

MAINE STATE LEGISLATURE

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REPORT
to
THE ONE HUNDRED AND SECOND LEGISLATURE

S T A T E C E R T I F I C A T I O N O F T E A C H E R S

by
Interim Joint Committee
of the 101st Legislature

January 1965

P R E F A C E

A report by an interim legislative committee is much more significant and much more easily comprehended when considered in conjunction with historical background.

During the deliberations of the 101st Legislature, there was a great deal of debate in the House of Representatives relating to preparing and training teachers who are to assume the responsibility for instruction and education in the public schools of Maine. The issue in this State as well as in many other states in this nation is twofold. First, are the graduates from teacher training institutions receiving a sufficient number of semester hours in academic subjects? Second, are some graduates from these same institutions accumulating an unreasonable number of semester hours in subjects related to philosophy, psychology and methods of teaching? Preparatory training in basic subject matter is sometimes designated "content course" or "academic subject", whereas preparatory training in a non-content subject is designated "method course" or "education course".

It should be pointed out that many professional educators were opposed to the creation of this Committee. No sound or logical reason was given for the opposition and it merely stemmed from an extreme sensitivity to legislative participation in matters which these educators believe are within the sole province of their profession. It is recognized that there are many instances where proper lines of demarcation have not been established among the areas where the non-professional and the professional educator should exercise control. It is acknowledged that the Department of Education and the Maine teachers' colleges are making a real effort to improve their curricula and should be permitted to continue in this area without interference. The

Committee does not, however, agree that the standards upon which teacher certificates are issued should be under the exclusive control of the profession. The legislature would be remiss in its obligation to the public if it should fail to exercise lay influence in this field.

It should not appear that all educators were opposed to this legislative study. During the past eighteen months, many competent teachers, professors and educational administrators have expressed concern in regard to the subject. Some teachers do not wish to voice a public opinion upon certification standards because of criticism from fellow teachers. Parents who have expressed concern to individual members of this Committee wish to remain anonymous because of fear or repercussion upon their children in the classroom.

It is hoped that the teaching profession will evaluate this report from a point of view expressed in "A Position Paper on Teacher Education and Professional Standards" published this year by the National Education Association:

"The teaching profession must be open to diverse and conflicting opinion. Every proposal must stand the test of critical analysis. Free and responsible examination of many points of view is in the best tradition of both the scholarly approach and the democratic ideology. From such evaluation of conflicting notions comes the best chance for visable means of self-improvement."

It is urged that each member of the 102nd Legislature give serious consideration to the Committee recommendations. This well may be the last opportunity to implement and strengthen teacher certification standards without causing great misunderstanding and undue friction between the teaching profession and the public.

Senator Ralph W. Farris, Jr.
of Kennebec
Chairman

MAJORITY REPORT

The Committee has thoroughly reviewed the procedure under which certificates are issued for teaching in the public schools of Maine. We commend the Maine Advisory Committee on Teacher Education and Certification for its work which resulted in improved standards in 1963. It would, however, be virtually impossible for such a group to alter an existing system and it is our conclusion that the system contains two major weaknesses.

First, it requires the so-called "liberal arts" graduate to accumulate a greater number of semester hours in "education" or "method" courses than are necessary in acquiring a proper teaching background. Second, it provides a "blanket certificate" for high school teachers with the result that these teachers may be teaching biology without having a college background in any science remotely connected therewith. We recognize the desirability and even necessity of education courses in the elementary grades but feel that greater recognition should be accorded to subject matter background for secondary school teachers.

The Committee has explored the available alternatives for correcting the foregoing deficiencies and there are three which are worthy of consideration:

1. Amendment of existing rules and regulations.
2. Statutory maximum on the number of semester hours in education courses required for certification of academically qualified college graduates, with an additional requirement of subject matter preparation for high school teachers.
3. Affidavit of qualification from institution awarding degree that the graduate has adequate preparation in subject matter.

The Committee discards the first alternative. The State Department of Education is satisfied with the existing rules and regulations and ~~the present~~ Commissioner does not agree with the committee finding that there are defi-

ciencies. Thus, a committee recommendation that the Department of Education suitably amend its rules and regulations would not receive favorable consideration.

The Committee also discards the second alternative that the law be amended to place a limitation upon required education courses for liberal arts college graduates, with an additional amendment to the law that high school teachers be certified to teach only those subjects in which they have received background preparation. An amendment such as this failed of passage in the 101st Legislature, and the discussion generated by the proposal resulted in the creation of this Committee. We recognize that this approach would directly attack certain deficiencies but we also realize that the law might become too inflexible if maximum and minimum semester hour prerequisites were to be cemented into a statute.

The third alternative is not novel. Dr. James B. Conant advocates this proposition. A statement from a liberal arts college that its graduate is trained and qualified by academic preparation to teach certain subjects has the advantage of eliminating the deficiencies without disqualifying prospective teachers who are training under the existing system. The Committee recommends the adoption of such a proposal and annexes hereto a draft of suggested legislation.

The proposed amendment in no way alters the traditional methods of certification but simply sets forth three broad educational requirements as an alternative method: a baccalaureate degree, a recommendation from an undergraduate institution, and practice teaching. This places the responsibility for teacher training with the colleges and universities and it should have a stimulating effect upon the faculty and students. It is true that candidates who meet the foregoing requirements are not required to have any minimum

hours of education courses and this raises the question whether the State can be confident that these candidates have ability to teach. The Department of Education has already raised this question and the Committee's reply is that the same question arises even when education courses are required. Many such courses do not deal with how to teach, but rather with history, philosophy and psychology as related to education. In courses which emphasis how to teach, it is debatable whether theories in abstractions taught to students in a classroom will be translated by them into effective teaching.

The requirement of the baccalaureate degree insures general academic competence. Teachers with a broad academic background are better able to handle the range of student questioning and usually command respect as learned people. Graduation from a college of academic excellence offers better proof of prospective teachers' education and ability than does a general course requirement or single examination.

