Brutal Choices in Curricular Design ...

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Making Lawyers Out of Law Students:
Shifting the Locus of Authority

By Timothy Casey and Kathryn Fehrman

This article proceeds in three parts. Recent critiques of legal education have centered on two main themes: the cost of legal education and the need for curricular reform (to teach law students to be lawyers rather than legal theorists). In the first and second sections of this article, we address the call for curricular reform and describe the innovative curricular design of the STEPPS Program at California Western School of Law in San Diego.

I. Introduction

This article proceeds in three parts. Recent critiques of legal education have centered on two main themes: the cost of legal education and the need for curricular reform (to teach law students to be lawyers rather than legal theorists). In the first and second sections of this article, we address the call for curricular reform and describe the innovative curricular design of the STEPPS Program at California Western School of Law as an answer to that call. The STEPPS Program, a required second-year course in ethics and skills, provides a unique forum for teaching the knowledge, skills, and values necessary for a successful legal career. In the final section, we focus on the internal values in our students and the connection between the development of internal values and the expression of professional judgment. We explain why it is both difficult and necessary for new professionals to move the locus of authority from external to internal.

II. Sound the Alarm: Reform Legal Education

According to the popular press in 2011, American legal education is currently, once again, exhaling its final breath. Two general themes emerge from these critiques: first, the cost of legal education, and second, the legal education curriculum. In November of 2011, David Segal published in The New York Times a scathing critique of legal education in America. Notably, Segal attacked not only the cost of legal education, but also the substance.

What they [law students] did not get, for all that time and money, [spent on legal education] was much practical training. Law schools have long emphasized the theoretical over the useful, with classes that are often overstuffed with antiquated distinctions, like the variety of property law in post-feudal England.

A. A Familiar Refrain

Critiques of the legal education curriculum arrive every few years. Segal’s article is neither the only nor the most exhaustive critique of American


4 Segal, supra note 2, at 1.
Legal education. In 2007, the Carnegie Report, a two-year investigation into the teaching and learning at American law schools, recommended specific reforms to the legal education curriculum. Specifically, the Carnegie Report championed a focus on the knowledge, skills, and values necessary for professional success. Fifteen years earlier, in 1992, the MacCrate Report defined 10 fundamental lawyering skills and four professional values, and included a vision for a continuum of development throughout a lawyer’s career. The entire purpose of the report was to trigger a discussion of the development of skills and values in the profession, and, accordingly, in legal education.

Legal education is slow to change. Both the curriculum and the dominant teaching method have remained constant over the 150 years since Christopher Columbus Langdell introduced the case method at Harvard. The catalog of courses, particularly in the first-year curriculum, reflects antiquated distinctions in the forms of pleading a case. And while clinical legal education programs have proliferated and prospered, the model of a university-based law school delivering instruction through lecture and discussion of cases represents a heavily entrenched paradigm.

The relevant question is not whether legal education faces a controversy, but, rather, whether legal education has reached a Copernican Moment—whether we are on the verge of a paradigm shift. We believe legal education is at just such a moment, and we predict more change in the structure and content of the legal education curriculum in the next 10 years than in the past 50. We do not predict the demise of the case method, nor do we call for the abolition of legal scholarship. We do not foresee more than a de minimis modification of the first-year curriculum. But there will be significant changes in the legal education curriculum, and, frankly, there ought to be. The guiding principle in these changes will be a focus on developing law students’ ability to practice law, with an emphasis on the skills and values necessary to succeed. External forces, such as published critiques or economic pressure, can act as a motivation for curricular reform, but the process of change must begin internally, within the faculty.

B. Change? That Sounds Difficult.

At many law schools, the approach to curricular reform assumes a familiar narrative. A small group of energetic faculty observes a need or an opportunity to develop a program in a certain area. They propose to pursue the program by offering courses or providing other opportunities, such as clinics or externship placements, for students to earn credit toward their degree. The dean and the curriculum committee usually approve the program as long as two conditions are met. First, the proposed program must not be too costly (though frequently these programs are developed in response to an identified source of funding). Second, there must be a defensible connection between the program and the student’s overall legal education. Notably, two significant questions are almost never addressed. First, what existing programs must be replaced, reduced, or eliminated? And second, how will this program improve the students’ overall legal education?

