

THE UNIVERSITY OF MINNESOTA

GRADUATE SCHOOL

Report

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The undersigned, acting as a Committee of the Graduate School, have read the accompanying thesis submitted by **Sister Mary Evarista Kelley** for the degree of **Master of Arts.**

They approve it as a thesis meeting the requirements of the Graduate School of the University of Minnesota, and recommend that it be accepted in partial fulfillment of the requirements for the degree of **Master of Arts.**

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This is to certify that we the undersigned, as a committee of the Graduate School, have given Sister Mary Evarista Kelley final oral examination for the degree of Master of Arts . We recommend that the degree of Master of Arts be conferred upon the candidate.

Minneapolis, Minnesota

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MINIMUM STATE REQUIREMENTS  
for  
CERTIFICATION OF PUBLIC SCHOOL TEACHERS  
A Study in variations based upon fifteen states.

A thesis submitted to the Faculty of the Graduate School  
of the  
University of Minnesota  
by  
Sister Mary Evarista Kelley, O. S. F.

In partial fulfillment of the requirements for the degree of  
Master of Arts  
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CONTENTS

	Pages
Outline.....	ii- iv
List of Tables.....	v
Chapter I - Introduction.....	1 - 6
Chapter II - State Certification Requirements in the Atlantic Division.....	7 - 29
Chapter III - State Certification Requirements in the South Atlantic Division.....	30 - 57
Chapter IV - State Certification Requirements in the South Central Division.....	58 - 84
Chapter V - State Certification Requirements in the North Central Division.....	85 - 107
Chapter VI - State Certification Requirements in the Western Division.....	108 - 130
Chapter VII - Comparisons, Conclusions and Recommendations.....	130 - 157
Bibliography .....	157 - 163

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## OUTLINE

MINIMUM STATE REQUIREMENTS FOR CERTIFICATES OF PUBLIC SCHOOL TEACHERS.

A study of variation in fifteen states based upon requirements for state certification.

## I. Introduction - General plan and scope of the study.

## 1. The Problem

- a. To ascertain the legal minimum requirements for high school teachers and for Elementary teachers.
- b. To make a comparison of the requirements for the purpose of showing the degree of uniformity or variation.

## 2. States studied.

## a. Basis of selection - two-fold

- (a) Typical states to represent the five geographical division of the United States.
- (b) States for which statistics needed were available.

## b. States chosen.

- (a) North Atlantic Division  
Massachusetts, Connecticut and New York.
- (b) South Atlantic Division  
Maryland, Virginia and North Carolina
- (c) South Central Division  
Mississippi, Kentucky, Texas
- (d) North Central Division  
Ohio, Michigan and Minnesota
- (e) Western Division  
California, Montana and Arizona

## c. Chief sources of information

- (1) Special State Bulktins giving certification regulations
- (2) School Codes
- (3) Bureau of Education Reports
- (4) School Survey Reports
- (5) Reports of State Superintendents and Departments of Education.

## d. Methods.

- (a) Comparative
- (b) Documentary
- (c) Statistical

## e. Difficulties

- (a) Lack of uniformity in the items contained in Department of Education Reports.

- (b) Years of which no reports were published
- (c) Difficulty of interpreting school laws

f. Definition of Terms

- (a) High school - traditional four-year high school
- (b) Elementary school - grades one through eight

II. State Certification Requirements in the North Atlantic Division.

1. General discussion for the group
2. Massachusetts.
  - (a) Interesting or significant facts or conditions affecting the school system
  - (b) General discussion of certificate requirements
  - (c) Introduction of Table showing certificate requirements
  - (d) Interpretation of the table just mentioned
    - (1) Minimum requirements
    - (2) Variation in requirements
    - (3) Conclusions
3. Connecticut  
(Studied according to the same general plan as Massachusetts)
4. New York  
(Studied according to the same general plan as Massachusetts)

III. State Certification Requirements in the South Atlantic Division

- (Same general plan as for the North Atlantic Division)
- (1) General Discussion
  - (2) Maryland
  - (3) Virginia
  - (4) North Carolina

IV. State Certification Requirements in the South Central Division

- (Same general plan as for the North Atlantic Division)
- (1) General Discussion
  - (2) Mississippi
  - (3) Kentucky
  - (4) Texas



V. State Certification Requirements in the North Central Division  
(Same general plan as for the North Atlantic Division)

- (1) General Discussion
- (2) Ohio
- (3) Michigan
- (4) Minnesota

VI. State Certification Requirements in the Western Division  
(Same general plan as for the North Atlantic Division)

- (1) General Discussion
- (2) California
- (3) Montana
- (4) Arizona

VII. Comparisons, Conclusions, and Recommendations

1. Comparisons

- a. General Discussion
- b. Presentation of tables analyzing the requirements for
  - (1) Elementary teaching
  - (2) High school teaching
- c. Tables
  - (1) Showing different sets of requirements for Elementary teaching
  - (2) Showing different sets of requirements for High school teaching
- d. Interpretation of tables

2. Conclusions

- a. That there is a wide range of variability
- b. That there are many backdoor entrances to the public school system
- c. That in general the minimum requirements for elementary teaching consists essentially in ability to pass an examination in elementary school subjects.
- d. That the minimum requirements for high school teaching is in some states extremely low.

3. Recommendations

- a. There should be one agency issuing certificates
- b. There should be no "blanket" certificates
- c. Provision for emergency certificates should be such as will not give these certificates the appearance of regular recognized credentials qualifying for teaching positions.
- d. Certificates should be classified both on the basis of training and on the basis of professional skill.
- e. Minimum requirements for rural school teachers should be one year of normal training in advance of the completion of the standard high school course

List of Tables.

Table 1. Distribution of Mass. School Funds.....	p. 11
Table 2. State Certification Requirements. Mass.....	p. 13
Table 3. Preparation of Teachers. Mass.....	p. 15
Table 4. State Certification Requirements. Conn.....	p. 21
Table 5. Validity of Certificates. N. Y.....	p. 25
Table 6. State Certification Requirements. N.Y.....	p. 27
Table 7. State Certification Requirements. Md.....	p. 35 <sub>a</sub>
Table 8. Distribution of Certificates. Va.,.....	p. 39
Table 9. State Certification Requirements. Va.....	p. 45
Table 10. Comparison of Certification Requirements. Va.....	p. 47
Table 11. Reorganization of Virginia Certificates "As suggested" by Sur. C. p.	49
Table 12. Preparation of Elementary Teachers. N. C.....	p. 51
Table 13. Preparation of High School Teachers. N. C.....	p. 51
Table 14. State Certification Requirements. N. C.....	p. 55 <sub>a</sub>
Table 15. State Certification Requirements. Miss.....	p. 64 <sub>a</sub>
Table 16. Preparation of Teachers. Miss.....	p. 66
Table 17. State Certification of Teachers. Ky.....	p. 72
Table 18. Preparation of City Teachers. Ky.....	p. 73
Table 19. State Certification Requirements. Texas.....	p. 80
Table 20. Preparation of Teachers. Texas.....	p. 83
Table 21. Distribution of Certificates. Texas .....	p. 83
Table 22. Ohio Teacher's Certificates under Old System. 58 Varieties..	p. 86 <sub>a</sub>
Table 23. State Certification Requirements. Ohio.....	p. 92 <sub>a</sub>
Table 24. State Certification Requirements. Mich.....	p. 97
Table 25. State Certification Requirements. Minn.....	p. 103
Table 26. Preparation of Elementary Teachers. Minn.....	p. 107
Table 27. State Certification Requirements. Calif.....	p. 114 <sub>a</sub>
Table 28. State Certification Requirements. Ariz.. .....	p. 123 <sub>a</sub>
Table 29. Preparation of High School Teachers. Mont.....	p. 128
Table 30. Preparation of Elementary School Teachers. Mont.....	p. 128
Table 31. State Certification Requirements. Mont.....	p. 129 <sub>a</sub>
Table 32. Number of Agencies Granting Teachers Certificates.....	p. 131 <sub>a</sub>
Table 33. Number of Certificates valid for Elementary and for High School Teaching.....	p. 134
Table 34. Sets of Requirements for Elementary Certificates.....	p. 138-9
Table 35. Sets of Requirements for High School Certificates.....	p. 143-4
Table 36. Professional Subjects required for Lowest Grade Elementary Certificates.....	p. 147
Table 37. Requirements for High School Certificates Granted on Examination.....	p. 150

1

Minimum State Requirements for Certification  
of Public School Teachers.

A study of variation in fifteen states based upon requirements for state certification.

Chapter I.

Introduction - The Problem.

The Problem. A number of recent investigations have been made for the purpose of ascertaining the efficiency of the various state school systems in the United States. The investigators have based their conclusions upon such items as the percentage of school population attending school, days attended per child of school age, the number of days schools are kept open, percentage high school attendance is of total attendance, and so on. Expenditures, too, have been duly considered and emphasized. In fact, the amount of money spent for salaries and equipment has often been a prominent factor in attempting to determine efficiency.<sup>1</sup> In studies made up to the present time state requirements for teachers have been for the most part neglected. While it has not been scientifically proved that qualifications of teachers are largely responsible for effectiveness in a school system, most educators maintain that

1. Ayres in his Index Number to State School Systems, p.11 lists ten items upon which he based his results. Five of these were data concerning expenditures.

they are. One might assume that minimum state certification requirements would represent the standards, for the various teaching positions; in actual practice, other factors play an important part in establishing these standards. The factors referred to, include, among others, the following: (1) state-aid, which may be granted or withheld on the basis of additional requirements; (2) requirements of individual administrative units; that is, District, Town or City School Boards; (3) the social, economic, and cultural composition of the community. Given a group of states whose social, economic and cultural conditions were homogeneous, and there would probably be a close relation between amount of salary paid and the requirements which could be demanded; but states which differ widely in these respects would probably show little relationship. More specifically, a state with a dense population would have a larger supply of teachers and could secure their services at lower salaries than a sparsely populated state. Again, a state in which teachers will find intellectual, cultural, and social conditions attractive will be able to secure teachers at a lower rate than a state in which these conditions are the reverse. The present study is not concerned with these factors, nor will it attempt to treat requirements which may be set up by individual school units, such as cities or districts, but will concern itself solely with state requirements. It will not attempt to determine the



relation between certificate requirements and general efficiency. It may be possible to show the relation between state certificate requirements and salaries; although it is necessary always to bear in mind as already pointed out that there are in certain localities other factors which may be more important than high state requirements in producing high salaries. The problem selected for treatment here is twofold: First, to ascertain the legal minimum state requirements for high school teachers and for elementary school teachers in certain selected states; second, to make a comparison of these requirements for the purpose of showing the degree of uniformity or variation which exists.

States Studied. In this investigation a study was made of the certification requirements in fifteen states. Two considerations were kept in mind in selecting these states. The first was to select typical states to represent the five major geographical divisions of the United States; second, to choose states in which the statistics needed were available. On this twofold basis the following states were selected: For the North Atlantic Division - Massachusetts, Connecticut, and New York; for the North Central Division - Ohio, Michigan and Minnesota; for the South Atlantic Division - Maryland, Virginia and North Carolina; for the South Central

Division - Kentucky, Mississippi and Texas; and, for the Western Division - Montana, California and Arizona.

Sources. The chief sources from which the data were obtained are the following: special state bulletins stating certification regulations; School Codes; Reports of State Superintendents and of State Departments of Education; Bureau of Education Reports - Digests of School Laws, Commissioner's Reports and Reports of Scientific Studies made under the direction of the Bureau; and other official documents. The information obtained from these sources was supplemented by personal correspondence with State Departments of Education.

Methods. The methods used may be classified as both documentary and comparative. They are documentary when considered from the standpoint of the sources used; they are comparative as to the manner in which these data were organized. There is at present no scientific basis for determining what the requirements ought to be for the teachers in any grade of school; moreover, the present study does not lend itself to experimentation; consequently, the only methods which could be used were documentary and comparative ones.