The proposed amendment suggests that institutions which are recognized by regional accrediting associations be acceptable to the State Department of Education but an additional protection is provided by reserving to the State of Maine the power to deny recognition to any institution which the Commissioner of Education deems unacceptable. Blauch, Accreditation in Higher Education (1959) fully describes the operating standards of regional associations which accredit institutions. The suggested legislation in defining an approved institution is similar to the one used by the California Legislature to secure a satisfactory revision of its certification regulations. Cal. Educ. Code Ann. §§ 13188 (d.), 13191 (d) (West 1963). The Committee believes that this approach will avoid any constitutional problem relating to delegation of legislative authority and will discourage limitation of approval solely to those institutions offering programs which meet the education course

requirements now prescribed in the rules and regulations of the Department of Education.

The amendment further requires the institution to qualify its graduate for certification. This is designed to insure that the candidate will be qualified to teach the subject matter at the grade level for which he is certified. Each institution must designate an official to make its recommendation and we envisage that the recommendation would be made upon the application of a candidate for Maine certification. The Commissioner presumably will provide a form upon which the recommendation may be completed and probably would require an official school seal in order to guarantee authenticity. Thus, each institution will know that its recommendation has been made officially to the State of Maine and that its reputation will be jeopardized in the event it recommends an inferior candidate.

The Committee feels that subject matter recommendation is sufficient for grades 5 through 12. The recommendation for teaching in kindergarten or sub-primary through grade 4 must show that the prospective candidate has been specially prepared to teach those grades. It is more important that primary teachers be trained to teach children in those early years of social exposure away from home and instill learning habits in young students which will be reinforced by successor teachers at higher grade levels. The grade level must also be specified in the statement of qualification and must be for subjects commonly taught in the public schools.

Teaching experience is written into the proposed legislation because the Committee feels that practice teaching is an essential element of teacher preparation. Several methods of obtaining teaching experience are provided in order to expand the pool of qualified teachers. Instruction under supervisory control in conjunction with practice teaching is much more meaningful

to the prospective teacher than abstract theory in a classroom. The only method whereby teaching experience can be obtained without instructional supervision would be in an instance where the prospective teacher has had one year full time teaching experience in either a public or private school.

The stipulation that anyone meeting all the requirements for certification except that of practice teaching should not be denied the right to gain that experience was designed simply to enable otherwise qualified persons to fulfill the practice teaching requirement.

In concluding, the Committee reiterates that this amendment provides an alternate method for teacher certification and does not alter existing certification procedures. It provides an additional method for certifying prospective teachers who have academic college degrees and a desire to teach. The amendment represents a highly desirable step forward by removing the source of teacher supply from the monopoly of teacher colleges and university colleges of education. The competition which will be created among institutions of higher learning to improve the quality of teacher education in and by itself justifies the adoption of this proposal.

The Committee extends its sincere appreciation to the Commissioner and Deputy Commissioner of Education, the Maine Advisory Committee on Teacher Education and Certification, members of the State Board of Education, and the many educators from public and private institutions for supplying background information and engaging in open discussion.

We especially acknowledge the invaluable assistance rendered by the Harvard Research Bureau and John L. Easton, Jr., Esq. Mr. Easton participated in the work of the Committee with the same dedicated effort following resignation from the legislature as he extended during the regular session of

the 101st Legislature. Regardless of the outcome of the Committee's recommendation, the majority will always remember the constancy of our former colleague in his attempt to improve the quality of education in the area of teacher training.

INTERIM JOINT COMMITTEE ON
STATE CERTIFICATION OF TEACHERS
101st LEGISLATURE

Senator Ralph W. Farris, Jr., Chairman

Representative J. Willis Watkins

Representative Audway S. Treworgy

Representative Bradford Snow

December 31, 1964

MINORITY REPORT

The subject of teacher certification is both important and complex. The study carried on by the interim joint legislative committee has been informative and useful. It is my hope that the report of the Committee will be helpful and stimulating to legislators, educators, teachers, and all others who are concerned with the matter of certification standards. While I am in agreement with many of the statements set forth by the Committee, I have declined to sign the majority report for the following reasons:

1. I do not believe that the legislature should initiate changes in teachers' certification standards. This is more properly the function of the State Board of Education under authority delegated to it by the Commissioner, who himself is empowered by the legislature to set such standards.

2. The State Board of Education has wisely established an Advisory Committee on Teacher Education and Certification, and in 1963 the certification regulations were revised upon the recommendation of this Committee. These revisions have been in effect for only a short time, and I do not believe they should be changed until they have had a reasonable trial period.

3. The alternative proposed by the Committee places unwarranted responsibility upon the Commissioner of Education and officials of the educational institutions which train teachers.

INTERIM JOINT COMMITTEE ON
STATE CERTIFICATION OF TEACHERS
101st LEGISLATURE

Senator Frederick W. Whittaker

December 31, 1964

PROPOSED AMENDMENT

The following is the suggested proposal to amend the law relating to teacher certification standards. This new section would be designated R.S., T. 20, § 1751, sub-§ 2.

2. Alternative standards. The certificate shall be granted without any additional requirements as to preliminary education and training, except for training in physiology and hygiene described in subsection 1, to persons who produce satisfactory evidence as follows:

A. A baccalaureate degree or its equivalent from approved institutions of higher learning. Approved institutions of higher learning are those which are accredited by the New England Association of Colleges and Secondary Schools, the Middle Atlantic Association of Colleges and Secondary Schools, the Southern Association of Colleges and Secondary Schools, the North Central Association of Colleges and Secondary Schools, the Northwestern Association of Colleges and Secondary Schools, the Western College Association or their successors; or which in the opinion of the commissioner satisfy the standard in subject matter preparation of its regional accrediting association. The commissioner, however, may revoke the approval of any institution which in his opinion does not in fact meet the subject matter preparation standard of its regional accrediting association.