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7 Id. at Part IV.

8 Id. at 131–33. In fact, the MacCrate Report warned against the use of the list of skills and values as a “standard for law school curriculum.”

9 One notable and early storm involved the 1891 split among the faculty at Columbia Law School, eventually leading to the exodus of Dean Theodore Dwight, who, together with other Columbia faculty, founded New York Law School. Dwight and other faculty left in a dispute over teaching methods dictated by Columbia’s Board of Trustees. http://www.nyls.edu/about_the_school/mission_and_history/.

10 Thomas Kuhn, The Structure of Scientific Revolution (1966). Kuhn describes the process of scientific knowledge as a nonlinear progression. Science progresses with brief periods of immense change, followed by long periods of stagnation. The stagnation, caused by the development of paradigms, stalls scientific discovery because the paradigm prefers the status quo. Thus, Copernicus may have been right, and he may have had ample evidence to prove his theories. But challenging paradigms is fraught with peril.

“...whether legal education faces a controversy, but rather, whether legal education has reached a Copernican Moment...”
The process of thinking about what students need to learn to become lawyers is not easy. The Carnegie Report suggests we teach “knowledge, skills, and values.” These concepts are intertwined, making it difficult to define where and how we teach skills and where and how we teach knowledge. Most doctrinal courses teach students more than just legal rules—they develop skill in modes of thinking, analysis, and synthesis that reach beyond mere acquisition of propositional knowledge. But the connections between knowledge, skills, and values tend to be implicit, understated, or hidden.

For example, many first-year law teachers say they teach students to “think like a lawyer.” If we studied their courses, we are confident we would find that they do, by and large, teach more than just a body of factual information. Most first-year courses require students to develop not only critical reading, but also the capacity to analyze, compare, analogize, and distinguish, and to synthesize divergent examples, cases, theories, and policies. Our own experience and conversations with our colleagues confirm that these competencies are exactly what a professor looks for while reading exams at the end of the term. But very few syllabi contain explicit descriptions of these learning objectives. And not enough teachers begin the process of designing their courses with concrete learning objectives as the foundation.

We provide a counterexample, a more intentional commitment to specific learning objectives. Our school, California Western School of Law, engaged in a process that involved changing the mandatory curriculum. In our view, this represents a greater commitment to reform than merely adding elective courses to an existing palette of options. By altering the mandatory curriculum, the faculty had to establish and actuate priorities. They had to understand the role of each course in the student’s education, analyze ways to improve existing elements of the curriculum, and exercise judgment in determining the value of particular options. In sum, they made brutal choices.

III. Designing a Program to Meet Student Learning Objectives

A. Overview of the STEPPS Program

In 2006, the faculty at California Western School of Law adopted the STEPPS Program as a replacement for a lecture-based course in Professional Responsibility and a required course in advanced legal skills. The core principle of the STEPPS Program is to teach the knowledge, skills, and values necessary for the ethical practice of law, and to do so by placing the student in the role of attorney. The STEPPS Program is a two-semester, required second-year course combining substantive rules of professional responsibility with practical training in legal skills such as interviewing, counseling, legal research, drafting, and negotiation. The STEPPS Program also covers issues of preventive lawyering, professionalism, career satisfaction, business etiquette, and networking.

The STEPPS Program is designed with reference to both short-term and long-term student learning outcomes. We consider consciously the knowledge, skills, and values we want our students to model in the years after they graduate. We also evaluate the objectives for each class meeting and each assignment, and how the objectives from one assignment fit between the objectives from the previous assignment and the objectives for the next assignment.

We design and redesign a course specifically for second-year law students as part of a sequenced curriculum. The program builds on the knowledge...
and skills they learned in their first year, and provides them with the knowledge, skills, and values they need for success in their third-year externships and beyond.\textsuperscript{15} Two of our full-time skills faculty members also teach in the STEPPS Program. These faculty members are instrumental in maintaining consistency with the skills program’s first-year objectives. Likewise, two adjunct professors from our third-year externship program also teach in the STEPPS Program; they assure we prepare students well for their third-year clinical experiences.

