern Mindanao or Region 10 were preparing non-special education elementary school teachers for inclusive education. Employing qualitative curriculum content analysis, 252 syllabi of the foundational courses in 21 Bachelor of Elementary Education degree programs for non-special education majors were examined to determine how they addressed literature-based inclusion competencies. The findings are reflective of those in similar studies. One or two introductory theoretical courses in special education were required in preparing elementary school teachers for inclusive education. Analysis revealed few cases of moderate to high coverage of the inclusion competencies in understanding exceptionality, collaboration, inclusive instructional strategies, and inclusive assessment

under the professional education courses. There was a predominantly zero-to-low coverage of the inclusion competencies related to the concept of inclusive education and inclusive classroom management. The limited coverage of literature-based inclusion competencies prompted recommendations for the enhancement of elementary teacher education programs to effectively prepare teachers for inclusive classrooms.

Keywords – Teacher education, inclusive education teaching competencies, curriculum content analysis, Northern Mindanao, Philippines

INTRODUCTION

The right of every child to education has been recognized worldwide for more than half a century. Beginning with the 1948 Universal Declaration of Human Rights which affirmed everyone's right to education, there had been global efforts to assure opportunities for quality basic education. One significant undertaking was the 1990 World Declaration on 'Education for All' (EFA) which emphasized giving attention to the learning needs of all learners regardless of individual differences, providing them equal access to education (UNESCO, 1994a). This right was reiterated in the 1994 Salamanca Statement on Principles, Policy and Practice in Special Needs Education, recognizing the "necessity and urgency of providing education for children, youth and adults with special educational needs within the regular education system" (UNESCO, 1994b). In 2000, the World Declaration on EFA further identified "inclusive education as a key strategy for the development of education for all" (Peters, 2004). Hence, in 2006, the Convention on the Rights of Persons with Disabilities urged countries to ensure an inclusive education (IE) system at all levels, recognizing the right of persons with disabilities to education without discrimination.

The Republic of the Philippines recognizes the right of all to education in Article XIV of the 1987 Constitution, which affirms that "the State shall protect and promote the right of all citizens to quality education at all levels." Committed to the EFA movement and as a signatory to the Salamanca Statement, the country through the Department of Education (DepEd) issued Memorandum Order No. 26 in 1997, implementing special education programs which institutionalized IE in all schools. The country's comprehensive inclusive program stipulated in Memorandum Order No. 72 (DepEd, 2009) describes the components and mechanisms for the successful implementation of inclusive education in schools.

It can be seen, therefore, that the country has developed its basic education plans that are anchored on the right of every Filipino to quality education, specifically, stipulating that education should be inclusive (NEDA, 2013).

In whatever manner it is implemented, the success of IE can be affected by barriers such as those relating to the preparation of teachers to meet the challenges of educational inclusion in increasingly diverse societies (Florian, 2008; Pugach, 2010). For example, Operti and Belalcazar (2008) noted that when teachers lack the tools needed to address the diversity of learners' needs, they "resist dealing with heterogeneity" (p.133) in the classroom. Teachers in inclusive classrooms need to have the competencies in providing learning environments and opportunities for all learners with diverse background and different abilities.

The UNESCO (2009) advocates for the reorientation and alignment of teacher education programs to IE approaches. It has long urged teacher education institutions to provide teachers the competencies to make diversity work in the classroom and to strengthen pre-service training programs to carry out the EFA initiatives. Aligned with this, the country's Commission on Higher Education (CHED), in its Memorandum Order No. 30, series of 2004 (CMO 30 s.2004), also known as the Revised Policies and Standards for Undergraduate Teacher Education Curriculum, has explicitly stated that graduates of Bachelor of Elementary Education (BEEd) and Bachelor of Secondary Education (BSEd) should be able to facilitate learning of diverse types of learners (CHED, 2004). However, it was noted that non-special education teachers in inclusive classrooms seemed to be uncertain about what to do in terms of facilitating learning, behavior management, and other instructional areas. This could lead to "catch-up cascade in-service training" (Kaplan & Lewis, 2013) to upgrade teachers' competencies, which are not cost-effective.