B. An affidavit signed by a designated official of an approved institution that the candidate is qualified in subject matter preparation to teach in elementary and secondary schools, except that the candidate shall not be eligible to teach kindergarten

or subprimary through grade 4 unless the approved institution engages in the preparation of teachers for such grades. The affidavit of qualification to teach in grades 5 through 8 shall state that the subject matter preparation of the candidate was in subjects commonly taught in the public schools for such grades. The affidavit of qualification to teach grades 9 through 12 shall state in which subjects the candidate is so qualified, and the candidate's certificate to teach grades 9 through 12 shall be specifically limited to those subjects or other subjects of similar content as may be determined by the commissioner. Notwithstanding any such affidavit of qualification, the commissioner, before issuing a certificate to teach, may require the candidate to pass a subject matter examination appropriate for grades in which he seeks certificate to teach.

C. Teaching experience in a completed program of practice teaching under the direction of the approved institution of higher learning, or a completed program of practice teaching approved by the commissioner, or one year of full-time teaching experience in either a public or private school, or one year of teaching in the public schools as an apprentice to an experienced teacher approved by the commissioner.

Any candidate who has fulfilled all the requirements for certification, except that of teaching experience, shall be deemed eligible to secure practice teaching or apprentice experience in the public schools of this State.

RESULTS OF TEACHER POLL

101st Legislature

Joint Interim Committee To Study
TEACHER CERTIFICATION

Senator Ralph W. Farris, Jr.
Chairman

RESULTS OF TEACHER POLL

Summary

1. Differing backgrounds produce marked differences of opinion. For example, the younger secondary teachers who majored in some academic subject have an entirely different point of view from elementary teachers over 50 who majored in education. In general, each group is obviously biased in favor of its particular background.

2. Taken as a whole, however, the following general opinions are held:

- (a) Practice teaching is not particularly helpful in teacher training, at least as presently constituted.
- (b) Education courses rank far behind academic courses and teaching experience to date as a background factor in teaching effectiveness.
- (c) The present certification requirements for a secondary and probably ^{1/}an elementary certificate contain too many education courses. They should not be eliminated, however.
- (d) Academic background and teaching experience to date are by far the most important factors for teaching effectiveness.
- (e) From the written comments it is reasonable to conclude that of those teachers who thought at all about the question, there is general agreement that academic subject matter background should be strengthened, at least for secondary teachers.

1/ Because of an error in the questionnaire the answer as to elementary requirements could have been misunderstood.

COMPARISON RESULTS

Summary

	<u>Under 35 Academic Secondary</u>	<u>Over 50 Education Elementary</u>
1. <u>Factors in teaching effectiveness</u>	<u>%</u>	<u>%</u>
education courses entirely or considerably -----	36	82
academic courses entirely or considerably -----	100	70
practicing teaching entirely or considerably ---	75	42
teaching experience entirely or considerably ---	100	100
 <u>Rank of factors</u>		
education courses -----	5	2
academic courses -----	1	3
practice teaching -----	3	5
teaching experience -----	2	1
innate ability -----	4	4
 2. <u>Education courses</u>		
(Would have taken in college if not required)		
15 or less hours of education -----	86	18
16-25 hours of education -----	14	59
over 25 hours of education -----	0	23
more academic courses -----	77	50
fewer academic courses -----	0	0

COMPARISON RESULTS (%)

ALL

Academic majors teaching in secondary school under 35	Education majors teaching in elementary school over 50
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Taken as a whole, to what extent have your education courses contributed to your teaching effectiveness?

Entirely -----	0	3
Considerably -----	36	79
A little -----	50	14
Not at all -----	14	3

How do you rank the subject-matter content of the education courses and academic courses you have had?

Education courses higher -----	0	30
About equal -----	21	57
Academic courses higher -----	79	13

Do you feel that the subject-matter content of the education courses you took was -

High -----	15	33
Medium -----	38	67
Low -----	47	0

Do you feel that the subject-matter content of the academic courses you took was -

High -----	71	40
Medium -----	21	60
Low -----	8	0

To what extent has your supervised practice teaching contributed to your teaching effectiveness?

Entirely -----	0	0
Considerably -----	75	42
A little -----	8	58
Not at all -----	17	0

Comparison Results (%) - continued

Academic majors
teaching in
secondary school
under 35

Education majors
teaching in
elementary school
over 50

With respect to your present
teaching effectiveness, supervised
practice teaching was -

Of more value than -----	9	16
About the same as -----	36	24
Of less value than -----	55	60

YOUR FIRST FULL YEAR OF TEACHING

To what extent have your academic
courses contributed to your teaching
effectiveness?

Entirely -----	36	0
Considerably -----	64	70
A little -----	0	26
Not at all -----	0	4

To what extent has your teaching
experience to date contributed to
your teaching effectiveness?

Entirely -----	38	19
Considerably -----	62	81
A little -----	0	0
Not at all -----	0	0

How do you rank these background
factors in your teaching effectiveness?

(Number 1-5 in decreasing order of
importance.)

Education courses -----	5	2
Academic courses -----	1	3
Supervised practice teaching ----	3	5
Teaching experience to date ----	2	1
Innate ability ("Teachers are born") --	4	4

If certification requirements were not
a factor would you have taken in college -
(Answer as many as relevant)

More education courses -----	8	41
More academic courses -----	77	50
Fewer education courses -----	15	9
Fewer academic courses -----	0	0

Comparison Results (%) - continued

	<u>Academic majors teaching in secondary school under 35</u>	<u>Education majors teaching in elementary school over 50</u>
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If certification requirements were
not a factor would you have taken
in college -

15 or less semester hours of education courses -----	86	18
16-25 semester hours of education courses -----	14	59
Over 25 hours of education courses -----	0	23

How many semester hours of education
courses do you feel should be required
for elementary certification?

30 or more -----	0	17
16-30 -----	0	35
2-15 -----	0	12
None -----	0	4

How many semester hours of education
courses do you feel should be required
for a general secondary certificate?

30 or more -----	7	0
16-30 -----	21	0
2-15 -----	64	0
None -----	7	0

COMMENTS ON MAINE TEACHER CERTIFICATION REQUIREMENTS

I feel that "Maine Certification Requirements" exist for the main purpose of assuring that control of education will remain in the hands of competent "educators" who have degrees, and/or advanced degrees, from colleges of Education. I feel that sound "education courses" could be devised, but do not exist at the time.