B. Placing the Student in the Role of Attorney
The STEPPS Program employs a variety of learning environments and teaching techniques. Our students meet twice each week. One meeting is a large group discussion where we use many familiar teaching techniques: lecture, PowerPoint presentations, small-group discussions, hypothetical fact patterns, film clips, etc. For the second weekly meeting, students are divided into small, simulated law offices, run by attorneys with significant practice experience.\textsuperscript{16} The law office meetings are run like weekly meetings in a law firm, with an adjunct professor in the role of partner or supervising attorney and the students in the role of associates.\textsuperscript{17} By playing the role of associates, students develop a deeper understanding of the connection between skills and values in the practice of law.

The work in the law offices revolves around a series of simulated cases.\textsuperscript{18} We hire professional actors to play the roles of clients, and we develop assignments from the cases to meet a number of learning objectives.\textsuperscript{19} Students are responsible for creating, organizing, and maintaining client files, and they submit weekly time sheets and billing reports. Students are expected to wear business attire to their meetings.

Each semester, the student must complete two written projects and two lawyering performances.\textsuperscript{20} Every assignment includes a reflective component. The written assignments require a separate essay with a self-assessment of the student’s performance. This reflective process is modeled after the corporate protocol of “lessons learned” and the military protocol of “debriefing” after any major task is completed. With respect to assessment, we assign points to reflect the objectives of the course. Thus, a significant number of points are earned through reflection and a demonstration of professionalism.\textsuperscript{21}

C. Collegial Teaching
As an added benefit to our faculty and students alike, the adjunct attorneys meet at the beginning of each week to discuss the learning objectives for the week. Although originally designed as a way to keep all of the law offices at the same point in the syllabus, the weekly meetings have taken on a character unique to our prior experience in legal education. The meetings provide a forum for the exchange of ideas.

\textsuperscript{15} Most law schools offer clinical opportunities to third-year students. Many offer second-year students clinical experiences; a very few allow first-year students to participate in clinical programs. In most states, the student practice order will limit the availability of clinical opportunities, so it’s the state bar (or regulatory authority) that establishes the limits, not the law schools.

\textsuperscript{16} Of 19 supervising attorneys, only one has fewer than seven years of experience. Nine have more than 20 years of practice experience. Six have more than 30 years’ experience. Almost all are at the partner level, and several are managing partners.

\textsuperscript{17} Thanks to our deep applicant pool, we were able to select a group of outstanding members of the local bar to serve as adjunct professors in the STEPPS Program. We don’t have to ask our STEPPS adjuncts to play the role of managing partner—in many cases they are actually the managing partners of their firms.

\textsuperscript{18} The subject matter of the cases changes from year to year, but stays within a defined subject matter for all of the cases in a given year. Thus, one year the cases focused on property law, another year on a contractual issue, and a third year on an employment problem.

\textsuperscript{19} In the first years of the program, students played the role of the client for other students. However, we since identified a number of significant advantages to using actors. Due to the professional nature of the performers, the performances take on a degree of reality that was lacking when students (or faculty) played the role of client. If one were to watch a video of a client interview, it would be difficult to discern whether the client was real or an actor in role. We achieve a high degree of uniformity in the client performances, and we can insert ethical issues into the script without alerting the student. Finally, we ask the actors to provide brief evaluations of the lawyer’s performance.

\textsuperscript{20} Over the two semesters, the students complete the following projects: 1. legal research and written memorandum, 2. initial client interview, 3. advice letter to client, 4. client counseling session, 5. motion (including declarations and evidentiary exhibits), 6. transactional client interview, 7. negotiation, 8. draft a contract. The performance assignments are video recorded, and, with the aid of the MediaNotes software program, students self-evaluate their performance.

\textsuperscript{21} We intentionally separate feedback and grading. With each assignment, the student receives ungraded feedback on the performance. The student will only receive a grade after reviewing and reflecting on the feedback.