Difficulties. Many difficulties were met with in making this study; difficulties which, therefore, account for its unsatisfactoriness at certain points. In the first place, there was a lack of uniformity in the items reported by the different State Departments. Then, too, in some states there were years for which no reports were published. A third difficulty was in the variations existing between school laws as expressed in the School Codes and the interpretation given to these laws in the special bulletins defining certification requirements. As the special bulletins represent current practice more nearly than do School Codes, in compiling the tables used in the body of this discussion, these special bulletins were used whenever available, in preference to the School Codes.

Definition of Terms. As an aid to clarifying the scope and purpose of this investigation, it seems advisable to state at this point the exact meaning which is to be attached to some of the terms used. Throughout the study "high school" refers to a four year high school as traditionally organized; "elementary school" to a school including the traditional grades, one through eight. The Junior High School, the Junior College, and the Kindergarten are excluded. The Kindergarten is in most states not a part of the public school system. Few states have, as yet, established definite standards for either Junior High School or Junior College teachers. For these reasons it seemd ad-

visable to limit this study to state requirements for teaching positions in the high school and in the elementary school. In the certificate tables, Primary Certificates, Kindergarten Certificates, Special Certificates, Principals' Certificates, Superintendents' Certificates and others are described but practically no further consideration is given them.

From these introductory statements we may now turn directly to the problem with which the present study is concerned. As will be evident from the succeeding pages, the treatment will be presented in the following six major divisions:

- I. Certification Requirements in the North Atlantic Division.
- II. Certification Requirements in the South Atlantic Division.
- III. Certification Requirements in the South Central Division.
- IV. Certification Requirements in the North Central Division
- V. Certification Requirements in the Western Division
- VI. Comparisons, Conclusions and Recommendations.



## Chapter 11.

### State Certification Requirements in the North Atlantic Division.

Massachusetts, Connecticut, New York.

Many factors give a special interest to the certification of teachers in the states of the North Atlantic Division. It was here that teachers were first required to be licensed; it was here that pioneers in the movement for teacher training found the first field of their labors; it was here that teachers' institutes, professional schools, notably normal schools first got their foot-hold; it was here that legislative acts making provision for teachers' professional training were first enacted; and finally, it was here that the first teachers in the Middle West and Far West derived their training and their inspiration.

Horace Mann, Henry Barnard, Charles Brooks, Cyrus Pierce, James G. Carter and David Page are names connected with the early normal school movement in Massachusetts, New York, Connecticut and other of the North Atlantic States.

New York was the first colony to require<sup>2</sup> teachers

2. Sherwood, Sidney; University of the State of New York, U. S. Bureau of Education, Cir. No. 3, 1900, p. 535 quotes Andrew S. Draper in address delivered before the New York Teachers Association at Saratoga Springs, July 8, 1890.

to be licensed; and was also the first state to provide by legislation for the training of teachers, by establishing training classes in her academies.<sup>3</sup> Teacher training classes are maintained in New York high schools at the present time. Massachusetts, on the other hand, was the first state to establish a state normal school. On July 3, 1839, she opened the first state normal school in the United States in the town hall of Lexington, Massachusetts.<sup>4</sup>

Probably the most interesting feature of the teacher situation is the variation found in the certification practices prevailing. In the three states studied in this group, New York, Massachusetts and Connecticut, the regulations in general use are as follows: New York requires all of her teachers to hold state certificates; Connecticut has an elaborate scheme for qualifying her elementary teachers, but has no uniform requirements for high school teachers; and Massachusetts has, strictly speaking, no state requirements for teachers in any grade of school. Having characterized the general attitude of each of these three states in regard to state certification of public school teachers, we will now consider the system of each state in some detail.

3. Cubberly, Ellwood P: Public Education in the United States, p. 289.
4. Ibid., p. 291

### Massachusetts.

In Massachusetts, as in many states of the North Atlantic Division, the practice has been, and still is to provide by state law for local initiative under state direction in matters pertaining to the public schools. In accordance with this principle, the selection and certifying of teachers is placed almost entirely in the hands of the local school committee. The law reads: "It (the town school committee) shall select and contract with the teachers of the public schools, shall require full and satisfactory evidence of their moral character, and shall ascertain by personal examination their qualifications for teaching and the capacity for the government of schools or in lieu thereof, may accept the diploma granted by a state normal school."<sup>5</sup>

It might seem that such a law would make it possible and easy in towns whose school committee consisted of persons having little education, for candidates of meager qualifications to obtain a teaching position. However, the Massachusetts school reports show that the majority of the Massachusetts teachers are fairly well, if not well qualified. (See Table 3, p.15). This is undoubtedly due to the fact that the system of distributing State-aid acts as a check in keeping untrained and inefficient candidates from obtaining positions. It is in a manner designed to foster meeting state requirements established for certification.

5. Letter from Massachusetts Department of Education dated Oct. 21, 1920.

A law enacted in 1919 defines the condition for the distribution of state-aid and refers to disbursement of "Ordinary Reimbursements" of the General School Fund. This law applies to all the cities and towns of the commonwealth and is not limited to any particular grade of school. It makes the number of teachers and officers and their salary and experience and training the basis of distribution of state moneys. For every teacher, supervisor, principal, assistant superintendent and superintendent employed, on full time, the state reimburses the city or town according to the plan outlined in Table I which follows:<sup>6</sup>

6. Massachusetts Educational Legislation, 1919, p. 30.



Table 1.

## Massachusetts General School Fund -

Disbursement of "Ordinary Reimbursements." <sup>7</sup>

Group or Class	Objects for salary of each full time.	Amount	Minimum previously expended by city or town for said object.	Conditions on which granted. Professional preparation and	Years of successful teaching exp.
A	Superintendent Ass't. Supt. Principal Supervisor Teacher	\$200	\$850	Graduate of Approved normal or college	3 years
B	Superintendent Ass't Supt. Principal Supervisor Teacher	\$150	\$750	1 year of professional training in an approved normal school or teacher training school	3 years
C	Superintendent Ass't Supt. Principal Supervisor Teacher	\$150	\$750	Graduate of an approved normal school or college	1 year
D	Superintendent Ass't Supt. Principal Supervisor Teacher	\$100	\$650		

It has been stated in an earlier part of this chapter that Massachusetts does not maintain a system of state requirements to which all teachers must conform. But, although she does not regulate the requirements for teachers by state certification laws, we see from the above table that the methods of distributing state aid has a significant bearing upon the amount and character of training of her public school teachers.

7. Swift, Fletcher H., Public School Finance in Massachusetts (unpublished MS) p 66.

A further regulation in regard to distribution of state-aid attends to maintain high standards for high school teachers in small towns. Towns of less than 500 families are not required by law to maintain high schools. Any such towns as do maintain high schools are reimbursed by the state to the extent of Five Hundred Dollars (\$500), provided the high school meets certain requirements set by the state. One of the conditions imposed is that the teachers employed shall hold certificates issued by the State Department of Education.<sup>8</sup> These certificates are usually granted on credentials and are of the following classes: term certificate, permanent certificate, special certificate and a permit.<sup>9</sup> Table 2 which follows shows the requirements for these four types of certificate valid for high school teaching in the state-aided high schools in towns of less than 500 families.

8. Letter from State Department of Education, dated November 30, 1920.
9. Circular of Information issued by the Massachusetts Department of Education, stating the requirements for teachers in the state-aided high schools.

Table 2.

10

## Requirements for State High School Teachers' Certificates in Massachusetts.

Classification	Academic Requirements	Professional Requirements		Term	Renewals	Validity
		Training	Experience			
1. Term Certificate	1. Bachelor's Degree  2. Majors and Minors: <u>One of the following</u> Two majors One major and two minors Three minors	One of the following: 1. Course or courses in at least two of the following fields (at least 6 sem. hrs.) Prin. of Edu. Hist. of Edu. Edu. Psych. Sch. Admin. Problems of Sec. Edu. Method of teaching particular subjects School Hygiene Practice teaching 2. Diploma from approved Normal  4. Thirty hours professional course in summer school	3. 2 years	3 years	Renewable at the discretion of the Department.	State-wide High Schools
2. Permanent Certificate	Must hold Term Certificate	12 sem. hrs. in Education <u>in addition to</u> edu. courses required for Term Certificate.	5 years in Secondary School	Life		State-wide High Schools
3. Special Certificates Agriculture Commercial Drawing Home Economics Manual Arts Music Physical Training	1. Graduation from High School 2. Two years work in <u>one</u> a. College b. Normal c. Other Institutions	None specified	None specified	3 years	Renewable at the discretion of the department	State-wide To teach one or more special subjects
4. Permit	A permit to teach one or more designated subjects in a particular state-aided high school may be issued when the conditions in that school and the qualifications of the teacher appear to the Department of Education to make such a permit desirable.					To teach one or more designated subjects in a particular high school.

10

The data for this table were taken from a printed circular issued by the State Department of Education, Massachusetts.



We see from the above table that the Term and Permanent Certificates which are valid for teaching regular subjects in high school represent a high standard. But, the fact that a Permit is a legal credential qualifying for the same position indicates a wide variation in the requirements.

The fact that at present there are but forty<sup>11</sup> of these state-aided schools might seem to argue that these certification requirements do not affect many teachers. In the year 1918, 2009<sup>12</sup> state certificates were granted, and in the same year the number of Massachusetts teachers in 354 towns and cities, not including Boston, was 15,513.<sup>13</sup>

An analysis of this teaching body based upon the amount and character of professional training received shows that the Massachusetts teachers would fall into six groups. These are: (1) College and Normal Graduates; (2) College graduates; (3) Normal school graduates; (4) City Training school graduates; (5) High school graduates; (6) not high school graduates.

11. Letter from Massachusetts State Department of Education dated Nov. 30, 1920.
12. Massachusetts Report of State Board of Education, 1919-18, p. 84.
13. Report of the Special Commission of Education, 1918, p.191.

Table 3 - Showing the Training of Teachers and Principals in 354 Mass. Cities and Towns (not including Boston.)<sup>13</sup>

Nature of Training	No. of Teachers	Per cent
College and Normal School	170	1.1
College Graduate	2678	17.3
Normal School Graduates	8894	57.3
City Training School	1438	9.3
High School Graduates only	2217	14.3
Not Graduates of High School	115	.7
Total	15,512	100.00

Table 3 shows the distribution of training of Massachusetts public school teachers as reported in 1918. This table shows that 85 per cent of the teachers had at least four years of high school and some normal training; 75.7 per cent were college or normal graduates, or graduates of both college and normal; 18.4 per cent were college graduates; and 15 per cent had high school training only, or less than a complete high school course.



## Connecticut.

Like Massachusetts, Connecticut furnishes an example of a public school system which is largely controlled by local administrative boards under the direction of a State Board. The board of school visitors, the town school committee, or in the case of an independent district, the school board, has charge of hiring the teachers and fixing the professional requirements.<sup>16</sup> The state board of examiners has no authority to issue certificates upon credentials or certificates from other states. State certificates are granted only upon examination. As early as 1884<sup>14</sup> the Connecticut general statutes made provision for state examinations of teachers. However, even at the present time there is no uniform standard of the professional requirements for high school teachers. For elementary teachers, there is an elaborate certification plan,<sup>but</sup> in 1918 approximately only one half of the teachers of Connecticut held State certificates.<sup>15</sup>

Before entering upon a description of Connecticut's present system of certification, brief mention should be made of the tentative legislative program of Connecticut and of the pending changes in certificate laws. At the next meeting of the legislature a bill will be introduced which proposes,

14. Connecticut School Document. No. 4, 1919, p. 3

15. Rept. of State Board of Education, 1917-18, p.56

16. Connecticut School Law, 1920, p. 73. Chap.XVI, Sec.185

"Through rules of the State Board of Education to establish a minimum academic and professional standard for all teachers entering the profession after July 1, 1932"

This bill also makes provision for the creation of a state board of examiners, which board of examiners is to be composed of the six following members: the Commissioner of Education, a normal school principal, a superintendent, a supervising agent, a high school principal, and an elementary school teacher. Under the rules of this bill it is proposed that the State Board of Education will accept in lieu of examinations which are now required of all candidates, the diploma of the Connecticut normal schools and of any other state normal schools of equal standing.<sup>18</sup>

Let us turn now to a consideration of Connecticut's present system of certification. Connecticut has made very little provision for state certification of high school teachers. There are no uniform state requirements for teachers in secondary schools. The certificate of special preparation, granted on examination in certain high school subjects, is the only state provision made for licensing high school teachers. The common practice is for the local school authorities to determine what professional requirements must be met by candidates for high school positions within their administrative units.<sup>17</sup>

17. Letter from Conn. State Board of Education, dated Feb. 26, 1931

18. Conn. State Board of Education Tentative Legislative Program  
(revised) pp. 11-12.

There are two interesting features of Connecticut's plan of state examinations: one is the "Preliminary Papers" which are required of applicants for all state certificates except the very lowest grade issued; and the other is the practical teaching test which is also required for all except the lowest grade of certificate.