The continuous push for EFA beyond 2015 suggests that there will be more students with disability or exceptionality who will attend inclusive classrooms. Thus, more teachers with competencies in IE teaching will be needed, which higher educational institutions (HEIs) will have to provide. With the shift to outcomes-based education, per CHED Memorandum Order No. 46, series of 2012 (CMO 46 s.2012) and the transition driven by the Enhanced Basic Education Act of 2013, HEIs have been redesigning curricula for their undergraduate teacher education programs. To effectively address IE teaching competency requirements in the new curricula, HEIs need to know how pre-service teachers are currently being prepared for IE. Particular attention is given to the BEEd undergraduate degree program in this study because it is likely that

there are more differently-abled in regular classrooms at the primary grades than at the secondary levels (Ormrod, 2008).

FRAMEWORK

The social efficiency ideology within the broad field of curriculum theory provided the context within which the analysis of pre-service elementary teacher education was anchored on. The study borrowed the competency- or outcomes-based education (OBE) framework as lenses and adopted the constructivist philosophy as a navigational guide in looking at the curricula of teacher education programs.

Central to the social efficiency ideology (Schiro, 2008) is the belief that the essence of learners lies in their competencies that have been determined as needs of the society, leading to a demand-driven curriculum. This means that higher education institutions (HEIs) specify elementary teacher education program goals and objectives, and learning outcomes in the courses, according to the needs of the schools that eventually hire their graduates. The schools' specification for teacher competencies, in turn, are driven by the demands of society. With the inclusive education reform, schools are requiring pre-service teachers to have the inclusion-oriented knowledge, skills and attitude needed in inclusive classrooms.

The focus on competencies in determining the content of an educational program is synonymous with the concept of outcomes-based education (OBE). According to Malan (2000), OBE is an "eclectic philosophy" that combines the best of past educational approaches which address the demands of society, congruent with the social efficiency ideology. It is a philosophy or theory (Killen, 2007) defined by Spady (1994) as "clearly focusing and organizing everything in an educational system around what is essential for all students to be able to do successfully at the end of their learning experiences."

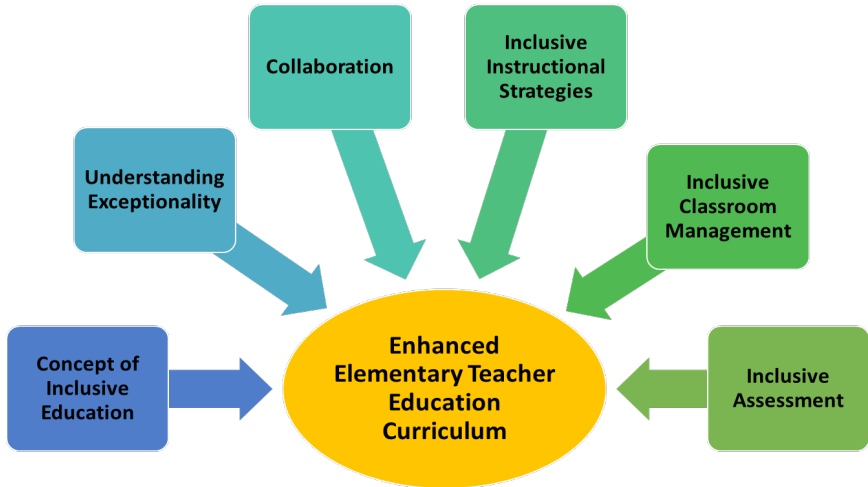
Review of literature about the essential competencies needed to prepare pre-service teachers for inclusive education yielded common sets that could serve as the focus of study when looking at the content of teacher education programs. One set pertains to the concept of inclusive education or IE (Loreman, 2010; European Agency for Special Needs Education or EADSNE, 2012). This knowledge base forms the foundation of IE practices that general education teachers should have (Holdheide & Reschly, 2008). Another refers to understanding exceptionality, which includes knowledge (Dingle, Falvey, Givner & Haager, 2004; Cooper, Kurtts, Baber & Vallecorsa, 2008; Allday, Neilsen-Gatti & Hudson, 2013) and

attitude or disposition (Titone, 2005; Van Laarhoven, Munk, Lynch & Rouse, 2007; EADSNE, 2012) about learners with exceptionality or disability. As what Darling-Hammond (2006) suggests, teachers would lack the foundation that enables them to think of strategies in addressing diversity if they did not know how “different people learn differently.”