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about the immediate decisions that must be made in the course. Our conversations provide us with insights into our teaching mission and frequently allow us move nimbly between grandiose theories of cognitive development and mundane details, such as whether to center a footer in a motion template. We share our immediate experiences from the preceding week, and, significantly, we have a chance to listen to other points of view, to reflect on our own decisions, and to improve our own performance from week to week. It’s like a master class.

From this master class emerge observations and connections that we might not otherwise make. The next section details one of these deep connections, elaborates on the value we derive from teaching collaboratively in the context of this program, and begins to define one of the basic building blocks to becoming a lawyer: teaching students to think for themselves based upon their own well-defined set of personal values.

IV. Primary Learning Outcome: Moving the Locus of Authority from Outside to Inside to Create Decision Makers, and Why Teaching Values is Indispensable

“Stop this day and night with me and you shall possess the origin of all poems, You shall possess the good of the earth and sun, (there are millions of suns left),

You shall no longer take things at second or third hand, nor look through the eyes of the dead, nor feed on the spectres in books,

You shall not look through my eyes either, nor take things from me,

You shall listen to all sides and filter them from yourself.”

The STEPPS Program focuses upon providing our students with tools to help them ethically and effectively assist their clients. This must be a primary learning objective of legal education. The exercise of sound judgment is integral to the role of lawyer. To develop the capacity to make decisions, students must first develop a clear sense of themselves and their values. Only a strong and clear sense of self will allow students to become ethical and effective decision makers as lawyers. Thus, if we are training students to be lawyers, it is up to us to guide them into individuated intellectual adulthood.

Part A of this section focuses upon the rather obvious need for students to learn to think for themselves. We must train them to look within themselves to find the authority to make decisions. They themselves must become the authority with the answers, not some outside source. They must transfer the locus of authority from outside to inside.

Part B posits that hand in hand with becoming their own locus of authority, students need to clearly perceive their personal and professional values. Without a value system, decision making lacks a foundation.

How do we as teachers regard our goals for these students? How do we design our courses to achieve the objective of guiding a student to become the locus of authority who can provide answers with integrity? We propose some basic course design theory to begin answering these questions.

A. Teaching Students to Think for Themselves

The most difficult threshold our students will cross during their legal education is the journey from being students who ask others to answer their questions, to becoming attorneys who provide the answers themselves.

—Walt Whitman, Song of Myself

22 Individuation means becoming undivided, integrating (developing or recognizing one’s own integrity), or “coming to selfhood,” or “self-realization.” See generally Carl Gustav Jung, Psychological Types (Princeton University Press 1971) and Essays on Analytical Psychology (Princeton University Press 1966).

23 A good place to start may be with M. Lisa Bradley, Implementation of Collaborative Assignments, 19 Perspectives: Teaching Legal Res. & Writing 186–189 (2011); see also Roberta K. Thyfault & Kathryn Fehrman, Interactive Group Learning in the Legal Writing Classroom: An International Primer on Student Collaboration and Cooperation in Large Classrooms, 3 J. Marshall L.J. 135 (2009).

24 See generally Threshold Concepts Within the Disciplines (Ray Land et al. eds. 2008); “Reflections” and “Lessons Learned” from our own students overwhelmingly note that it is “frightening” to realize that
they are often cognitively immature. Legal educators often notice that many of our first-year students prefer to look to their professors, the books, and other traditional authorities to provide them with "the answers," rather than piecing together answers for themselves, through careful consideration.

At its best [education] is a process animated by the urge to search out and explore ideas not as a series of packaged units with neat labels provided by books, but as a continuing exercise in which student and teacher are joined. The student does not "acquire" a process, he participates in it, and cumulatively he becomes aware of meanings and relationships. "Education" eludes easy definition precisely because it is not a 'thing' but a joint venture which may be described but not defined. …

[E]ducation, as a process, is concerned with the mental faculties. It is concerned with doing something to the student by developing his mental powers with a view to releasing and sharpening his critical and creative faculties and invigorating his understanding.26

No one is more keenly aware of the need to do "something to the student by developing" his mental faculties than educators who train adult students to become professionals. It helps to have some cognitive development framework by which to measure students' progress as we navigate this process. One simple expression of the stages of cognitive development comes from psychologist William G. Perry.27 While Perry's research and theory centered upon undergraduate students, the nine stages he addresses are readily identifiable to any teacher who has ever set foot in a law school classroom.28

Fundamentally, Perry posits that students often enter new learning situations with simple "black-and-white" perceptions. This is "dualism," which presumes that authorities know and will provide absolute right and wrong answers. From there, students move through stages of "multiplicity" and "relativism," as they progress past blaming authority figures for incompetence, and through the idea that there are really no answers at all.