A set of preliminary papers must be prepared for each subject in which the candidate is examined, showing that he has an understanding of the methods of teaching the subject and the materials to be used. A set of papers for some particular subject will serve to illustrate the nature, scope and purpose of these papers: The following are required in English:

(1) A paper describing the candidate's method of teaching children to read. This paper must be divided into three parts, (a) giving a plan of teaching beginners (b) a plan of teaching those who can use a text-book (c) the special uses of oral and silent reading.

(2) A paper describing the candidate's method of teaching children to express themselves easily and clearly both in speaking and in writing.

(3) A paper giving a few books with which the candidate is familiar under the following heads:

- |                              |             |
|------------------------------|-------------|
| (a) books for young children | (d) history |
| (b) poetry                   | (e) Science |
| (c) biography                | (f) fiction |

- (4) (a) A list of useful school reference books.  
 (b) A list of not more than twenty books which ought to be in a school library.

(5) A paper describing (a) the kind of literature which should be used in teaching children the beginnings of reading, with selections or references to books (b) the kind of literature to be used in the later practice of reading.

(6) A paper giving

- (a) A list of points of English usage on which children need special drill. The correct forms of expression and the incorrect forms to be avoided should be given.
- (b) A method of teaching punctuation and the written forms of the language may be here included.
- (c) In this paper candidates should also state and illustrate what elements of English Grammar can be used in securing correct written and spoken language.

(7) A paper describing the candidate's method of teaching spelling.

The classes of state certificates issued are the following: Statutory, Elementary Certificate, Honor Certificate, Certificate of Special Preparation, Kindergarten Certificate, Kindergarten Honor Certificate, Certificate of Special Excellence and the Supervisor's Certificate. Descriptive phrases copied from the forms,<sup>20</sup> of the certificates will show the distinguishing features of each type: The Statutory Certificate which is the lowest grade issued, shows that the applicant "has been found to have the academic knowledge which meets the minimum requirements." "The Elementary Certificate is evidence that the candidate has "elementary

20. Conn. School Document No. 4, 1910, pp. 3-5.



knowledge and special preparation for teaching the subjects". The Honor Certificate shows that he "has passed the examination with honor and is well qualified by knowledge, professional preparation and skill to teach in the public schools of the state". The certificate of Special Excellence states that a person "previously granted an Honor Certificate having now been more searchingly examined in certain subjects has passed such examinations with great honor and is exceptionally well qualified to teach said subjects." The Kindergarten Certificate and the Kindergarten Honor Certificate show preparation for teaching in the kindergarten analogous to that shown by the Elementary Certificate and the Honor Certificate respectively for teaching in the elementary school. The Supervision Certificate, in addition to certifying that the candidate has passed examinations in the elementary subjects, states also, that he "has been found by a supervising agent to have had successful experience in teaching" each of these subjects. The Certificate of Special Preparation is a certificate granted on examination in a special subject and shows that the holder "is qualified to teach the subject". A certificate of Special Preparation may be obtained in any of the nine following subjects: algebra, botany, chemistry, geology, drawing, English Literature, plane geometry, solid geometry, modern and medieval history, American history, home economics, music, and physics.<sup>21</sup>

Table 4 which follows shows the different classes of certificates together with requirements for each.

21. Conn. School Document No. 9, 1920, p. 33.



Table 4<sup>12</sup>

State Certification Requirements for Teachers, Connecticut.

Types of Certificates	Academic Requirements		Professional Requirements		Term	Renewal	Validity	
	Examinations		Credentials	Training				Experience
	Reading	Spelling						
1. Statutory Certificate	Writing Grammar Citizenship Rudiments of: Geography U. S. History	Arithmetic Physiology	None	None	None	1 year	Upon evidence that holder has taught and managed successfully.	Elementary Schools
2. Elementary Certificate	1. Practical Exercises in Teaching 2. Same subjects as required for Statutory certificate and in addition the following: English Literature Elementary Science Music and Drawing-Optional		Credits for Correspondence courses from Willimantic or Danbury Normal Schools - accepted in lieu of examination and preliminary papers.	1. Preliminary Papers in the following: English Arith. Penman- Geog. ship U.S.His. Civil Gov't. with Citizenship, El. Science, Physiology & Hygiene, Sch. Man- agement	None	1 year	Same as Statutory Certificate	Elementary Schools
3. Kindergarten Certificate	1. Practical Exercise in Teaching. 2. Same subjects as required for Statutory Certificate and in addition the following: Gifts and Occupations English Literature Elementary Science Music, Vocal and Instrumental Drawing			Preliminary Papers Same as for Elementary Certificate and in addition the following: Kindergarten Gifts and Occupations.	None	1 year	Same as Statutory Certificate	Kindergartens
4. Supervision Certificate	1. Practical Exercise in Teaching 2. Same subjects as for Elementary certificate and in addition the following: History of Education School Law Qualification of Teachers Organization and Administration of Public Schools Supervision		None	Same as for Elementary Certificate	2 yrs. teaching the following under supervising agent: Penmanship Geography English U.S. History Civics Elementary Science or Supervision of six schools for five consecutive years	1 year	Same as Statutory Certificate	Teaching and supervising the elementary schools.
5. Honor Certificate	1. Practical Exercises in Teaching. 2. Same subjects as for Elementary Certificate		None	Same as for Elementary Certificate	5 years	1 year	Same as for Statutory Certificate	Elementary Schools
6. Kindergarten Certificate	1. Practical Exercises in Teaching. 2. Same as for Kindergarten Certificate		None		None specified	1 year	Same as for Statutory Certificate	
7. Certificate of Special Excellence	1. Examination in certain subjects listed on the Honor Certificate		Honor Certificate	Thesis on subject in which examination was taken	None specified	1 year	Same as for Statutory certificate	Elementary subjects especially the subject in which certificate is granted
8. Certificate of Special Preparation	1. Any of the following subjects: Algebra Botany Chemistry Geology Drawing Eng. Lit. Plane Geometry Solid Geometry Medieval and Modern History American History Home Economics Music Physics 2. Practical Exercise in Teaching		None.	Thesis on subject in which examination was taken		1 year		To teach the subject in which certificate is granted.

23 Data for this Table were taken from Conn. School Document No. 4, 1919



From Table 4 we see that in the subjects of examination the difference in the requirements for the different classes of certificates is in many cases very slight. The Statutory Certificate requires examination in the Elementary subjects only; there being no Preliminary Papers nor Practical Teaching test required. The Kindergarten and the Supervision Certificates have some requirements each peculiar to the certificate applied for, but the Honor Certificate and the Certificate of Special Excellence, as the names would indicate, are marks of distinction bestowed upon those who meet requirements in an exceptional manner. The Kindergarten Certificate requires examination and Preliminary Papers in Kindergarten Gifts and Occupations in addition to those required for the elementary certificate. The Supervision Certificate requires teaching experience under supervision in addition to what is required for the Elementary Certificate.

## New York.

New York enjoys the distinction of being the first state which required her public school teachers to be licensed.<sup>23</sup> Early certification laws in New York, like those in Massachusetts, were expressed in vague and general terms and left wide margin for liberal interpretation. In 1812, the statutes required all teachers to hold a certificate signed by two school inspectors, testifying that the candidate was of good moral character and possessed the ability to conduct a common school.<sup>24</sup> What constituted "good moral character" and "ability to conduct a common school" were to be determined by the authority issuing the certificate. Certification regulations as defined by law are rather general even at the present time. New York Educational Law authorizes "the Commissioner of Education, subject to the approval of the Regents, to prescribe regulations governing the examination and certification of teachers employed in all public schools of the state".<sup>25</sup> By this law the Commissioner is empowered to issue: (1) life certificates granted on examination and valid in any public school in the state; (2) such other certificates as the Regents' general rules shall prescribe; and (3) a temporary licenses limited to a school district,

23. Sherwood, Sidney: The University of the State of New York, U. S. Bureau of Education circ. 1900, No.3., p.535. This statement is quoted from an address of Andrew S. Draper delivered before the New York Teachers' Association on July 8, 1890.

24. Hobson, Elsie: Educational Legislation in New York. p. 68.

25. New York Educational Law, 1920, p. 169. Art. 20. sec. 552.

school commissioner's district, or city for a period of one year.<sup>26</sup>

The Regents' Rules Relating to Teachers' Certificates, September 1920, Handbook 7 enumerate thirty different types of certificates valid in the state of New York; eight have unlimited validity, authorizing the holder to teach in any high school or elementary school in the state; ten are valid in the elementary school only; four are valid for rural elementary schools only; eleven qualify for teaching special subjects; and three legalize school superintendence. Table 5 which follows shows the validity of each type of certificate valid for teaching regular subjects in elementary city schools, in elementary rural schools and in high schools.

26. Ibid., p. 170 Art. 20, sec. 555.

Table 5.

The Validity of New York Certificates for Teaching Regular Subjects.<sup>27</sup>

Type of Certificate	Type of Teaching Authorized.			
	High School	Elem. City School	Rural Elem. School.	
1. College Graduate Life	x	x		x
2. College Graduate Permanent	x	x		x
3. College Graduate Professional Provisional	x	x		x
4. College Graduate Limited	x	x		x
5. State Life	x	x		x
6. State Limited	x	x		x
7. Equivalent Certificate	x	x		x
8. Training Class (Issued subsequent to Aug. 1, 1906)	x	x		x
9. Normal Diploma		x		x
10. Temporary Normal		x		x
11. Training School				x
12. Rural School				x
13. Renewable				x
13. Training Class (Issued to Aug. 1, 1906)				x
14. Academic				x

One of the notable features of New York certificates is that professional training is required for practically all the certificates issued. The Rural School Renewable, the College Graduate certificate, the Limited State Certificate and the State Certificate are the only ones which do not require professional

<sup>27</sup>. University of the State of New York; Regulations Relating to Teachers' Certificates, Handbook 7, 1920.



training. All of these, with the exception of the College Graduate Certificate require upon first issuance, examination in no fewer than four educational subjects. The terms, Normal School Certificate, Training School certificate and Training Class Certificate indicate in themselves that the New York elementary teachers are trained in three types of schools; namely, the Normal School proper, the City Training School and the Training Classes in High Schools and Academies. In an address before the New York Teachers' Association, July 8, 1890, Andrews S. Draper declared that New York had done more for the training of her teachers than any other state in the Union<sup>29</sup>. It might be difficult either to prove or disprove such a statement but the fact that eleven Normal Schools, including the State Normal College at Albany, besides numerous City Normals and Training Classes are maintained at public expense lends color to it. In some respects the importance of Normal training has been over rated in New York. Normal School Diplomas issued previous to 1920 and Training School Certificates issued previous to January 1919, were valid for high school as well as for elementary teaching. Table 6 gives in detail the requirements for the various types of New York State certificates. In the table state requirements for twenty-seven certificates are described.