A third set pertains to collaboration. Experts suggest that teachers in inclusive classrooms should have competencies in working with others (Dingle *et al.* 2004; Titone, 2005; Holdheide & Reschly, 2008; Allday *et al.*, 2013), especially with families, other teachers and professionals (Van Laarhoven *et al.*, 2007; Cooper *et al.*, 2008; EADSNE, 2012). Because the essential knowledge and skills for teaching have grown expansively, teachers need to collaborate with one another (Darling-Hammond, 2006; LePage *et al.*, 2010). Another set of competencies concerns instructional strategies, approaches, methods, or pedagogy (Dingle *et al.*, 2004; Titone, 2005; Cooper *et al.*, 2008; Loreman, 2010; EADSNE, 2012). This set also includes specific approaches such universal design (Van Laarhoven *et al.*, 2007) and differentiated instruction (Allday *et al.*, 2013).

A fifth set of combined competencies pertains to classroom management and behavior support, intervention or management (Van Laarhoven *et al.*, 2007; Cooper *et al.*, 2008; Allday *et al.*, 2013). It is deemed imperative that teachers understand classroom and behavior management techniques to address challenging student behavior and minimize classroom disruption. Finally, a sixth set of competencies concerns meaningful assessment (Dingle *et al.*, 2004; Loreman, 2010), both formal and informal (Cooper *et al.*, 2008). As Darling-Hammond (2006) proposes, teachers must be continually “reshaped” (p. 5) with their knowledge and skills in assessing pupil learning.

The figure below illustrates how an elementary teacher education curriculum can be studied and enhanced taking into account the literature-based IE competencies.



Influence of Inclusion Competencies in a Demand-Driven Teacher Education Curriculum

Reference to competencies in inclusive education is found in Article IV of the CMO 30 s.2004, which states that teachers should be able to “facilitate learning of diverse types of learners, in diverse type of learning environments, using a wide range of knowledge and skills.” The CMO 30 s.2004 specifies the policies and competency standards for undergraduate teacher education curriculum, which prescribes the foundational and methods courses (Grossman, Hammerness & McDonald, 2009) in two major categories: theories and concepts; and, methods and strategies. The constructivist paradigm in CMO 30 s.2004 (Reston & Dayagbil, 2010) supports the adoption of constructivism as the philosophy that guided the curriculum content analysis (Richardson, 2005; Beck & Kosnik, 2006) employed in this study.

OBJECTIVES OF THE STUDY

The study attempted to analyze the Bachelor of Elementary Education (BEEd) curricula of higher educational institutions in Northern Mindanao or Region 10, with particular focus on the preparation of non-special education teachers for inclusive education. Special education teaching programs were presumed to cover IE teaching competencies and thus, were not studied. Specifically, it sought to identify the courses on inclusive education within BEEd programs for non-special education teachers. It likewise looked into how content in (1) the theory and concepts courses, and in (2) the methods and strategies courses, addressed literature-based inclusion competencies in the following areas: concept of inclusive education, understanding exceptionalities, collaboration, inclusive instructional strategies, inclusive classroom management, and inclusive assessment. The findings would serve as inputs to proposals for enhancement in the BEEd curricula.

METHODOLOGY

The qualitative method of curricular content analysis (Mayring, 2000; Hsieh & Shannon, 2005; Berg, 2007; Zhang & Wildemuth, 2009; Schreier, 2012) was utilized to answer the research questions. To infer about the BEEd curricula, the study used the syllabi developed by the instructors of theory and concepts courses, and of methods and strategies courses. Content and objective/outcome statements in the syllabi were examined vis-a-vis teacher competencies identified by authors (Dingle, Falvey, Givner & Haager, 2004; Titone, 2005; Darling-Hammond, 2006; Van Laarhoven, Munk, Lynch, Bosma & Rouse, 2007; Cooper, Kurtts, Baber & Vallecorsa, 2008; Holdheide & Reschly, 2008; LePage *et al.*, 2010; Loreman, 2010; EADSNE, 2012; Allday, Neilsen-Gatti & Hudson, 2013) of inclusive education studies. For ease in analysis, selected key competency indicators from a non-copyright version of the 'Profile of Inclusive Teachers' (EADSNE, 2012) were slotted under each of the competency areas. Additional indicators were borrowed from the Dingle *et al.* study (2004) to complete a list of two knowledge, two skills, and two attitude indicators that served as sub-competencies for each IE competency area.

A total of 252 syllabi were analyzed, which were collected from 21 higher education institutions, chosen through purposive sampling from among 60 HEIs that offered teacher education in Region 10 (CHED, 2014). The prospectus of

the BEEed programs (excluding the major in special education) were the principal instruments used in searching for inclusion-specific or inclusion-related courses.