Finally, students move into the "commitment" stages, where they adapt to this relativistic world by making personal commitments to particular views or answers. As they adapt themselves to making these commitments, they learn to balance the pros and cons of their choices, and find that they will continue to test commitments by embracing them or modifying them as part of a "lifelong activity that paves the road toward wisdom and requires an ever-open mind."29

Against this backdrop, it is our job to instill in our students the abiding notion that their legal education and the practice of law are not processes of simply downloading knowledge and information into their brains. Rather, we must give them a process in which they must participate, if they are to arrive at commitments and become true decision makers.

As Perry shows us, at higher stages of cognitive development, the student commits to certain viewpoints. The student, rather than another authority figure, becomes the locus of authority. This is, inter alia, decision making. Decision making at this level requires personal choices. In order to make personal choices with integrity, and to test their commitments by weighing the pros and cons of each choice, students must be clearly aware of their own personal values.

A. The Value of Teaching Values

The role of teaching professional values has been at the center of the discussion regarding the reform of
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legal education.\textsuperscript{30} For example, the aforementioned MacCrate Report lists four “Fundamental Values” of the profession.\textsuperscript{31} Its authors urge law schools to ensure that students see that learning values is equally as important as learning substantive law. However, the connection between decision making and the need for a solid understanding of personal values has been left untouched.\textsuperscript{32}

Without an abiding sense of self (personal commitments to certain values, both professional and personal), the plethora of choices and perspectives available to students can be overwhelming. If we do not know what values are important, how do we measure our commitments?

Thus, as we are teaching students to be ethical and effective lawyers, making choices based upon moral values (“proairesis”) and deliberation is key.\textsuperscript{33} And on a more pragmatic level, a lack of clarity about one’s personal and organizational values can lead to low levels of commitment, and often to alienation from one’s work.\textsuperscript{34}

Sometimes clearly identifying our own values simply ensures that when we make decisions, we are clear as to how our personal values affect those decisions and the process. We can choose whether or not to incorporate values into our decisions, but only if we are aware of what those values are. Sometimes our personal values do not comport with legal precedent or with our clients’ values. Being completely aware of the values affecting our decision-making process is crucial to the paradoxical process of choosing our perspectives so that, ultimately, we can get out of our own way.\textsuperscript{35}

One of the ways teachers can help students to get out of their own way is for us as teachers to get out of our students’ way. Students exploring and investigating on their own is necessary; otherwise the locus of authority is outside. One way of getting students to investigate and explore on their own is to reduce the feeling of the student-teacher hierarchy.\textsuperscript{36} Interestingly, there appears to be psychological evidence in zoological research for the idea that reducing hierarchy may result in better student outcomes regarding the shift in locus of authority. For example, researchers in zoological psychology theorize that spider monkeys are more curious than macaques because the spider monkeys’ social order has “lax social rules; without a rigid hierarchy and dominant individuals to control others’ activities, animals are presumably more free to investigate, seek novelty and explore.”\textsuperscript{37}