29. Sherwood: opus cit., p. 535.



Table 6

## State Certification Requirements For Teachers, New York

Type of Certificate	Academic Requirements		Professional Requirements		Term	Renewal	Validity
	Examination	Credentials	Training	Experience			
1. College Graduate Limited	None	1. Diploma of graduation from a college registered by the Regents.	None	None	2 years	1. Renewable for one yr. by taking examination in four professional subjects. 2. For life after 3 yrs. experience	All public schools of the state
2. College Graduate Life	Psychology History of Education Principles of Education Methods of Teaching <i>(Required for renewal, but not for first issuance)</i>	1. Same as for College Graduate Limited	None	3 years	Life		All public schools of the state
3. College Graduate Professional Provisional	None	1. Same as for College Graduate Limited	"Course in Education approved of the University for the training of teachers" (18 hrs)	None	3 years	On three years experience renewable for life	All public schools of the state
4. College Graduate Permanent	None	1. College Graduate Professional Provisional Certificate		6 years	Life		All public schools of the state
5. State Limited Certificate	I. Spelling Geography Am. Hist. Physiology and Hygiene English Grammar II. Physics Civil Government Drawing History of Education or Psychology Methods of Teaching School Management School Law III. Ten additional credits from the following: Eng. & Am. Literature A foreign language (Latin, French or German) Plane Geometry Chemistry or Phys. Geog. Botany or Zoology Physics Civics Drawing History (World)	None	None	None	5 years	May be exchanged for state life certificate, by passing all examinations in Group III and the following instead of Group II: 1. History of Education or Psychology. 2. School Management 3. Methods Teaching 4. School Law	All public schools of the state
6. State Certificate Life	I. Same as for State Limited II. History of Education or Psychology Methods of Teaching School Management School Law III. All the subjects listed in III for State Limited	None	None	None	3 years	Life	All public schools of the state
7. Normal School Certificate	None	Credits for two years high school work	Four summer sessions at a state normal school.	6 years	Life		All public schools of the state
8. Normal Diploma (Valid as Certificate)	None	1. Diploma from State Normal College 2. Diploma from State Normal School. 3. Special course diplomas permitting the holder to teach only the subject or subjects specified.	Four year course in a state normal college. Three years in a state normal school Two year course in the special subjects	None	Life		All public schools of the state
9. Equivalent Certificate	None	1. Representing the Equivalent of a general professional course in a New York state normal school.		Successful experience - Amount not specified	1 year	After one year's experience in the state may be exchanged for a life certificate	All public schools in the state
10. Training Class Certificate	I. Spelling Geography Am. His. Physiology and Hygiene English Grammar II. Physics Civil Government Drawing History of Education or Psychology Methods of Teaching School Management School Law III. Ten additional credits from the following: Eng. and Am. Literature A foreign language (Latin, French or German) Plane Geometry Chemistry or Phys. Geog. Botany or Zoology Physics Civics Drawing History (World)	None	Graduation from Training class	None	3 years	After two years experience may be renewed for five years without examination. Successive renewals may be made thereafter upon evidence that the holder has taught successfully for three of the five years for which the certificate was granted	1. Those issued prior to Aug. 1, 1906 - in all public sch. of the state. 2. Issued on or subsequent to Aug. 11, 1906 - in any sch. district not maintaining an academic department.

Data for this Table were taken from Handbook, Sept. 1919 University of N. Y.



Table 6 (Continued)  
 State Certification Requirements for Teachers, New York

Types of Certificate	Academic Requirements		Professional Requirements		Term	Renewals	Validity
	Examinations	Credentials	Training	Experience			
11. Training School Certificate	Arithmetic Language, Grammar and Composition Geography Physiology and Hygiene Nature Study Drawing Am. History and Civics Methods in Reading Writing and Spelling Psychology History of Education School Management	1. Diploma from college or university accepted in lieu of all examinations except those relating to methods in teaching. 2. One year's work in a state normal school accepted in lieu of all examinations except subjects included in the second yr. of the Normal course		None specified	3 years	May be renewed for two years provided holder has taught on it for two years. Successive renewals may be obtained upon evidence of teaching five of the ten years for which it was last renewed	In any elementary school of the city for which issued or in the elementary schools of any district or city upon endorsement of the superintendent having jurisdiction
12. Academic Certificate	None	1. Four year high school course approved by the President of the University, or 2. Regents' Academic Diploma	6 weeks	None	2 years	May be extended one yr. for each 18 points obtained in examination for State Limited or Life Certificate earned while it is in force	Valid in supervising districts which do not maintain academic departments.
13. Rural School Renewable Certificate	Writing Arithmetic English for Teachers Algebra Physiology and Hygiene Nature Study and Agriculture History of Education School Management Methods of Teaching School Law Drawing Am. History with Civics Some foreign language	Credits on Regents' examinations with minimum grade of 80% may be substituted in lieu of examination in academic subjects.	None	None	3 years	1. May be renewed by a teacher who has taught under it for five years, for ten years without examination 2. A certificate issued on or after Aug. 1, 1914 and held by a teacher who has taught on it two yrs. it may be renewed for ten years without examination	Same as the Academic Certificate.
Special Certificates in: 14. Elocution 15. Vocation Subjects 16. Domestic Science 17. Domestic Art	None	1. High school diploma or the equivalent 2. Credits for two year course in the special subject.	Credentials showing the completion of an approved course in a degree conferring institution registered with the Board of Regents may be offered for 20, 21 & 22 in lieu of ex.	None	3 years	After two years experience may be renewed for five years.	To teach the special subject only
18. Physical Training 19. Vocal Music 20. Kindergarten 21. Commercial 22. Drawing	Hist. of Ed. Psychology School Management Primary Methods Kindergarten Methods Bookkeeping and Office Pract. Commercial Arithmetic " Law Shorthand Typewriting	1. High school diploma or the equivalent					
Special Certificates for Part-time Schools in: 23. General Subjects 24. Home-making Subjects	None	1. High school diploma or the equivalent, and 2. Credits for two years of approved special training. 1. High school diploma or the equivalent, and 2. Evidence of four year course in Home Economics or 1. High school diploma 2. Two-year Home Economics course		3 years teaching or vocational experience	Same as for other Special Certificate	Same as for other Special Certificates	Same as for other Special Certificates
25. Commercial Subjects		1. High school diploma, and 2. Evidence of two-year Advanced Commercial Course or 3. High school diploma (Should be transferred to column 2)		3. Two years practical experience	Same as for other Special Certificates	Same as for other Special Certificates	Same as for other Special Certificate
26. Industrial Subjects		1. High school diploma, and 2. Evidence of two years adv. training as preparation for teaching special subjects or 3. Evidence of general education satisfactory to the Commissioner of Education (Should be transferred to column 3)		3. Five years experience as a journeyman	Same as for other special certificates	Same as for other special certificates	Same as for other special certificates
27. Superintendent's Certificate	Diploma from an approved College or University (Should be transferred to column 2)	Evidence of two-year Professional course for the training of teachers.	Evidence of 2-year Professional course for the training of teachers	5 years in teaching or supervising or 10 years experience in teaching or school administration	Same as for other special certificates	Same as for other special certificates	Same as for other special certificates



The certificates not found in the above Table 6 are: The Normal School Temporary, the requirements of which are not given in the Regents' Regulations; and Assistant Superintendent's and District Superintendent's Certificates for which no particular requirements are specified. The law merely makes a general statement authorizing the Commissioner of Education to grant certificates of these classes.

From Table 6 it will be seen that there is a wide range of variability in the New York certification requirements which qualify for either high school or grade teaching. The range is greater for grade teaching than for high school teaching since the certificates which are intended especially to qualify for high school positions are also valid in the elementary schools. High school certificates are the State Limited certificate, granted on examination in elementary school subjects, and in addition six high school subjects and four professional subjects; the certificates granted on the basis of credentials, begin with four years high school and one year of normal training and requirements increase for the various types as follows: (1) four years' high school and two years normal; (2) four years' high school and four years college without any professional training or experience; (3) four years' high school and four years college including eighteen semester hours in education; and (4) college training of four years, professional training of eighteen semester hours and three years' experience. These requirements

represent the highest standard of training which qualifies for elementary teaching. Below these arranged in descending order are: (1) four years of high school and six weeks of normal training; (2) one year of normal training based on eighth grade training; (3) and finally, the certificate granted upon examination in the elementary school subjects, four high school subjects and four professional subjects. With all the variations found in New York certificates, it is a fact deserving of notice that no legal certificate is issued upon examination in elementary subjects only, and but three certificates have no professional training required.

In general, the term for which the state certificates are first issued is short<sup>30</sup>, usually one, two or three years. The Limited State Certificate has the longest period of validity, being valid for five years upon first issuance. After two years' successful experience, certificates are renewed for periods of from one to five years or, some grades of certificates may be exchanged for permanent or life certificates. (See Table 6)

30. The University of the State of New York. Regulations Relating to Teachers' Certificates, Handbook 7, 1920. pp. 3-26.



### Chapter III.

#### State Certification Regulations in the South Atlantic Division - Maryland, Virginia and North Carolina.

In passing from the North Atlantic Division to the South Atlantic Division we shall find that many differences in social and economic conditions create a great divergence in the educational needs of the two sections. The more important causes of these differences in educational needs are the following:

1. The occupational differences of the people. We pass from a manufacturing section with the population centered in cities and towns to an agricultural region with a large rural population.
2. Racial composition necessitates provisions for the education of the Indian and the negro. In place of the foreign white element which creates an educational obstacle in the northern and central states, we find in the southern states the negro, and in some instances the Indian, problem retard school progress.
3. The newness of the public school idea. In the northern states, public school education dates from colonial days. In the South, the plantation system made private education a necessity for generations and the people were strongly prejudiced against free public schools. In several of the states the establishment of public schools was not even permissive without an act of the legislature.
4. The newness of the public school system. We pass from a long established public school system to one of recent origin. The present public system in the states south of the Mason and Dixon line were inaugurated in the Reconstruction Period following the Civil War.
5. Distribution of population and means of communication. We pass from a densely populated region to sparsely populated poor country districts. Poor roads and poor methods of transportation increase

the difficulty of providing adequate educational opportunities for children in rural districts.

6. The difference in the extent of the administrative unit. In the main, the county is the unit of administration in the South. The plantation system is again responsible for this condition. As the county was the political unit in the South, it was but natural that it should become the school unit. In the North, particularly the Northeast, the township or the district is the unit.

Bearing in mind these factors conditioning the character of the educational situation, we may now consider the standard qualifications demanded of public school teachers by typical states in this Division, Maryland, Virginia and North Carolina.

#### Maryland.

Before attempting to discuss the certification requirements in Maryland, it seems conducive to a clear understanding of the situation, to discuss some of the most significant social and educational conditions.

31

These general social conditions may be summarized as follows: (1) being a borderline state it is partly northern and partly southern in population and occupations; (2) its population is about evenly divided, half rural and half-urban (43% of the entire population lives in Baltimore, and nearly all of the remainder in rural communities); (3) there are 500 different occupations carried on in the state; and (4) the population contains a large percentage of colored persons ( in 1915

31. Flexner and Bachman: Public Education in Maryland, pp. 34-5.

of the 6000 public school teachers <sup>Maryland</sup> in 1000 were colored.)<sup>32</sup>

Flexner and Bahhman in their report of the school survey made in 1915 give the following summary of defects<sup>of</sup> the state<sup>system, the</sup> and needs of the teaching profession: "The Profession is without standards, without even the possibility of standards. Some form of central control must be instituted Teachers must be differentiated on the basis of their particular functions; and appointments should be made by the county superintendent, who under the new order will be a trained officer. Meanwhile, the reorganized Normal Schools of the state cooperating with the reorganized county school organization should be an important factor in improving the teachers in service."

The surveyors were of the opinion that a great part of the inefficiency found in the schools resulted from poorly trained teachers, and that poorly trained teachers resulted from a number of causes. Among these causes, they enumerated the following: (1) there were too many agencies issuing teachers' certificates; (2) the persons examining teachers were themselves untrained; (3) certification requirements did not test the teacher's fitness for the position he was to fill; (4) the long tenure of office of teachers; and, (5) the improper management of the normal schools.