I agree with Dr. Conant that the quality of courses is more relevant than the number of hours. I have never been exposed to an education course a bright 8th grader could not handle. If demanding courses are given, and less "educationese" included, three to six semester hours could well cover "teaching teachers to teach" area.

More academic - less educational hogwash.

I am convinced that if a teacher is teaching math, he should be required to take math courses.

Too many education courses are required for certification. The courses have failed to give me any help. I feel that my first year of teaching was of much more value. Academic training is of much more value to me and I wish now I had more background knowledge in my particular field. This will be more helpful than five or ten courses on project making and cutting out letters.

There are no provisions for liberal arts graduates. Maine is wasting valuable talent - especially female - by refusing to recognize the ability of a graduate of a liberal arts college. Since Maine is anxious to keep more of her young people, some provision must be made to enable

Every teacher should take courses in (1) Methods, (2) Psychology (general and education) (3) Methods of teaching the subject field, (4) Tests and Measurements.

Teachers, I think, need more "Teaching Methods" courses. Primary teachers need courses to benefit primary teachers - same with grammar school teachers.

I feel that the teacher certification requirements are fine and should be left as they are.

I cannot conceive of an elementary teacher not having many courses in how to teach reading, math, social studies, etc.

You certainly need education and methods courses as well as academic courses to be an effective teacher.

I feel we are just beginning to require enough to make teaching a profession rather than just a job. I am sure more rigid requirements are the thing that will help our profession. Certainly education courses are necessary.

I feel that our high school teachers sadly lack the know-how of presenting academic material learned and to be presented. Our elementary school teachers as of now are better prepared academically than they were 25 years ago - even ten years ago - but I still feel they need the education courses in order to develop skills correctly.

For the most part it has been my observation that teachers gradu-

Comments - continued

these people to gain respectable employment in the State. So many states are willing to accept academic subjects for provisional certification. Certainly accredited colleges and universities can judge the academic effectiveness of their graduates. At the end of four years of rigid academic training, one can assume that a college graduate has sufficient mental ability to understand, at least in part, the learning process and thus be able to help to develop the minds of the nation's youth. If it is deemed necessary to require education courses, they should be academic in structure and require more academic training. These courses would be much more valuable after teaching experience - to solve particular problems which may arise.

The requirements are geared to a "credit mill type" of operation and no opportunity is offered to the student who already is an up-to-date, well organized, efficient teacher. Existing regulations are restrictive and limit the variability of a qualified teacher.

One year of teaching experience is worth all of your education courses.

I received my training out of state; a few of my educational courses were excellent (only because of the teachers). In general, what is needed (for secondary academic teachers) is first observation in a school, then one good combination course in theory, statistics, and methods combined; then full-time teaching with a concurrent seminar meeting occasionally to discuss problems that come up. I have had four student teachers work with me in Maine, and my husband received his certification here. As far as I can see, the education courses were almost useless as preparation for student teaching. Not once has any-

ating from the state teachers colleges have an excellent foundation in the processes of learning and methods of teaching. The information revealed by this questionnaire is not truly representative of teacher certification requirements, since my training did not follow the normal pattern. After graduating with a BA degree, I acquired the minimum credits for certification in one semester; as a result the choice of courses offered was limited. I am sure that as a beginning teacher I would have had to learn far less by trial and error if I'd had other education courses.

With the newer trends in grouping, audio visual materials, and team teaching, I feel the emphasis on academic courses is not warranted. I feel that my academic courses were better taught because these same academic professors taught the educational courses. What we really need are more qualified professors with "in school" experience to teach methods courses. An elementary teacher is not well qualified normally to teach college level history, and neither is a college history professor normally qualified to teach elementary social studies methods.

I approve of the present education-academic course balance. Every teacher needs both to be most effective. I do not approve of the possibility that a teacher might teach entirely out of academic field which is possible under the present certification regulations; further I believe that certification is a matter on the member of the profession. Only when the profession is able to regulate its membership will it attract consistently excellent candidates.

Comments - continued

one outside of guidance used more than a few basics of statistice (how to construct and score tests and use a curve, and what is meant by mean, median, and I.Q.). My teachers have had generalizations that are of little help in the classroom, and educational history and theory which are already forgotten with no apparent loss. The methods were taught so far before any actual experience that they have been forgotten or meaningless before ever needed. On the other hand, in subject-matter, (especially grammar and usage) my student teachers in English have floundered - even the honor students - for lack of background. I believe that what is good in educational courses would be appreciated and recognized more if there were a previous observation period in the schools. What college senior knows the problems or feels the level of his future students enough to get much from his educational courses? They are confusing and meaningless and boring until he can perceive what he will need to know.

On the whole, the philosophy of certification is sound; however, some of the education requirements are trivial. It should be more sensible to have two or three depth courses in education, methods curriculum, and concentrate on academic proficiency in subject area. This is particularly for secondary teachers, but it does apply to the elementary level, too.

I feel very strongly that too much emphasis is put on "unimportant" educational courses. To me, 15 hours would be more than adequate in education and the rest of the time should be made up of good solid academic study. The content of most education courses is "laughable" once you start teaching and begin to realize what you have to cope with.

More courses should be taught as a combination of academic information and its application to, and methods of, classroom teaching. Do not lower the number of education courses. Our certificates have been honored by many states; let's not lower ourselves. Advanced study is the time for specialization and advance academic courses, when one is certain of field of interest.

RAW RESULTS (In %)

Taken as a whole, to what extent have your education courses contributed to your teaching effectiveness?

Entirely -----	2
Considerably -----	63
A little -----	30
Not at all -----	5

How do you rank the subject-matter content of the education courses and academic courses you have had?

Education courses higher -----	12
About equal -----	34
Academic courses higher -----	54

Do you feel that the subject-matter content of the education courses you took was -

High -----	22
Medium -----	58
Low -----	20

Do you feel that the subject-matter content of the academic courses you took was -

High -----	61
Medium -----	38
Low -----	1

Which branch of education courses has been of the greatest help to your present teaching effectiveness?

Theory courses (including psychology) -----	35
Teaching methods -----	45
Curriculum studies -----	12
None of any material value -----	8

To what extent has your supervised practice teaching contributed to your teaching effectiveness?