Therefore, on a macro level, it is desirable to design a course atmosphere where students cannot consistently rely upon the didactics of their professors. Students should be in a situation where they must rely more upon their own explorations and their interactions with their fellow students.\textsuperscript{38} That way, they learn the feeling of self-reliance and must learn to retrieve and process information on their own if they wish to survive. Our “stepping back” as teachers furthers both the goal of moving the locus of authority and the goal

\begin{itemize}
\item \textsuperscript{31} MacCrate Report, supra note 6. The values listed in the MacCrate Report are: competence, bearing responsibility for the quality of justice (promote justice, fairness, and morality); ensure that adequate legal services are provided to those who cannot afford to pay; enhance the capacity of law and legal institutions to do justice; general values of a self-governing profession (make and pursue activities designed to improve the profession; train and prepare new lawyers; rid the profession of bias based on race, religion, ethnic origin, gender, sexual orientation, or disability; rectify the effects of these biases); seek out and take advantage of opportunities to increase knowledge and improve skills; and select and maintain employment that allows the lawyer to develop as a professional and pursue professional and personal goals.
\item \textsuperscript{32} Id. The report tends to focus on “professional values,” upon which there is some disagreement. See generally Pearce, supra note 30. Identifying personal values provides the foundation for sound decision making.
\item \textsuperscript{33} Aristotle, Nichomachean Ethics, Book III, Secs. 2 and 3, “Choice” and “Deliberation” (Liberal Arts Press 1962).
\item \textsuperscript{34} James M. Kouzes & Barry Z. Posner, The Leadership Challenge 50 (Jossey-Bass 2002).
\item \textsuperscript{35} This answers some of the criticism of teaching professional values noted by Pearce, supra note 30.
\item \textsuperscript{36} Bradley, supra note 24, at 189 (“The professor should be as hands-off as possible, and should not micromanage”).
\item \textsuperscript{38} Bradley, supra note 24, at 189.
\end{itemize}
of shaping and identifying values. Indeed, some educational psychologists posit that because groups are a value-forming agent, values can only be changed in group settings. Further, one of the values we as teachers may consider promoting is collaborative and cooperative learning, which can serve our students throughout their lifetimes and practices. Accordingly, allowing our students to coalesce in order to manage in their own way serves both the goal of self-sufficiency and the goal of discovering values as well.

This sort of “stepping back” is uncomfortable to many who teach. Sometimes the most difficult thing to do is nothing. Our first reaction is, “Well then, why do they need a teacher at all? Am I irrelevant?” Certainly, in reality, we are even more relevant as guides than we are as preachers. Our courses are the mazes through which the student must navigate. It is our job to create the maze that provides the desired learning experiences. It is not easy to set up an atmosphere in which students must navigate their own learning process. But that is precisely what we must do, and what we strive to do in STEPPS.

**V. Conclusion**

In the STEPPS Program, the knowledge, skills, and values we strive to teach require each student to become his or her own locus of authority. As teachers, we provide the basic tools, and we prepare an environment conducive to learning. We create problems that will require our students to access and process certain information and situations, and arrive at certain results. But we do not pave the way for them. As a matter of fact, we point them to the top of the mountain, hand them a scythe and a lamp, and tell them they must cut and light their own paths for the climb. We are there to assist them to identify landmarks and food. We might even provide reprieve, encouragement, and a few hints. But in the end, if we are to do the most good, the students themselves must make the climb.

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39 Dreikurs, *supra* note 37, at 80.


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**APPENDIX 1**

**PERRY'S STAGES OF COGNITIVE DEVELOPMENT**

1. **DUALITY**: Uncertainty doesn't exist. Authorities hold the right answers.

2. **MULTIPLICITY (A)**: Uncertainty exists due to incompetent authorities, OR the instructor is just leading an intellectual exercise.

3. **MULTIPLICITY (B)**: Uncertainty exists only temporarily while authorities seek answers.

4. **RELATIVISM (A)**: Uncertainty is inherent and pervasive, rendering all opinions equal in value.

5. **RELATIVISM (B)**: Relativism is qualified— not for purely factual and special contexts (e.g., moral).

6. **COMMITMENT (A)**: Relativism weakens under qualifications and internal contradictions. Commitment is sought.

7. **COMMITMENT (B)**: Individual makes personal commitment to a certain viewpoint.

8. **COMMITMENT (C)**: The meaning of commitment and its trade-offs are examined.

9. **COMMITMENT (D)**: Making and adjusting commitments becomes a part of the lifelong pursuit of personal growth and wisdom.¹

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¹ Table prepared by: Linda B. Nilson, *Teaching at its Best: A Research-Based Resource for College Instructors* 13 (2003).