32. Ibid. p. 58.

The factors with which we are concerned here are those which affect the certification of teachers. The present system of certification was established by a law passed in 1916<sup>33</sup> which was largely an outgrowth of the school survey of 1915 already mentioned. The system which existed up to the passage of the act of 1916 had been created by a law of 1872. This law prescribed that eighteen subjects were to be taught in every district school. They were orthography, reading, writing, English grammar, geography, history of the United States, good behavior, algebra, book-keeping, natural philosophy, Constitution of the United States, Constitution of Maryland, vocal music, drawing, physiology, laws of health, domestic economy and German in the schools in which a large proportion of the pupils were of German parentage. This law also provided for two grades of certificates; a second grade which at that time was considered a makeshift (but which the surveyors nearly fifty years later found to be the prevailing type), and a first grade. The second grade certificate called for examination in spelling, reading, writing, arithmetic, English grammar, geography and history for the first grade, examinations were required in all subjects required by law to be taught except physiology, vocal music, drawing, laws of health, and domestic economy. As a result of such certification laws, 12.7 per cent of the elementary teachers (white) had in 1915 only elementary school

33. Maryland Public School Laws, 1918, p. 44 Chap. 506, sec. 54.



education, and only 5 per cent had a complete standard normal course. The high school teachers were no better trained; two-fifths were adequately trained; two-fifths were from one to four years short of what was considered adequate training; and one-fifth was woefully lacking. 13.1 per cent were graduates of high schools only, 5.1 per cent had only partial high school training.<sup>33a</sup> These conditions were indeed bad but Maryland is to be commended for the measures taken to alleviate them when once defects were pointed out. At the meeting of the legislature in 1916 new laws were passed which made provision for all the changes recommended by the survey commission. The most notable of the features of these new laws were: (1) all certificates are to be issued by the State superintendent; (2) all certificates, with the exception of second and third grade, are granted upon credentials instead of examinations; (3) the State superintendent, county superintendents, and Supervisors must all hold certificates testifying to their professional fitness for their office; (4) no regular certificate is granted to any candidate without some kind professional training; (5) a condition for renewal of any certificate is evidence of successful experience and professional spirit; (6) second and third grade certificates are renewable only on condition that, besides possessing evidence of successful experience and professional spirit, the candidate has completed not less than six weeks

<sup>33a</sup>. Flexner and Bachman: Public Education in Maryland, p. 60.

additional preparation. The law of 1916 provides for nine classes of certificates; Certificate in administration and supervision, high school principal's certificate, high school teacher's certificate (for regular subjects), certificate in supervision (for supervisors of special subjects), certificate in elementary school supervision, the elementary school first grade certificate, elementary school second grade certificate, elementary school third grade certificate, and a provisional certificate. Table 7 gives the requirements for each type of certificate.<sup>34</sup>

An interesting law was passed in 1918 providing for the classifying of elementary certificates by the county superintendent. It states: "All teachers' certificates issued by the state superintendent shall when issued, be of the second class and shall be subject to classification by the county superintendent. In determining the class of certificate of a particular teacher the following points are to be considered: (a) scholarship, (b) executive ability, (c) personality and teaching power." This classifying is to be done not less than once in two years. The County Superintendent must keep a record of the kind, grade and class of certificate held by each teacher employed in the county and before the first of October each year he must submit a copy of this report to the county board and to the State Superintendent.

It is as yet too early to attempt to prophesy as to the probably effects of Maryland's new system of certi-

34. Maryland Public School Laws, sec. 58, ch. 8, p. 52. (1920)



Table 7

State Certification Requirements for Teachers, Maryland (Maryland Public School Laws, 1920)

Types of Certificates	Academic Requirements		Professional Requirements		Term	Renewals	Validity
	Examinations	Credentials	Training	Experience			
1. In Administration and Supervision.	None	1. Diploma from standard college or university or equivalent preparation. 2. One year's graduate work at a recognized university, or The Equivalent in Scholastic Preparation.	Graduate work in Education to include Public School Adm. and Sup. Methods of Teaching	2 years	3 years	Upon evidence of successful experience and professional spirit.	1. Position of County Superintendent. 2. High school teaching.
2. High School Principals	None	1. Diploma from a standard college or university, or The Equivalent Scholastic Preparation. 2. One year's graduate work at a recognized University, or The Equivalent in Scholastic Training.	Graduate work in education to include High School Methods Administration and Supervision	2 years (except for principalship in High Schools of the second group)	3 years	Same as for Certificate in Administration and Supervision.	1. Position of High School principal, and 2. High School teaching.
3. High School Teachers (In regular Academic subjects.)	None	1. Diploma from a standard college or University, or The Equivalent Scholastic Preparation.	200 Recitation hours in Education, including Methods Observation Practice Teaching of High School subjects.		3 years	Evidence of successful experience and professional spirit.	1. High Schools. 2. Elementary Schools.
4. In Supervision (Special)	None	1. Four year High School course, or The Equivalent and Four years of additional work or a college grade.	300 Recitation hours in Theory of Education Art of teaching and supervising thru specialty	4 years - 2 years of which were in teaching specialty	3 years	Evidence of successful experience and professional spirit	1. Position of special Supervisor.
5. In Elementary School Supervision	None	1. Diploma from 2 year Normal Course, or equivalent scholastic preparation and Two years additional work at a standard college or university or 2. Diploma from a 4 year course from a standard college or university 3. One full year's work at a recognized college or Univ.	1. 2 yrs. college work to include $\frac{1}{2}$ in Acad. branches related to El. Sch. $\frac{1}{2}$ in Adm. El. Sch. Methods & Sup. El. Sch. Methods El. Sch. Super.	4 years in El. Schools	3 years	Evidence of successful Experience and professional spirit.	1. Position of Ass't. Supt. 2. Position of Supervisor.
6. Elementary School First Grade	1. None 2. None	1. High School Diploma, or the equivalent. 2. College Diploma (4 year course, same as listed for High School Certificate) 3. None	Two year Normal course	None	3 years	Evidence of successful experience and professional spirit	1. Elementary Schools of the state.
7. Elementary School Second Grade	3. Examination representing the academic and professional training the equivalent of 4 yrs. H. S. and 2 yrs. normal	1. Diploma from a 4 year's High School course.	6 weeks in a standard institute.	None	2 years	Evidence of successful experience and six weeks additional academic and professional training.	1. Elementary Schools of the state
8. Elementary School Third Grade	Reading Spelling Penmanship Geography Oral and written English U. S. History His. of Maryland Community Civics Hygiene and Sanitation Music Drawing Handwork Agriculture Theory and Practice of Teaching. Other subjects which may be required by State Bd. of Ed.	None specified	6 weeks in a standard institute.	None	3 years	Same conditions as for Second Grade certificate	1. Elementary Schools of State.
9. Provisional						County Superintendents may with the approval of the State Superintendent, issue provisional certificates of the different kinds and grades. A provisional certificate shall be valid only until the next state examination and a provisional certificate may not be renewed unless such renewal is approved by the State Superintendent.	May not be renewed unless such renewal by the State Superintendent of schools. 1. Grades for which issued.



fication. Nevertheless, it must be said, viewed from the standpoint of its purposes and provisions, that the new system of certification in Maryland is as ideal a system as exists in the United States today.<sup>35</sup>

35. Maryland Public School Laws, 1918. pp. 45-51, Chap. 506, sec. 55.



### Virginia

Virginia, with her recently established free public schools, with her two state-supported school systems (one for white and one for colored children), with the problem of providing educational opportunities in sparsely populated and poor districts, represents conditions typical of the southern states in general. As these and other social and economic conditions play a large part in determining the educational status of the state, it may not be out of place at this point to quote some significant statistics from these two fields. In three-fourths of the counties of the state, 100 per cent of the people live in rural communities, either in the open country or in villages of fewer than 100 inhabitants. The large percentage, as well as the uneven distribution, of the negroes constitutes a grave problem of school administration. According to the census of 1910, 32.6 per cent of the entire population was colored. The great mass of the negro population is centered east and south of the Blue Ridge Mountains, while very small numbers of colored people are distributed irregularly throughout other parts of the state. In thirty-nine counties there were, in 1915, ten colored persons or less of all ages to each square mile of area; there were no colored children of school age in one county, one child in another, and thirty-three in a third. On the other hand one county contained 6,147 colored children

of school age and another 9,444. (This estimate does not include cities.)<sup>36</sup>

The amount of illiteracy in a state which receives large influxes of adult foreign born illiterates may not be an indication of the efficiency of the public school system. This would not apply to Virginia, as the census of 1910 showed that 95.4 per cent of the white population were native whites of native parentage.<sup>37</sup> The census report of 1910 showed also that illiteracy, in the sense of not being able to read and write, was the condition of 15.2 per cent of the entire population.<sup>38</sup>

The findings of the School Survey Commission which investigated the schools of Virginia in 1918, found other facts besides the high percentage of illiteracy to show that the schools of Virginia were in a woeful condition. In attempting to locate the responsibility for the low standards of the schools, the Commission enumerated the following as being the causes of the deficiencies: (1) Inadequate school laws; (2) a complex and inefficient administrative system; (3) inadequacy of the compulsory attendance laws; (4) inadequate buildings and equipment; (5) but fundamentally, and above all, the character of the teaching force itself.<sup>39</sup> The following table showing the number of teachers holding the various grades of certificates indicates the extent to which Virginia teachers were inadequately prepared.

36. Inglis: Virginia Public Schools, p. 54

37. Ibid., p. 55

38. Ibid., p. 57

39. Ibid., p. 27-39

Table 8

Showing the relative numbers and percentages of Virginia 40  
teachers holding certificates of various kinds in 1918-1919.

Certificates	Number			Per cent		
	White	Colored	Total	White	Colored	Total
Collegiate Professional	18	1	19	1.3	.1	.8
Collegiate Normal	106	4	110	7.5	.4	4.7
Professional Elementary	197	24	221	13.9	2.6	9.5
Professional Special	333	254	587	23.5	27.5	25.1
First Grade	168	25	193	11.9	2.7	8.5
Second Grade	253	178	431	17.9	19.2	18.4
Local Permit	171	232	403	12.1	25.1	17.2
Totals	168	207	375	11.9	22.4	16.0
	1414	925	2339	100.0	100.0	100.0

"Table compiled from a random selection of more than ten per cent of all white teachers and more than twenty per cent of all colored teachers. The fact that the certificate system is changing and that revaluation of certificates is not complete prevents us from using complete figures. For proportions, however, the figures given are just as accurate a measure of teachers' qualifications as the complete statistics would give.<sup>40</sup>"

From the above table, it is seen that 33.2 per cent of the total number of Virginia teachers were at that time using the lowest grade certificate or<sup>a</sup> Local Permit, 16 per cent, or approximately one-sixth of the teachers, were teaching on a Local Permit. Most of the persons holding local permits were those who had taken certificate examinations and had failed. Certificates representing preparation which

40. Inglis: Virginia Public Schools, p. 348.

would be considered at all satisfactory, that is, more than one year of professional training above four years of high school, were held by only 15 per cent of the entire teaching body, and by 23.7 per cent of the white teachers.

After noting the number of teachers using each type of certificate issued, we are immediately concerned with the requirements of these various certificates. As shown in the above table there are eight forms of teachers' licenses valid in Virginia. They are collegiate professional, ~~collegiate certificate~~, normal professional certificate, elementary professional certificate, special certificate, first grade certificate, second grade certificate, and local permit. The collegiate professional is the highest form of certificate provided, and is issued to graduates of a standard four-year college, university or normal school, whose work has included nine session hours of professional study and practice teaching. This certificate qualifies the holder to teach any subject or subjects in any grade of any public school in the State. It is valid for ten years and renewable for a similar period from time to time.<sup>41</sup> The collegiate certificate differs from the collegiate professional in two points: (1) there is no requirement for professional study and practice, and (2) it is valid for five years instead of ten, and is renewable for ten, if in the meantime the holder has met the requirement for professional study and practice teaching.<sup>42</sup> The normal professional certificate is issued to graduates of the two-year

41. Ibid., p. 162

42. Ibid., p. 162-163



professional course in a standard normal school based on the completion of a standard four-year high school course. The holder is qualified to teach any grade or grades in the elementary school, and, if a graduate of the two-year course offered at Virginia State Normal schools for the special training of high school teachers, she may receive a special certificate permitting her to teach any or all subjects in the first two years of the high school course. The Normal professional certificate is valid for ten years and renewable for a similar period from time to time.<sup>43</sup> The elementary professional certificate is issued on (a) the completion at an approved normal school, of one year of normal school work based on high school graduation, or (4) the completion of a prescribed summer school course which may be completed in three summer sessions of six weeks each, or in two summer sessions of twelve weeks each--that course being open to holders of first grade certificates and to graduates of accredited high schools.<sup>44</sup> A Special certificate may be issued to persons who have completed two years of standard college work (b) to applicants who have completed, in an approved summer school, a number of college grade courses required for a particular subject (c) to applicants passing a satisfactory examination in one or more high school subjects, and (d) to persons presenting evidence of adequate preparation

43. Ibid., p. 163

44. Ibid., p. 163

in such special subjects as agriculture, domestic arts, trades, manual training, drawing, music, etc. Special certificates granted under the first three conditions mentioned above (a,b,c) authorize the holders to teach in high schools the subjects specified on the face of the certificate.