Following the deductive application in content analysis (Mayring, 2000; Schreier, 2012), a systematic coding process was executed to facilitate making inferences from the text in the syllabi, providing answers to the research questions. This involved the development of a coding frame during the pilot phase of analysis, which was repeatedly revised as more syllabi were studied. The constructivist process of systematic and constant comparison of texts produced a final coding frame which was utilized during the main phase of analysis. Magnitude coding (Saldana, 2009) was performed to avoid overlapping counts of the analysis units. Data produced from the content analysis were reduced in matrix tables, akin to a curriculum map, to facilitate analysis, interpretation, and drawing of conclusions.

RESULTS AND DISCUSSION

Survey of the prospectus collected from the participating HEIs produced no case of a required course that was specifically titled *Inclusive Education* in the Bachelor of Elementary Education (BEEed) programs, either in general education or and in early childhood/ pre-school education. The course titles *Introduction to Special Education*, *The Exceptional Child in the Classroom*, and *Guidance and Counseling in Special Education* emerged as the inclusion-related course offerings in less than half of the BEEed programs. Information in the first two courses pertains to the characteristics and classification of children with special educational needs (SEN) and their educational placement. The latter focuses more on content about the various counseling approaches that can be applied in providing guidance support to learners with SEN.

The findings are consistent with that of other studies (Amr, 2011; Pugach, 2010; Harvey, Yssel, Bauserman & Merbler, 2010; Wolfberg, LePage & Cook, 2009; Turner, 2003) that identified one or two introductory courses in special education as the common route in inclusive teacher education programs. As pointed out by Kaplan and Lewis (2013), introductory special education courses are not comprehensive approaches to teaching inclusive education and may not even support inclusion. They are important in preparing pre-service teachers to work with learners having special educational needs.

Table 1 illustrates the overall coverage of the literature-based competencies in the four theory and concepts courses (listed first), and in the nine methods

and strategies courses. Content analysis of the syllabi revealed few cases of high overall coverage of the competencies in understanding exceptionality, inclusive instructional strategies, and inclusive assessment. Few cases of moderate coverage of the competencies in collaboration and inclusive instructional strategies were also observed.

Table 1. Coverage of IE Teaching Competencies in the Professional Education Courses

<u>Course</u>	Competency Area					
	Concept of Inclusive Education	Understanding Exceptionality	Collaboration	Inclusive Instructional Strategies	Inclusive Classroom Management	Inclusive Assessment
Child and Adolescent Development	None	High	Low	Low	Low	None
Facilitating Learning	Low	High	Low	High	Low	Low
Social Dimensions of Education	Low	Low	None	Low	None	None
The Teaching Profession	Low	Low	None	Low	None	None
Principles of Teaching 1	None	Low	Low	Low	Low	None
Principles of Teaching 2	Low	Low	Moderate	Low	Low	None
Assessment of Student Learning 1	None	None	Low	None	None	Low
Assessment of Student Learning 2	None	None	Low	Low	None	High

Educational Technology 1	None	Low	Low	Low	None	None
Educational Technology 2	None	Low	Low	Low	None	None
Developmental Reading 1	None	Low	None	Low	None	None
Developmental Reading 2	None	None	Low	Moderate	None	None
Curriculum Development	Low	Low	Moderate	Moderate	None	None

The competency related to the ‘concept of inclusive education (IE)’ was addressed mainly through the introduction of the philosophy and principles underlying IE, and two world declarations that emphasize the right of every child to education, “First Call for Children” and “Education for All.” The low coverage in few courses emphasized the theoretical aspects of inclusive education, which may render pre-service teachers unprepared for the real world or nature of teaching (Booth, 2000; Rosenzweig, 2009). The predominantly zero-to-low coverage likewise suggests that the ‘concept of inclusive education’ stands as an essential addition to teacher education curricula in the region. Literature (Holdheide & Reschly, 2008; EADSNE, 2012) have stressed the introduction of the concept of inclusion as it forms the foundation of inclusive education practices, including the development of a positive attitude towards teaching in diverse classrooms.

Analysis of the syllabi also pointed out that overall coverage of the competency in ‘understanding exceptionality’ was high in two theory-dominant foundational courses that are commonly taught in the second year under the BEEed program: *Child and Adolescent Development*, and *Facilitating Learning*. The syllabi in these courses included content on the characteristics of learners with disability, with emphasis on respecting and valuing difference in the latter. One plausible explanation for the high coverage was the adoption of the sample syllabi of the CHED regional office. Content in the sample syllabi included topics on exceptional development and on individual difference, with a focus on special learning needs.