Entirely -----	4
Considerably -----	62
A little -----	28
Not at all -----	6

With respect to your present teaching effectiveness, supervised practice teaching was -

Of more value than -----	16
About the same as -----	34
Of less value than -----	50

Raw Results (In %) - continued

YOUR FIRST FULL YEAR OF TEACHING

To what extent have your academic courses contributed to your teaching effectiveness?

Entirely -----	9
Considerably -----	74
A little -----	16
Not at all -----	1

To what extent has your teaching experience to date contributed to your teaching effectiveness?

Entirely -----	18
Considerably -----	80
A little -----	2
Not at all -----	0

How do you rank these background factors in your teaching effectiveness?
(Number 1-5 in decreasing order of importance.)

Education courses -----	4
Academic courses -----	2
Supervised practice teaching -----	3
Teaching experience to date -----	1
Innate ability ("Teachers are born") -----	5

If certification requirements were not a factor would you have taken in college -

More education courses -----	27
More academic courses -----	62
Fewer education courses -----	12
Fewer academic courses -----	1

If certification requirements were not a factor would you have taken in college -

15 or less semester hours of education courses -----	46
16-25 semester hours of education courses -----	40
Over 25 semester hours of education courses -----	15

How many semester hours of education courses do you feel should be required for elementary certification?

30 or more -----	19
16-30 -----	52
2-15 -----	27
None -----	2

How many semester hours of education courses do you feel should be required for a general secondary certificate?

30 or more -----	15
16-30 -----	42
2-15 -----	42
None -----	2

DRAFT OF SUGGESTED LEGISLATION

AN ACT to Provide an Alternative Standard for Teacher
Certification

Be it enacted by the People of the State of Maine, as follows:

Section 184 of chapter 41 of the Revised Statutes is amended by redesignating it as subsection I of section 184 of chapter 41.

Section 184 of chapter 41 of the Revised Statutes is amended by adding a new subsection II, to read as follows:

'II. The certificate shall be granted without any additional requirements as to preliminary education and training except for such training in physiology and hygiene described in subsection (i), to persons who produce satisfactory evidence of the following:

A. A baccalaureate degree or its equivalent from approved institutions of higher learning. Approved institutions of higher learning are those which are accredited by the New England Association of Colleges and Secondary Schools, the Middle Atlantic Association of Colleges and Secondary Schools, the Southern Association of Colleges and Secondary Schools, the North Central Association of Colleges and Secondary Schools, the Northwestern Association of Colleges and Secondary Schools, the Western College Association, or their successors. If however, the commissioner finds that the subject matter preparation at one of these institutions does not in fact meet the standards of the accrediting association, he may revoke the approval of that institution. The commissioner may also designate as approved additional institutions of higher learning if he is satisfied that their subject matter preparation does in fact meet the standards of the proper accrediting association.

B. A certificate of qualification in subject matter for specified grades signed by an official designated for such purpose by the approved institution of higher learning of which the candidate is a graduate. Certificates for grades of kindergarten or sub-primary through grade four shall be signed by a designated official in any approved institution which is engaged in the preparation of teachers for such grades. Certificates for grades five through eight shall state that the subject matter preparation in which the

candidate is so certified is in subjects commonly taught in the public schools in the grades for which such candidate is certified. Certificates for grades nine through twelve shall state in which subjects the candidate is so certified, and the candidate's certificate to teach shall be specifically limited to such subjects and others of similar content as determined by the commissioner. Notwithstanding any such certificate of qualification, the commissioner may require any candidate to pass a subject matter examination appropriate for the grades in which such candidate has been certified, before issuing his certificate to teach.

C. Teaching experience in one of the grade levels of school for which the candidate has been certified as qualified to teach under paragraph (B). Such experience shall be in one of the following forms:

1. A completed program of practice teaching directed by the approved institution of higher learning of which the candidate is a graduate, or
2. A completed program of practice teaching approved by the commissioner, or
3. One year of full time teaching experience in either public or private school, or
4. One year of service in the public schools of the state as an apprentice to an experienced teacher approved by the commissioner.

Any candidate who has fulfilled all the requirements for certification except that of the teaching experience prescribed in this paragraph shall be deemed eligible to secure practice teaching or apprentice experience in the public schools of this state.

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JOINT LEGISLATIVE COMMITTEE ON TEACHER CERTIFICATION

CONCLUSIONS - PRELIMINARY DRAFT

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JOINT LEGISLATIVE COMMITTEE ON TEACHER CERTIFICATION

CONCLUSIONS - PRELIMINARY DRAFT

This Committee unanimously feels, after thorough investigation, that our present system of teacher certification is deficient in two major aspects.

1. So-called "Liberal Arts" graduates are barred from standard certificates unless they have somewhere accumulated an unreasonable number of semester hours in education courses of dubious worth. This situation reduces significantly, we believe, the pool from which highly desirable Maine teachers can be drawn. While education courses are desirable and perhaps necessary in the lower grades, they are of little importance compared to subject-matter background in upper grades.
2. High school teachers are presently certified as such by "blanket certificate", without any specific subject-matter preparation. We thus may find a teacher of biology who never had any science remotely connected to this subject on a college level.

RECOMMENDED STATUTORY CHANGES

There are several alternatives open to correct these deficiencies:

- (a) AMENDMENT OF EXISTING REGULATIONS.
- (b) A STATUTORY MAXIMUM ON THE NUMBER OF SEMESTER HOURS OF EDUCATION COURSES REQUIRED FOR CERTIFICATION OF ACADEMICALLY QUALIFIED COLLEGE GRADUATES, WITH A STATUTORY REQUIREMENT OF SUBJECT-MATTER PREPARATION FOR TEACHERS IN OUR HIGH SCHOOLS.
- (c) CERTIFICATION IN SUBJECT-MATTER PREPARATION BY THE INSTITUTION FROM WHICH THE APPLICANT RECEIVED HIS DEGREE, AS RECOMMENDED BY JAMES B. CONANT.