Special certificates for teaching such special subjects as agriculture, etc. (d. above) authorize the holders to teach in elementary or high schools or both according to the character of their training, and the limitations set in the certificate by the State certificating officer. These certificates are valid for six years and are renewable for a similar period from time to time.<sup>45</sup>

The first grade certificate may be secure in any of three ways: (a) by passing a satisfactory examination in reading, spelling, arithmetic, grammar, geography, United States history, English history, the history of Virginia, civics, Physical geography, general science, drawing, algebra, English classics, agriculture, physiology and hygiene, and the theory and practice of teaching, (b) by the completion of the normal training courses in certain high schools and other institutions, or (c) by graduation from an accredited high school and the completion of the first twelve weeks of the prescribed eighteen weeks summer school course, provided the work is done in two separate summer sessions of six weeks each.

<sup>45</sup>. Ibid., p. 163

The applicant must be at least nineteen years old and must have had at least seven months' successful experience. Applicants under conditions (a) must have had at least two years of high school training or its equivalent; under conditions (b) or (c) graduation from an accredited high school is required. This certificate permits the holder to teach in the elementary schools only. It is valid for five years and renewable for a similar period from time to time.<sup>46</sup> The second grade is the lowest grade of certificate issued and may be secured (a) by passing a satisfactory examination in reading, spelling, arithmetic, grammar and composition, United States history, Virginia history, geography, civics, drawing, physiology and hygiene and teaching methods; (b) by the completion of the normal training course in certain high school and the completion of the first six weeks work of the prescribed summer school course. The applicant must be at least eighteen years of age but no other requirements are specified, so that persons with less than a full elementary education may be eligible - this certificate permits the holder to teach in the elementary school only. It is valid for two years and may be renewed once only for a second period of two years.<sup>47</sup>

The local permit is not a recognized certificate but merely an official authorization permitting a division superintendent on his written request to employ in an emergency a person who does not hold a State teacher's certificate. It may be terminated at the pleasure of the division superintendent

46. Ibid., 164

47. Ibid., 164

and in no case is it valid for a period lasting longer than the last day of the June following its date of issuance<sup>48</sup>. These details are summarized in Table 9 which follows:

<sup>48</sup>. Ibid., 165



Table 9

State Certification Requirements for Teachers, Virginia (Based on State Board of Education Bulletin, Certification of Teachers, 1920)

Types of Certificates	Academic Requirements		Professional Requirements		Term	Renewal	Validity
	Examinations	Credentials	Training	Experience			
1. Elementary Second Grade	1. Form giving information about applicant. Supplement to Form (Theory and Practice) Arithmetic Eng. Gram & Comp. History Am. History Va. History Civics Geography Phys. & Hygiene Primary Reading & Methods Spelling Drawing	None  2. Diploma from 4 yr. High School course.	6 wks. Summer Session Normal Sch. taking 1st yr. of El. Professional course	None	2 years	For two years or the following conditions. 1. Applicant must read 5 Reading Circle Books 2. Must also satisfy one of the following: a. Take examination on El. Education. b. Attend Summer Normal for thirty days. c. Present evidence of having taught twenty-four years in public schools in Virginia.	Elementary Schools
2. Elementary First Grade	1. Form giving information about applicant. Supplement to the Form (Theory & Prac.) Mathematics Arithmetic Algebra to quadratics English — Gram. & Comp. Eng. Classics History Am. History Va. Hist. Eng. History Civics Geography Science Physiography or Gen. Science Agriculture Phys. & Hygiene Primary Reading & Methods Spelling Drawing	Two years of High Sch.  2. Diploma from 4 year High School course	None	7 months	5 years	For five years or conditions stated for renewal Second Grade Certificate  2 Summer Sessions at Normal Sch. of 6 wks. each completing 2nd yr. of El. Pro. course	Elementary Schools
3. Elementary Professional Certificate	None	1. High school Diploma 2. Work approved by State Board of Education taken in Summer Sessions of Universities, Colleges or Normals	1. One-year of Professional work in a State Normal School.	None	6 years	For six years or conditions stated for renewal of Second Grade Certificate	Elementary Schools
4. Normal Professional Certificate	None	High School Diploma	Two-year Normal course	None	10 yrs.	For ten years or conditions stated for renewal Second Grade Certificate	Elementary Schools and High School
5. Special Certificate for High School subjects.	One or more high school subjects	1. Two years College work in the subject or subjects based upon High school diploma or its equivalent. 2. Summer school in a number of college grade courses required in a particular subject.	None	7 months			High School Subjects specified.
6. Collegiate Certificate.	None	Diploma from Standard Universities and Colleges	None	None	5 years	For ten years	Elementary Schools and High School subjects specified
7. Collegiate Professional Certificate	None	Diploma from Standard Universities and colleges having recognized departments of Education	15% of course purely professional, including 3 Col. hrs. in prof. teaching & hrs. in prof. work & suc. teach.	None	10 years	For ten years	Elementary and High School subjects specified on face of certificate
8. Manual Training Drawing Music Physical Ed.	None	Credentials satisfactory to Department of Education as 1. Diplomas from special or technical schools or 2. Diploma from special departments of colleges and Normal schools based on standard high school course.		7 months	5 years	For ten years	Teaching the special subject
9. Voc. Agriculture Certificate	None	Diploma from 4 year course of recognized Agricultural College Course to consist of Agriculture 24 hrs. Science 15 hrs Non-voc. sub. 12 hrs Ed. sub. 9 hrs	1. 9 hrs. in Educ. subjects 2. 2 yrs. farm experience	7 months	5 years	For ten years	Teaching Agriculture
10. Voc. Home Economics Certificate	None	1. High school Diploma. 2. Four year course in Home Economics from College or normal school.	15% of 4 year course devoted to Educ. subjects; 1/3 given to observation and practice teaching	7 months	5 years	For ten years	Teaching Home Economics
11. Certificate for Trades and Industries. (1) Gen. Shop work a. Related subject b. Gen. Continuation work. (2) A Phase of Shop work	Conditions similar to those for securing certificates to teach in high school branches.	special 2. Certified Statements presented to Department of Education from a master in the special industry stating that the applicant has sufficient skill to instruct others in the work specified.	1. One year teacher's training including observation-practice teaching. 2. Two years work as a journeyman	7 months	5 years	For ten years	Teaching the Special Subjects



From an examination of the legal requirements listed in Table 9, the following generalizations are easily deduced:

- (1) that three licenses authorized by state law in Virginia call for no higher general education than two years of high school (these licenses include the Local Permit);
- (2) five of the eight types of certificate call for no professional training; and,
- (3) that practically all licenses except the second grade certificate are valid without real limitations of time. Besides the short-comings just noted the members of the School Survey Commission criticized<sup>(1)</sup> the "blanket" character of many of the types of certificates, notably the Collegiate and College Professional which are valid in any type of school even though the holder has no preparation for elementary teaching;<sup>(2)</sup> the misleading terminology used for several classes of certificates, -- Elementary Professional, First Grade and Second Grade Certificates being inappropriately applied to the certificates known by those names;
- (3) the high premium set on summer school preparation;
- (5) grading the various types of teachers' certificates on the "vertical" plan, that is, making the basic principle of characterization the kind and amount of training and education rather than the type of teaching to be authorized.

The term of validity of Virginia certificates is an element of the certification system which merits some consideration. With the exception of the Second Grade, five years is the shortest period for which any certificate is originally issued. The First Grade certificate is issued for five years and is renewable for five-year periods; the Elementary Professional certificate and

and all Special certificates are issued for six years and are renewable for six-year periods; the Collegiate Professional and the Normal Professional are issued for ten years and are renewable for <sup>49</sup> ten-year periods.

A comparison of the certificates valid in Virginia under existing laws is given in Table 10.

Table 10

## Present Certifying requirements compared

TYPE OF CERTIFICATE	Granted on the basis of credentials or examinations	Minimum yrs. of education above Ele. Sch. req'd	Minimum yrs. of professional training required	Valid for teaching in grades	No. of yrs. valid on original issuance	No. of yrs. valid by renewal
1 Collegiate Professional	Credentials	8	9 ses'n hrs.	Unlimited	10	Unlimited
2 Collegiate	Credentials	8	None	Unlimited	5	Unlimited
3 Normal Professional	Credentials	6	2 yrs.	Grades 1-7	10	Unlimited
4 Elementary Professional	Credentials	4½	½ yr.	Grades 1-7	6	Unlimited
5 Special	Credentials				6	Unlimited
6 First Grade	Credentials Examination	2	None	Grades 1-7	5	Unlimited
7 Second Grade	Examination	None	None	Grades 1-7	2	2
8 Local Permit	Recommendation	None	None	Grades 1-7	1	

In order to remedy the defects of the present system of certification, the Commission submitted a plan of organization which includes the following suggestions:

- (1) A classification of certificates should be made basically according to the classes of teaching to be performed, and secondarily according to the amount and character of the holders' quali-



fications.

- (2) Every certificate should bear on its face an indication of the grades or subjects which it authorizes the holder to teach.
- (3) No certificate, when originally issued, should be valid for more than three years. After the holder has shown his fitness to teach, it is proper to renew the certificate for a longer period, but the holder of a low grade certificate should not be permitted to secure a second renewal without increased qualifications.

The holders of high grade certificates should receive recognition of superior qualifications through higher salaries, more secure tenure of office, and through provision for retirement pensions.<sup>50</sup>

The essentials of the plan are indicated in Table II.

50. Ibid., pp. 169-170.

Table II.

Outlining a suggested form for the reorganization of the system of teacher certification in Virginia. <sup>51</sup>

TYPE OF CERTIFICATE	Basis of Issuance	Minimum amt. of ed. above high school required.	Minimum amt. of professional tr'g above high school required.	Scope of teaching authorized.	Period of original validity-	Valid by renewal for
<b>Secondary:</b>						
Class A	Credentials	4 yrs.	9 sess'n hrs.	Spec. Subj's	3 yrs.	Life
Class B	Credentials	4 yrs.	None	Spec. Subj's	3 yrs.	5 yrs.
Class C	Credentials Examination	2 yrs.	None	Spec. Subj's	2 yrs.	3 yrs.
<b>Elementary</b>						
Class A	Credentials	3 yrs.	Full nor.	Tr'g. Spec. Gr.	3 yrs.	Life
Class B	Credentials	2 yrs.	2 yrs. nor.	tr'g. Spec. Gr.	2 yrs.	5 yrs.
Class C	Credentials Examination	1 yr.	None	Spec. Grades	2 yrs.	3 yrs.

51. Ibid., p. 351

North Carolina

North Carolina shares all the educational disadvantages common to the southern states. Only by a long and bitter struggle did she overcome the prejudice against free public schools. She is confronted with the problem of maintaining schools in poor and sparsely populated districts. She must provide schools not only for the whites and the negroes, but also for the Indians. Teacher training, too, imposes a three-fold burden for North Carolina since the Carolina law requires that teachers as well as the pupils of each race must be trained in separate schools.<sup>52</sup>

In view of these handicaps, we shall not expect to find the public school teachers of North Carolina a highly trained professional class. The State Educational Commission which surveyed the schools in 1919 attempted to determine the actual grade of school work which had been completed by different classes of teachers. Detailed information as to preparation and experience was procured from 9,800 out of 11,712 white teachers and from 2357 out of 3257 colored teachers in service in 1918-1919.