The limited high coverage of the competency in ‘understanding exceptionality’ in only two courses reflects what has been found in a study by Allday, Nielsen-Gatti and Hudson (2013), which pointed out that universities are not keen about students’ understanding of the characteristics of students with disabilities. Such situation suggests that pre-service teachers may not be adequately equipped with the competency in providing appropriate learning experiences. Understanding the nature of exceptionality leads to proper identification (Allday *et al.*, 2013) and positive attitudes towards learners with special educational needs (SEN), and therefore effective instruction (LePage *et al.*, 2010; Lewis & Norwich, 2005). In studying barriers to successful inclusive education, Titone (2005) identified lack of knowledge about the characteristics of the disabilities as a contributing factor, and highlighted the need for inclusion concepts as something that should “permeate in a program.”

In addition, data revealed moderate coverage of the competency in ‘collaboration’ under the methods and strategies courses, *Principles of Teaching 2* and *Curriculum Development*. A likely explanation of the coverage can be likewise traced to the content in the sample syllabi for the courses of the CHED’s regional office. Mentioned in both groups of syllabi were collaborative and teamwork in teaching, and integrating different learning styles in curriculum planning and implementation. There was a predominantly low coverage of the competency in many of the courses.

The finding reflects that which Allday *et al.* (2013) reported: that there are very few universities that prepare teachers adequately to use collaboration in addressing instructional and behavioral needs of diverse learners. The results of analysis imply the need to further integrate the concept of collaboration in the BEd curricula. Collaborative relationship has been identified in the Titone (2005) study as a factor that parents and teachers find beneficial in inclusive classrooms. This includes teaming among teachers, establishing clear roles, involving parents as useful resources (Titone, 2005). Preservice teachers need to be taught skills in co-planning, co-teaching, and communicating effectively with parents and other teachers (Winn & Blanton, 2005; Grskovic & Trzcinka, 2011; Hemmings & Woodcock, 2011).

The results of content analysis further indicated that overall coverage of the competency in ‘inclusive instructional strategies’ was high only in *Facilitating Learning*. Particular emphasis was given to the acquisition of knowledge about the learner-centered psychological principles in facilitating learning that considers individual difference in capabilities in the learning process (American

Psychological Association, 1997). There was moderate coverage of the competency in the methods and strategies courses, *Developmental Reading 2* and *Curriculum Development*. Further investigation revealed that the syllabi of HEIs for these courses had similar content on inclusive education with the sample syllabi of the CHED regional office.

Apart from the aforementioned courses, there was a predominantly low coverage of the competency in 'inclusive instructional strategies.' It was noted that while content on the selection of teaching strategies and models was expressed in the syllabi for *Principles of Teaching*, only a few considered learners with disability in the objectives/outcomes expressed. This situation suggests consideration of integrating instructional strategies for inclusive classrooms, particularly in those where they likely to be prescribed. The competency in diverse (Holdeheide & Reschly, 2008) or inclusion-based (Kosko & Wilkins, 2009) instructional strategies has been determined as an essential foundation in inclusive education.

In the comparison among four courses that had low coverage of the competency in 'inclusive classroom management,' only *Child and Adolescent Development* had IE-related objective/outcome statements in practically all knowledge, skill and attitude domains. The predominantly zero coverage implies that inclusive classroom management strategies seem to be a competency that was 'left behind'. Allday, Neilsen-Gatt and Hudson (2013) have also determined that there is little evidence to show that student teachers are receiving enough training on inclusive classroom management. This situation leaves the current graduates with less or perhaps no theory or beginning skills in classroom and behavior management that allow them to effectively teach learners with SEN in inclusive classrooms. Many authors (Cooper *et al.*, 2008; EADSNE, 2012; Allday *et al.*, 2013) have pointed out that general education teachers need instruction in inclusive classroom management and behavior management strategies. These include knowledge and skills in reinforcement techniques, crisis prevention and intervention (Grskovic & Trzcinka, 2011). Without these competencies, teachers may experience stress when faced with demands of students with behavior problems.

The competency level in 'inclusive assessment' was high in *Assessment of Student Learning 2*. Teachers interviewed in this study disclosed that there was emphasis of many sub-competencies of inclusive assessment in the course. Such level of coverage can be attributed to the focus on assessing other domains in learning, i.e., not only limited to content or subject knowledge and on alternative forms of assessment that measure practical learning. These features were also evident in the CHED sample syllabus for the course.