(a) Amendment of existing regulations:

We have noted the attitude of the State Department of Education and those who assisted it in the preparation of the certification regulations that these are satisfactory; that changes to correct the above deficiencies are not needed; indeed, that these deficiencies do not exist. As a result, we conclude that any recommendations

that the Department of Education suitably amend these regulations would be unheeded and accomplish nothing.

(b) Statutory maxima of required education courses for academic college graduates and a further statutory requirement for subject-matter preparation for high school teachers:

This was tried without success in the 101st Legislature, and the discussion over this proposal led to the formation of this Committee. We feel that, while the deficiencies mentioned would be attacked directly by this method, semester-hour prerequisites should not be cemented into the Maine State Statutes, even as maximum and minimum requirements.

(c) Institutional subject-matter preparation:

This proposal, recently made by James B. Conant, has the advantage of accomplishing the result without the disadvantages accruing under the previous alternative.

There are several objectives which this proposed amendment seeks to achieve through teacher certification. It provides an alternative to the existing standards for teacher certification. Consequently, it is less severe in its effect than a complete revision in that it isolates a group of prospective candidates for teacher certification and specifies that they shall be deemed to have met all requirements as to preliminary education and training. For those who do not qualify under this amendment, the traditional methods of certification are still available. The amendment, then, does not completely rewrite the certification procedure, but merely supplements it by designating an additional pool of qualified, potential candidates. Only the requirements concerning preliminary education and training are affected; the existing age and character requirements remain intact.

While recognizing the interest of the State in insuring that only qualified teachers instruct its children, this amendment vests the primary responsibility for educating teachers in the hands of college educators. The intent of this amendment is to remove the

State from direct interference in the process of teacher education, while protecting the State by reserving to it the power to evaluate, and possibly reject, the product of that education. This amendment should also help to elevate the status of teaching as a profession, and further, it will provide a much-needed additional source of qualified candidates from which school systems may confidently draw to fill teaching positions.

The amendment sets forth three broad educational requirements for State teacher certification: a baccalaureate degree, recommendation from an undergraduate institution, and practice teaching.

For those candidates who meet these requirements, it is intended that there should be no required education courses, either in content or in number of hours. This omission will place the primary responsibility for training teachers with the institutions which educate them. It is desirable that this be done, because each institution is best able to select, through reference to its own facilities and personnel, the training it can offer which will best qualify its graduates. Required courses are no guarantee of quality when imposed upon institutions and professors who do not believe in them. If an institution believes in the value of a course, a requirement is unnecessary. If an institution does not believe in the value of a course, that course tends to receive only token attention, and requiring it may restrict able professors who, with greater understanding of their own strengths, could offer superior courses if given the freedom.

Although the consensus is that practice teaching and a baccalaureate degree should be prerequisites for all teachers, there seems to be little general agreement among educators as to what other requirements, if any, there should be. A recent survey indicated that the required education courses in 294 institutions training teachers varied from 18 to 69 semester hours for elementary teachers and from 10 to 51 semester hours for secondary teachers. Requirements for practice teaching also vary greatly, from 90 to

300 clock hours, translated into from 4 to 11 semester hours by different institutions. In light of such disagreement, it seems wise to leave to the individual institutions the right to select what each feels is the proper emphasis upon education courses in the preparation of teachers. To place artificial restrictions upon institutions inhibits them in experimenting to determine what combination of their courses will produce the best trained teachers, and tends to perpetuate at least some unnecessary education courses. Maximum use needs to be made of all course time if teachers are to be as well trained as possible.

As the responsibility for teacher training is given principally to the colleges and universities, institutional pride will stimulate efforts in each school to raise the quality of graduates. This tendency will be further accentuated by the gradual recognition of hiring personnel that some institutions produce teachers of a higher caliber than others. It is true that some education courses will probably be dropped in some institutions, but this would indicate only that the individual institution did not believe such courses were really necessary. Those education courses which remain should be generally more worthwhile.

If the status of teaching as a profession is raised, new people are bound to be attracted to it. Furthermore, elimination of required education courses will make more people eligible to teach. There are now many teachers in private schools, in the Peace Corps, and in colleges who are not qualified under the existing requirements for certification to teach in public secondary or elementary schools, but who might otherwise like to. There are many others who were discouraged from seriously considering teaching as a profession because they were told, or discovered for themselves, that many education courses were unchallenging, while the requirements were numerically formidable. There are others who did not decide they would like to teach in public schools until it was too late, either to complete the necessary education courses or to transfer from an institution which did not offer them.

The question next arises as to how, if education courses are not required, the State can be confident that certified candidates can teach. This is a question which arises even when education courses are required. Many education courses do not deal with how to teach, but rather with history, philosophy, and psychology as related to education. Further, even where the "how" of teaching is emphasized, it is debatable whether theories and abstractions taught to students in a classroom may be translated by them, with any consistency, into effective practical teaching methods.

The value of practice teaching is that it gives the potential teacher an opportunity to learn practical teaching skills under supervision before the responsibility is entirely his. Practice teaching brings the problems of actual teaching into a real focus for the student teacher, thus enabling him to ask more meaningful questions and to comprehend more fully the suggestions of a competent supervisor. This practice teaching requirement will provide the State with a sufficient check upon the teaching abilities of its candidates for certification.

The ultimate test for a teacher, however, is the manner in which he performs alone in his own classroom. A teacher's attitude and his ability to motivate students are qualities which can only be evaluated by his immediate supervisors. This is true under the present requirements and would continue to be true under this amendment. The State's function is to insure that a teacher has the proper background, and it is the function of the local school system to judge his teaching ability.

Portions of the preceding statement of theory may at times appear to be rather general and abstract as a justification for this limited amendment. This criticism is undoubtedly true in part, but there is an element of general applicability in each argument and strength in the sum effect of all. Furthermore, the arguments presented take on additional significance when considered in light of the certification requirements in other states. Colorado's teacher certification statute relies primarily upon approved programs of

preparation, with no detailed requirements, and even permits all professional education courses to be waived. Colo.Sess.Laws,1961, ch.213, § 6(1). Also, Massachusetts and New Hampshire, two states competing, in part, with Maine for available teachers, require only 12 semester hours of professional education courses for secondary teachers and 18 and 21 semester hours respectively for elementary teachers, while Maine requires 18 semester hours for secondary teachers and 30 for elementary teachers. Woellner and Wood, Maine, Massachusetts, New Hampshire. Although Maine will certify graduates of approved teacher training programs, such approval tends to be restricted to those programs which meet Maine's certification requirements. Regardless of salary, therefore, Maine's school systems are at a competitive disadvantage in meeting the shortage of qualified teachers.