The data collected show<sup>w</sup> that 17 per cent of the colored teachers had not gone further than the elementary school; 43 per cent had more than elementary training and less than a <sup>complete</sup> high school course; 35 per cent had probably had the equivalent

52. North Carolina State Educational Commission. Public Education in North Carolina, p. 8.



of a high school education; and 5 per cent had been graduated from schools of college rank.<sup>53</sup>

Table 12..

Showing the Preparation of White Elementary School Teachers.<sup>54</sup>  
in North Carolina.

	Number	Per cent
Elementary school only	580	6.5
Part high school	2,418	27.1
Full high school	1,613	18.1
Part normal school	324	3.6
Full normal school	565	6.3
Part college	2,222	25.0
1 year	907	10.2
2 years	827	9.3
3 years	488	5.5
Full college or more	793	8.9
Unclassified and unknown	397	4.5

Table 13..

Showing the Preparation of White High School Teachers<sup>55</sup>  
in North Carolina.

	Number	Per cent
Part high school	16	1.8
Full high school	45	5.1
Part normal	3	.3
Full normal school	26	2.9
Part college	259	29.2
Full college or more	526	59.2
Unclassified and unknown	13	1.5

53. Ibid., p. 41

54. Ibid., p. 57

55. Ibid., p. 56

Tables 12 and 13 show the training of white teachers in elementary and high schools, respectively. If two years of college or normal work be considered adequate training for elementary teachers, then 1960 or 22 per cent of those who reported may be considered well trained. From Table 15, one would gain the impression that 59 per cent of the high school teachers had four years of college work, or more. This showing would indicate that approximately three-fifths of the high school teaching met the usual standards for high school teaching. Such a conclusion is not true, for 78 per cent of those reporting as college graduates were trained in "B" or non-standard colleges. When the non-standard college graduates were eliminated, only 50 per cent of the high school teachers were able to meet the standards.<sup>56</sup>

The surveyors attributed this condition of North Carolina teachers to three principal causes: (1) poor living conditions, (2) low salaries and (3) a poor certification system. The present system of certifying teachers was provided by a law passed in 1917.<sup>57</sup> Previous to that time there were "237 gateways to teaching" in North Carolina public schools. Certificates were issued by 100 county superintendents, 136 superintendents of specially chartered districts and the old state board of examiners; and of course there were as many standards as there were certifying bodies.<sup>58</sup>

56. Ibid., pp. 43-44

57. North Carolina School Public Law. 1917, Chap. 146, sec. 6.

58. North Carolina State Educational Commission: public Education in North Carolina. pp. 49-50,

"To correct this chaotic condition the present state board of examiners and institute conductors was created. The bill creating this board was a compromise. The county and city superintendents were left supreme in the field of second and third grade certificates, thus keeping alive 236 different certificating authorities...The influence of these local authorities is great, for more than one-third of the entire teaching force hold a certificate issued by them. Moreover, there is not a single line of law or regulation governing the issuance of such certificates...Each superintendent is a law unto himself."<sup>59</sup>

The new certification scheme of North Carolina is very elaborately worked out. It makes provision in all for eight types of certificate valid for teaching regular subjects. The certificates valid for elementary teaching are: (1) Elementary Teacher's Certificate, (2) Grammar Grade Certificate, (3) Primary Certificate and Supervisor's Certificate.<sup>60</sup>

Certificates valid for high school teaching are; (1) High School Teacher's Certificate; (2) High School Principal's Certificate; (3) Superintendent's Certificate; and (6) Assistant Superintendent's Certificate.<sup>61</sup>

The Academic requirements for the four types of Elementary certificate are the same for all four types; namely, two years college or two years normal or examinations in Elementary subjects. It is the professional requirement which

<sup>59</sup>. Ibid., p. 50

<sup>60</sup>. North Carolina State Department of Public Instruction: Rules and Regulations Governing Certification of Teachers, 1919. p. 17.

<sup>61</sup>. Ibid., p. 18.



distinguishes the four types, although there is one professional requirement common to all North Carolina certificates; namely, a course in North Carolina School Law.<sup>62</sup>

In the high school certificates there is more variation in the requirements than in those for elementary certificates. The high school teacher's certificate if granted on credentials requires academic training of two years' college work in each subject to be taught on the certificate; if granted on examination the requirements consist of an examination in English and the subjects taught. Professional training of 3 hours is the professional requirement in addition to the 12 recitation hours in school law. Graduation from an A-grade college is the academic training demanded of high school principals, superintendents and assistant superintendents. In addition to the 12 hours in School Law, the high school principal's certificate requires 18 semester hours in education, 6 of which must have been in secondary education. The professional requirements for the superintendent's certificate include those prescribed for the high school principal's certificate and include also a choice of one of the following terms of experience:

- (1) two years experience
- (2) two years teaching or supervising within 5 years
- (3) three supervising within 7 years
- (4) five years supervising within 10 years.

62. Ibid., Table opposite p. 38



Table 14

State Certification Requirements for Teachers, North Carolina (N. C. State Department of Public Instruction, Report No. 1, 1919)				Term	Renewal	Validity
Types of Certificates	Academic Requirements		Professional Requirements	Experiences	Training	Upon evidence of additional professional training obtained by actual school attendance, reading circulars, work not accepted for removal since 1920
	Examinations	Credentials				
1. Elementary Certificate	1. None 2. Spelling, Drawing, Reading, Arithmetic, Language & Composition, Eng. Grammar, Geography and Hygiene, Physiology and Hygiene, History of N. Carolina, U. S. Hist. Civ. Gov't, Agriculture	1. Diploma from 4 year High School or the equivalent 2. None	1. 6 sem. hrs. or 3 yrs. hrs. of Prof. work in a Normal or Sch. Course, and 2. 12 recitation hrs. in sch. law	2 years	As above	State-wide Grades I-VII
2. Primary Certificate	1. None 2. Spelling, Reading, Arithmetic, Language & Composition, Eng. Grammar, Geography and Hygiene, Physiology and Hygiene, Hist. of N. C., U. S. Hist., Civ. Gov't, Agriculture	1. For 2 yrs. College work beyond graduation from Standard High School; or For 2 yrs. Normal work beyond graduation from standard High School 2. None	1. Two 3-hr. courses in El. Educ. one of which must be in special Grammar, Grade Methods, or successful Methods, and 2. 12 recitation hrs. in School Law	2 years	As above	State-wide Grades I-VII
3. Grammar Grade Certificate	1. None 3. Same as for Elementary Certificate.	1. For 2 yrs. College work beyond graduation from a Standard High School; or A diploma from an approved Normal School.	1. Two 3-hr. courses in El. Educ. and two years' experience, or 2. 5 yrs. 5-yr. experience, and 2. 12 recitation hrs. in School Law	2 years	As above	State-wide Grades I-VII
4. Supervisor's Certificate	1. None 2. Same as for Elementary Certificate	1. For 2 yrs. College work in each subject sought beyond graduation from a standard high school course. None	1. 12 hrs. in Ed. Sch. Law 2. 3 hrs. in Ed. on transcript from an accredited college	2 years	As above	State-wide Grades I-VII
5. High School Teacher's Certificate	1. None 2. English, including Grammar, Composition, Literature, Arithmetic, Algebra, and such other high sch. subjects applicant may be required to teach.	1. Diploma of graduation from 4-Grade College None	1. 12 semester hrs. in Education, including 6 sem. hrs. in Sec. Educ. and 2. 12 hrs. (recitation in Sch. Law; or 3 Examinations on School Law of N. C. and four books listed for renewal of High School Principal's Term Certificate	2 years	As above	State-wide 1. High School Principals, 2. High School Teaching, 3. Teaching Grades, I-VII
6. High School Principal's Certificate	1. English Grammar, Literature, Arithmetic, Algebra, Am. Hist., Eng. Hist., Plane Geometry Any one of the following: Latin (including Grammar, Caesar, Cicero, Virgil), French (Gram. & Trans.), German " " Spanish " " Any One General Science, Physics, Physical Geog., Agri., Biology, Botany, Chemistry	1. Diploma of graduation from 4-Grade College None	1. 12 semester hrs. in Education, including 6 sem. hrs. in Sec. Educ. and 2. 12 hrs. (recitation in Sch. Law; or 3 Examinations on School Law of N. C. and four books listed for renewal of High School Principal's Term Certificate	2 years	As above	State-wide All public school work
7. Superintendent's Certificate	1. None 2. Identical with High School Principal's	1. Identical with High School Principal's Certificate 2. None	One of the following: 1. 2 yrs. experience or sup. 2. 2 yrs. teaching or sup. experience within 5 yrs. 3. 3 yrs. sup. within 7 yrs. 4. 5 yrs. sup. within 10 yrs.	2 years	As above	State-wide Includes H.S. Prin. and all lower cert. (sup.)
8. Assistant Superintendent's Certificate	1. None 2. Identical with High School Principal's	1. Diploma of graduation from N. C. State College of Agriculture, and Engineering, or from 2. Other institutions of equal rank Candidates must have had two years' work in Agric.	1. 12 hrs. in N. C. Sch. Law. 2. 12 semester hrs. in Educ., including 3 hrs. in Methods of Teaching Agric.	2 years	As above	State-wide Special subject in all schools
9. Farm-life Term Certificate	None	1. Diploma of graduation from N. C. College for Women, course including 2 yrs. work in Home Economics, or 2. Diplomas from other institutions of equal rank, course including 2 yrs. work in Home Economics	1. 12 hrs. in N. C. Sch. Law. 2. 12 sem. hrs. in Education, including 3 hrs. in Methods of Teaching Agric. Economics	2 years	As above	State-wide
10. Home Economics Special	None	1. Diploma of graduation from N. C. State College of Agriculture and Engineering, or 2. Other institutions of equal rank Must have had 2 yrs. work in Mechanic Arts.	1. 12 hrs. in N. C. Sch. Law. 2. 12 sem. hrs. in Education, including 3 hrs. in Methods of Teaching Agric. Economics	2 years	As above	State-wide Special
11. Mechanic Arts Special	None	1. Diploma from Standard High School and in addition 3 yrs. training in approved institutions of collegiate rank in the special subject on which certificate is sought.	1. 12 hrs. in N. C. Sch. Law. 2. 12 sem. hrs. in Education, including 3 hrs. in Methods of Teaching Agric. Economics	2 years	As above	State-wide Special
12. Other Special Certificates— (a) Kindergarten (b) Com. Branches (c) Physical Training (d) Music (e) Drawing (f) Manual Training (g) Public Speaking	None	1. Diploma from Standard High School and in addition 3 yrs. training in approved institutions of collegiate rank in the special subject on which certificate is sought.	1. 12 hrs. in N. C. Sch. Law. 2. 12 sem. hrs. in Education, including 3 hrs. in Methods of Teaching Agric. Economics	2 years	As above	State-wide Special



The requirements for the assistant superintendent's certificate are the same as those of the high school principal's certificate with a year of experience added.<sup>63</sup> See Table 14 for requirements for each type of certificates.

A description of North Carolina certificates would not be complete without some statement of the provisions concerning renewals and transformations. According to the certificating scheme inaugurated in 1917, all certificates are originally issued for a term of two years, and may be renewed in either of two ways: (1) Doing a prescribed number of professional <sup>Reading Circle</sup> courses and passing an examination on this reading; or (2) attending summer school and obtaining credit for a certain number of hours' work. One five-hour summer school is usually considered the equivalent of one Reading Circle book. Certificates may be renewed any number of times. The transformation of any term certificate into a permanent or life certificate may be obtained on the basis of Reading Circle work or Summer School courses.<sup>64</sup>

The manner of renewing certificates and obtaining certificates of a higher grade was changed by an act of the general assembly in 1920. "Basing their new certificate scheme on minimum salaries guaranteed by the new salary law, they laid down specific academic and professional requirements for each kind and grade of certificate needed in the entire school system. These requirements are defined in terms of work completed in school, for which credit is awarded toward

63. North Carolina State Department of Public Instruction, Rules and Regulations Governing Certification of Teachers, 1919, pp. 10-47

64. *Ibid.*, p. 10-47.



graduation from a course regularly offered by the given institution."<sup>65</sup> This law does away with reading circle work counting towards renewals or transformations.