The low coverage in *Assessment of Student Learning 1* suggests the possibility of integrating topics and outcome statements concerning the development and utilization of assessment tools that consider different abilities of learners. In this manner, graduates of the BEEed programs would possess initial skills in modifying assessment, in developing and implementing assessment plans that allow students to demonstrate learning in many ways. Experts maintain that inclusive education demands assessment in multiple ways (Winn & Blanton, 2005), and requires engagement in meaningful evaluation (Loreman, 2010).

CONCLUSIONS

The findings derived from the curriculum content analysis provided understanding about how HEIs in the region were preparing non-special education elementary school teachers for inclusive classrooms. Characteristics of the BEEed programs for non-special education majors suggest the application of the infusion model (Turner, 2003; Stayton & McCollun, in EADSNE, 2010; Forlin & Chambers, 2011). The infusion route adopted by some HEIs was the requirement of one or two introductory coursework on special education, common among teacher education institutions in other countries. This practice may not be adequate because these introductory courses have limited content on inclusive education, and may not teach students the necessary skills needed in inclusive classrooms.

Infusion of IE teaching competencies within the professional education courses was also a practice noted. While coverage of the literature-based competencies was evident, it was emphasized only in few courses. In these, there emerged a pattern of similar content in the syllabi among the HEIs, and alignment between the syllabi of the HEIs and the sample syllabi of the CHED. The instances of high and low coverage according to the presence and absence of related content in the sample syllabi of CHED, suggests a case of enacted curriculum congruent with prescribed curriculum.

The predominantly limited coverage of the literature-based competencies in many courses indicates that consideration for inclusive education was wanting during the creation of many of the syllabi studied. It appears that the UNESCO call for the reorientation of teacher education programs to inclusive education approaches has not yet been heeded fully by many HEIs in the region. This leaves pre-service teachers unprepared to teach in inclusive classrooms because they would have less than adequate competencies in the concept of IE, understanding

exceptionality, collaboration, inclusive instructional strategies, and inclusive classroom management.

As in any constructivist inquiry, realities are dependent on the individual holding the constructions (Guba & Lincoln, 1994). Analysis of the content of elementary teacher education programs as reflected in the syllabi may have been influenced by the researchers' conceptions and value systems. Moreover, the findings and conclusions are limited by the IE teaching competencies considered in the study. Although the determination of these competencies involved data saturation during literature search, there is still likelihood of missing key areas. The focus on the syllabi as the central instrument in the study may have also created a slightly different picture of the preparation of elementary school teachers for inclusive education. It is possible that the competencies have been addressed in the coursework, yet they were not expressed in the syllabi.

TRANSLATIONAL RESEARCH IMPLICATIONS

While continuously adopting the infusion model, HEIs need to consider dedicating a course on inclusive education. This allows focus on the essential knowledge base and disposition that teachers should have to be able to teach successfully in inclusive classrooms. Support of this recommendation comes from the work of Sharma, Forlin and Loreman (2008). Meanwhile, study on special education will have to be continued since the body of knowledge gained from it will instruct practice in inclusion teaching. This recommendation is anchored on the justification offered by LePage *et al.* (2010), arguing that even medical students study pathology, immunology, and other areas of practice.

In determining student learning outcomes in the foundational and methods courses, teachers should consider infusion of content about IE, and translate these concepts into skills, in as many applicable courses as possible. The recommendation for a content-infused approach finds support from the work of Loreman (2008), and Forlin and Chambers (2011). Where content is not directly applicable in a course, there could be embedded messages about inclusion that promote valuing diversity. This is in accord with what authors stressed about inclusion. It is a "philosophy that should permeate" (Titone, 2005) and should be "an integral part woven into every element" (Kaplan & Lewis, 2013) of teacher education. The use of an embedded design, according to Zundans-Fraser and Lancaster (2012), would help in the maintenance of knowledge and skills required for IE teaching.

The CHED would agree that it is advantageous to articulate in detail the IE-related outcomes for the BEEd degree programs through its policy statements and guidelines, thus strengthening the foundation of IE teaching competency standards. The CHED, including the Philippine Association for Teacher Education (PAFTE), are urged to consider adopting the IE-related course objectives and learning outcomes proposed by the authors for all professional education courses.

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