DRAFT OF SUGGESTED LEGISLATION

AN ACT to Provide an Alternative Standard for Teacher Certification

Be it enacted by the People of the State of Maine, as follows:

Section 184 of chapter 41 of the Revised Statutes is amended by redesignating it as subsection I of section 184 of chapter 41.

Section 184 of chapter 41 of the Revised Statutes is amended by adding a new subsection II, to read as follows:

'II. The certificate shall be granted without any additional requirements as to preliminary education and training except for such training in physiology and hygiene described in subsection (i), to persons who produce satisfactory evidence of the following:

A. A baccalaureate degree or its equivalent from approved institutions of higher learning. Approved institutions of higher learning are those which are accredited by the New England Association of Colleges and Secondary Schools, the Middle Atlantic Association of Colleges and Secondary Schools, the Southern Association of

Colleges and Secondary Schools, the North Central Association of Colleges and Secondary Schools, the Northwestern Association of Colleges and Secondary Schools, the Western College Association, or their successors. If however, the commissioner finds that the subject matter preparation at one of these institutions does not in fact meet the standards of the accrediting association, he may revoke the approval of that institution. The commissioner may also designate as approved additional institutions of higher learning if he is satisfied that their subject matter preparation does in fact meet the standards of the proper accrediting association.

B. A certificate of qualification in subject matter for specified grades signed by an official designated for such purpose by the approved institution of higher learning of which the candidate is a graduate. Certificates for grades of kindergarten or sub-primary through grade four shall be signed by a designated official in any approved institution which is engaged in the preparation of teachers for such grades. Certificates for grades five through eight shall state that the subject matter preparation in which the candidate is so certified is in subjects commonly taught in the public schools in the grades for which such candidate is certified. Certificates for grades nine through twelve shall state in which subjects the candidate is so certified, and the candidate's certificate to teach shall be specifically limited to such subjects and others of similar content as determined by the commissioner. Notwithstanding any such certificate of qualification, the commissioner may require any candidate to pass a subject matter examination appropriate for the grades in which such

candidate has been certified, before issuing his certificate to teach.

C. Teaching experience in one of the grade levels of school for which the candidate has been certified as qualified to teach under paragraph (B). Such experience shall be in one of the following forms:

1. A completed program of practice teaching directed by the approved institution of higher learning of which the candidate is a graduate, or
2. A completed program of practice teaching approved by the commissioner, or
3. One year of full time teaching experience in either public or private school, or
4. One year of service in the public schools of the state as an apprentice to an experienced teacher approved by the commissioner.

Any candidate who has fulfilled all the requirements for certification except that of the teaching experience prescribed in this paragraph shall be deemed eligible to secure practice teaching or apprentice experience in the public schools of this state.

COMMENT ON PARAGRAPH (A)

Paragraph (A) of the proposed amendment sets forth a requirement for certification of a baccalaureate degree or its equivalent from an approved institution of higher learning. This requirement is to insure general academic competence. Teachers should have a broad and decent academic background if they are to handle adequately the range of student questioning and to command respect as learned people. Furthermore, no single examination or general course requirement is a comprehensive test of a person's education. A more efficient and accurate method of insuring the general educational competence of a group is to require graduation from challenges of known academic excellence. Serious problems arise,

however, in attempting to define this group of approved institutions of higher learning.

Although it is desirable for the State of Maine, by its own standards, to determine for itself those institutions which are acceptable, it would be an impossible task for the State Department of Education to evaluate continually and thoroughly the preparation given by all the institutions in this country whose graduates might wish to teach in Maine. It would also be a waste of time, money, and effort if a satisfactory alternative is available. Because, in general, pressures from vested interest groups have led to the tendency to approve only those programs which would qualify a person under the normal, specific certification requirements, a real alternative is not offered by having the Commissioner accept for certification graduates of teacher education programs approved by him (a practice which Maine now follows).

A satisfactory solution does seem to lie, however, with the regional accrediting associations. The regional associations are highly respected groups which accredit institutions in all areas of the country. For a description of how they operate, see Blauch, Accreditation in Higher Education (1959). A presumption may be safely declared by the legislature in favor of their recommendations, and additional protection may be provided by leaving a residual power of review in the Commissioner.

It was suggested that accreditation by a regional association should be the single and absolute standard in determining an approved institution, but this suggestion was not incorporated into the proposed amendment. The work of these associations is carried on primarily by private individuals who serve upon a voluntary basis. We feared that the efforts which have produced currently high standards in these associations could not be relied upon with sufficient certainty in the future to warrant giving the recommendations of these associations the relative permanency of statutory incorporation. Since these associations are private and independent of the control of Maine, there is no assurance that their accrediting

standards would continue to conform with those of Maine, even though they might currently do so. Also, the associations rarely are able to evaluate an institution more than once in ten years (New England Association of Colleges and Secondary Schools, Institutional Members of the Association, 2, 7-10 (1964)), and to protect its interests, Maine should have a more immediate power to check and exclude an institution if the situation so demands.

Because Maine would merely be adopting the annual lists of accredited institutions without imposing any requirements upon the issuing associations, the associations need not formally assume any responsibility for meeting Maine's standards. It would seem wise from Maine's point of view, however, to have the associations willing to take into account Maine's interests in teacher certification when they accredit institutions. The fact that Maine's interest would not be regarded as controlling by the associations, in any event, merely emphasizes the lack of assurance to Maine that institutions accredited in the future would be acceptable to her interests if the accreditation of the regional associations were made binding.

Further, to make accreditation by a regional association the only test of an approved institution might possibly be an unconstitutional delegation of legislative power. Delegation of final authority to the associations would seem to be a delegation of discretionary legislative power to a private group without legislatively declared standards to guide that group in exercising its power.

An exclusive delegation to the regional accrediting association to designate approved institutions would be a delegation with no legislative prescription as to the standards to be employed in determining which institutions should be approved and would thus appear unconstitutional. With the ultimate power to determine approved institutions in the proposed amendment left to the Commissioner, however, it would seem constitutional. He would be acting as an official of Maine and acting only in Maine's interests, unlike the private regional associations. He is given a legislatively-declared standard. Further the Commissioner would be given no more power, in effect, than he now possesses in his ability to prescribe

the standards which individuals must meet to be certified.

In defining an approved institution, therefore, the amendment adopts the approach of a strong declaration of legislative policy that the accrediting of the regional associations be accepted whenever possible. This approach is similar to the one used by the California legislature in adopting the Fisher Bill, in order to secure a satisfactory revision of the certification regulations by the State Board of Education. Cal.Educ. Code Ann. §§ 13188(d), 13191(d) (West 1963). It is believed that this approach will both avoid any constitutional problems and discourage approval of only those institutions which offer programs which meet the course requirements now prescribed.

COMMENT ON PARAGRAPH (B)

Paragraph (B) of the amendment requires an institutional recommendation of the candidate for certification. This requirement is designed to ensure that the candidate will be qualified to teach the subject matter at the grade level for which he is certified. Each recommending institution is directed to designate an official to make this recommendation. We envisage that the recommendation would be made upon the application of a candidate for Maine certification, and perhaps the Commissioner would provide a form upon which the recommendation could be completed. An official school stamp might also be required to ensure authenticity. This requirement will inform each institution that the recommendation is made officially and that its reputation stands behind it. A professor's recommendation of a favored student will not be enough, and requiring a designated official to make the recommendation will tend to produce uniformity among an institution's recommendations.

While it was felt that subject matter recommendation was sufficient for grades 5 through 12, especially since there is a growing trend toward using more specialized teachers in grades 4 through 6, we did not feel that this was proper for primary teachers. Primary teachers do not need any great command of specific subjects. They must, however, know how to teach. It is very important that

a good foundation be laid in the basic subjects of reading and arithmetic. This cannot be done unless the teacher knows how to present such material to very young minds and can spot basic mistakes early. Primary teachers must also be able to help children adjust in these early years of social exposure away from home, and they must be able to instill learning habits in young students which teachers of the higher grades will reinforce. Consequently, to ensure they are adequately trained, candidates for certification as primary teachers must be recommended for such teaching by a person experienced in the preparation of primary teachers.

The grade level must also be a part of the recommendation because teachers in elementary grades need not have as much training in each subject they teach as teachers of senior high school. Also, in practice, elementary teachers will probably be required to teach more different subjects than high school teachers.

Finally, the recommendations must be for subjects commonly taught in the public schools of Maine, for otherwise a teacher's qualifications might not be relevant to preparing him for teaching in the state. This requirement does not solve the subject matter problem, however. For the regional associations to accredit an institution of higher education, it "... should have a program of studies based upon the liberal arts (including the sciences), which should be required of all or most students." New England Association of Colleges and Secondary Schools. Standards for Membership: Institutions of Higher Education (1962). However, little attempt is made to interfere with the programs of specialization within an institution. Consequently, many institutions which offer specialized degrees are accredited and would be approved, at least presumptively, under this amendment. To protect the State from such questionable recommendations, short of disapproving the institution in future cases, the right to require the passing of subject matter examinations appropriate for the recommended grade level is reserved to the Commissioner. Such a test might be one of the National Teachers Examinations, objective-type examinations which test both professional and academic educational background preparation.

Examinations were rejected as the sole test of subject matter preparation because they cannot test the whole ability of a person. There are difficulties also in determining a meaningful passing score, and some capable teachers do not do well on examinations, especially ones which are objective, as these would have to be if they are to be administered efficiently.

COMMENT ON PARAGRAPH (C)

Paragraph (C) requires prior teaching experience by any candidate for certification and is designed to ensure that prospective teachers be exposed to the teaching process. Practice teaching is one element of teacher preparation which educators seem to agree is essential. Several alternative methods of obtaining this experience are set forth, so that as many qualified teachers as possible may be included. Except for alternative (3), which permits actual experience to satisfy this requirement, the State would have an element of supervisory control over all of these programs, either directly or indirectly through the power of institutional approval. Ideally there is professional supervision of these practice teaching programs, so that the student is instructed beforehand as to possible teaching methods and solutions to common problems, and has someone to advise him when problems do arise. Instruction in conjunction with practice teaching is more meaningful to the student than abstract theory in a classroom because it can be related to the student's actual experience.

Actual teaching experience without instructional supervision can also provide the necessary background as to how to teach and so was incorporated as alternative (3).

The stipulation that anyone meeting all other requirements for certification except that of practice teaching should not be denied the right to gain that experience, was designed simply to prevent the purpose of the proviso to enable otherwise qualified persons to fulfill the practice teaching requirement in Maine from being circumvented.

CONCLUDING COMMENTS

Since the supporting arguments for this amendment are only fully applicable when the candidate has been trained in the subjects for which he is recommended, this amendment limits the certification to those areas unless the Commissioner wishes to designate otherwise. This power of the Commissioner to expand the scope of the certificate is not greater than his present authority to grant emergency or temporary certificates; and, in small schools which cannot afford a specialized teacher in each subject, it is essential for practical purposes, though undesirable in theory, that teachers be able to teach to a limited extent outside their own fields. Due to the current teacher shortage, it is unfortunately a common practice to have teachers teaching outside their areas of adequate training. Conant 50-54.

It should be noted that this amendment is not as drastic as a complete revision of certification procedures. It creates only an alternate standard for certification.

This amendment represents a highly desirable step forward in the area of teacher certification. It will help remove the strait-jacket in which innovators in the field of teacher education have found themselves. It will enable improvements to be made in the quality of teacher education, thereby raising the status and standards of the profession, and it will provide an additional pool from which qualified teachers may be drawn.