65. State Educational Commission: public Education in North Carolina, p. 51.

## Chapter IV.

State Certification Requirements in the South Central Division.Mississippi, Kentucky and Texas.

We have seen that the states in the North Atlantic Division originally set very vague and loose standards for teachers. At first the only qualities which teachers in these states must possess were a good moral character and ability to conduct a common school. Ability to conduct a common school often meant merely the ability to read, write and "cipher". Later when the principle of supporting schools at public expense had become a fixed idea the public began to demand better dividends for the money invested than could be given by teachers who could merely read, write and "cipher". There seems to be a direct relation between the readiness with which various states adopt the principle of free schools maintained at public expense and the training which the states demand of public school teachers. Support to this position is given by the experience not only of the North Atlantic States, but <sup>also</sup> of those of the South Central Division to which we now turn.

The States comprising the South Central division are all educationally handicapped by the necessity of solving a difficult race problem and are all characterized by the slowness with which they adopted the principle of free public school education. Kentucky bordering the Mason and

Dixon line has of course the negro to provide for, but more serious than the negro problem in Kentucky, is the difficulty of engrafting modern culture on the famous "Mountain White." Mississippi, a Gulf state located in the heart of the cotton belt, has in consequence a heavy burden of providing adequate schools to meet the needs of the negro. Texas contains a large Mexican element in her population and this together with negroes, Indians, whites and half-breeds constitute a heterogeneous social group with varying ideals and traditions. The Mexican Government had organized Lancastrian schools in Texas in 1829, each county had given land endowments for schools, thus creating the county funds. Texas was admitted to the United States in 1845 and nine years later, her first public schools as provided for in her state constitution<sup>66</sup> were established. Public schools were "permitted" in Mississippi as early as 1818 but it was not until some years afterwards that they were really established. Considerable agitation took place in 1844 which resulted in a new school law, passed in 1846. A peculiar condition of this law was that it permitted the establishment of schools but made it necessary to have the consent of the majority of the heads of families to the levy of a school tax, before such a tax might be levied. This condition, of course, had the practical effect of making the law of 1846 ineffectual. It was not until after the Civil War that Mississippi had a real state school system.<sup>67</sup>

66. Cubberly, Ellwood P., Public Education in the United States, p. 250.

67. *Ibid.*, pp. 249-250



Kentucky was even more dilatory than Mississippi in establishing public schools. The first constitution of Kentucky made no provision what soever for education, and it was not until 1837 that an educational awakening took place. At that time one half of the children of the state had never been in school, and one-third of the adult population was illiterate. The new constitution of 1850 provided for a state system of education and three years later there was a school in each county. The Civil War had a baneful influence on education in the United States in general, but particularly, was this true of the South. The present educational systems in all the seceded states were established in the reconstruction period following the War.<sup>68</sup>

From this brief account of the social and political conditions which have proved serious obstacles both <sup>to</sup> the establishment of free schools and to the development of teachers' professional requirements, we now turn to the three states with which the present chapter is especially concerned.

#### Mississippi.

Before beginning our account of the certification laws in Mississippi it seems advisable to mention a few significant facts: (1) ~~As~~ has been noted ~~that~~ Mississippi was very reluctant to impose taxes for the support of public schools and some of the defects in her certificate laws of today may

68. Ibid., pp. 248-249.

be due to this gradually and slowly evolving acceptance of the principle of state supported free public schools. (2) The state supports, <sup>but</sup> one institution for the training of teachers; it is called a State Normal College and is located at Hattiesburg, <sup>69</sup> (3) Normal diplomas are not recognized as teachers' credentials, and there is a conspicuous absence of normal training as a requirement for elementary certificates.

Mississippi's certification scheme is marked by simplicity. Six types of teachers' license are issued. They are: (1) Professional Certificate; (2) First Grade Certificate; (3) Second Grade Certificate; (4) Third Grade Certificate; (5) Special Certificates in Music, Manual Training, Domestic Science, and other subjects of like nature; and, (6) a Reciprocal License.

The Professional Certificate issued may be obtained in any of three ways: (1) by passing examination in twelve high school subjects and the Science of Teaching, provided the candidate has had six months teaching experience; (2) on a diploma of graduation from a standard college, the course including nine session hours in Education; (3) by two years of college work done in a college requiring fourteen Carnegie units for entrance, the two-year course including six session hours in Education. Judging by the length of term for which issued the certificate obtained on examination is considered

69. Mississippi, School Laws, 1918-1920, p. 92, mentions the fact that their Industrial Institute and College maintains a Normal Department.

to represent the best preparation. It is issued for a life term; the professional certificate granted upon four years college work is valid for three years; and one granted on two years' college work, two years. Both college-credential certificates are renewable on condition of attendance at a six-weeks summer school, the four-year college preparation certificate then becoming valid for life.

The First Grade Certificate may be obtained either on examination or on credentials. The subjects of examination are the elementary subjects plus four high school subjects and Theory and Practice of Teaching.<sup>69</sup> Six months teaching experience is required also, and the term depends upon the general average of the grades - an average of 85 per cent entitles the candidate to a certificate valid for two years and an average of 90 per cent, to a certificate valid for three years.<sup>70</sup> A First Grade Certificate may also be granted upon a diploma of graduation from an agricultural high school provided the applicant has had two units of professional work relative to the organization and methods of teaching in the elementary school. Such license is further conditioned on satisfactory work in an approved summer school immediately following high school graduation. The holder of such a certificate may not be employed in the year following graduation, in the school from which graduated. No previous experience is required for a First Grade Certificate granted upon a high school diploma.

69. Ibid., p. 96, Laws of 1916, chap. 188, sec. 4533

70. Ibid., p. 98, Code 1906, sec. 4547.



It is valid for one year and is renewable for four successive years, one year at time provided the holder has attended summer school the previous year.<sup>71</sup>

The Second Grade and Third Grade Certificate are both issued on examination in the elementary subjects without any other requirements, and the only distinction between them is in the grades required. For a Second Grade Certificate the average must be at least 75 per cent with no subject below 50 per cent;<sup>72</sup> for a Third Grade the minimum average grade must be 60 per cent and the minimum grade in any subject *of*<sup>73</sup> 40 per cent.

Table 15 gives in detail the requirements for each of these types of certificates.

71. Ibid., p. 102, Laws of 1918, chap. 226, sec. 1.

72. Ibid., p. 98, Code of 1906, sec. 4547

73. Ibid. p. 97, Laws of 1916, Sec. 4544.



Table 15

State Certification Requirements for Teachers, Mississippi (School Laws of Mississippi, 1920, Sections 7727-7814)

Types of Certificates	Academic Requirements				Term	Renewals	Validity
	Examinations		Credentials				
	Professional Requirements						
		Training	Experience				
1. Professional	1. Algebra Physics English Lit. Elements of Botany Elements of Chemistry Science of Teaching Civil Gov't. Latin through Caesar and Vergil and other subjects as the state board of examiners may add.	Geometry Rhetoric Elements of Botany Elements of Chemistry Science of Teaching Civil Gov't. Latin through Caesar and Vergil and other subjects as the state board of examiners may add.	None	None specified	6 months	Life	Any of the schools of the state
	2. None	2. Diploma from a standard College.	9 Session hrs. in Education	None specified	2 years	By attendance at Summer School. When so renewed, becomes valid for life.	
	3. None	3. Credits for 2 years College work from a college requiring 14 Carnegie units for entrance to the freshman class	6 Session hours in Education	None specified	2 years	Upon same conditions as first and second grade certificates.	
2. First Grade	1. Spelling Practical Arithmetic Mental Arithmetic Composition of U. S. His. History of Mississippi Elements of Agriculture Civil Gov't Physiology and Hygiene Theory and Practice of Teaching Elementary Algebra Advanced English General Science Modern History and other subjects which the state board of education may prescribe.	Reading Pract. Arith. El. Comp. U. S. His. Physiology Health and Sanitation History of Mississippi Civil Gov't El. Agriculture	None	None specified	6 months	1. Issues on examination Average above 85% - 2 yrs. grade certificate for five years is exempted from further examination 2. Issued to graduates of Agricultural Sch. (one yr.)	1. Position of principal or Ass't in any common school. 2. For high school work if holder has sufficient training.
	2. None	2. Diploma from Agricultural High School	2 units of professional work relative to organization & methods of teaching in the elementary school	None			
3. Second Grade	1. Spelling Mental Arith. El. Geog. U. S. His. Health and Sanitation History of Mississippi Civil Gov't El. Agriculture	Reading Pract. Arith. El. Comp. Physiology Health and Sanitation History of Mississippi Civil Gov't El. Agriculture	None	None specified	None	1 year	Upon same conditions as first grade certificate
4. Third Grade	Same subjects as those required for second grade		None	None	None	1 year	State law makes no provision for renewal.
5. Special Certificates Music, Manual Training, Domestic Science and others	The state board of examiners has the authority to issue certificates and provide examinations and make regulations for licensing such special teachers.		The law does not prescribe any particular regulations for the type of certificate. The State Board of Examiners is authorized to issue special certificates and provide examinations and make regulations for licensing such special teachers.			1 year	None Specified
6. Reciprocal Certificate	None		Certificates and Diplomas from other states.				



The fact that the professional certificate, the highest certificate issued in Mississippi, may be obtained on examination in subjects which are not beyond high school grade, indicates that the general standards for teacher training in the state are low. There is wide variation between the examination requirements and the credentials upon which this certificate may be issued. The credentials may be either a diploma from a standard college, the course including nine session hours in Education, or credits for two years of college work including six session hours in Education. The examinations required for first grade certificates might be passed by persons who have not a full high school course, and the subjects prescribed for examination for second and third grade certificates are all below high school grade.

From the low standards which these certification requirements reveal we may infer that the teaching body of Mississippi is not a highly trained class professionally. Table 16 which follows showing the amount and kind of training of Mississippi teachers bears out this inference.



Table 16.

Showing the Distribution of Training of Mississippi  
Public School Teachers. <sup>74</sup>

Kind of Training	Number of Teachers	Per Cent of Total
College Graduation	300	3.9
Normal School Graduation	500	6.8
High School Graduation with some Normal Training	1400	19.3
Graduation from High School only	500	6.8
Partial High School Training with some Normal Training	3800	5.2
Partial High School Training only	300	3.9
Elementary School Training only	<u>500</u>	<u>6.8</u>
Totals.	7300	99.7

From Table 16 we see that 52 per cent of the entire number of teachers has had less than a four-year high school course; this seems to be the most prevalent type of preparation in Mississippi. Only 10.8 per cent of the teachers are college or normal graduates, and only 30.0 per cent have any advanced training above high school graduation. No permits are in use in Mississippi, therefore these poorly prepared

74. Letter from the Department of Education, dated April 10, 1921.

teachers are all legally authorized to teach. Undoubtedly a majority of those having the least training are teachers employed in the negro schools. The report of the Superintendent of Public Instruction for 1917-18 shows that the distribution of First Grade, Second Grade, and Third Grade certificates for that year was as follows:

	White teachers	Colored teachers
First Grade	5557	1397
Second Grade	134	990
Third Grade	23	1285

75. Mississippi, Report of Superintendent of Public Instruction.  
1917 - 18, pp. 88-108

Kentucky.

The certification system of Kentucky embodies a number of interesting and unique features. Not only do the State Normal Schools and the State University each issue certificates but any other institution approved by the Board of Normal School Inspectors possesses the privilege of issuing certificates with the approval of the Department of Education. The certificates issued by the State Normal Schools and the University and other approved schools are of three grades - elementary, intermediate, and advanced. In the Normal School Certificate the three grades correspond to the course completed. The University certificates require a bachelor's degree as a basic qualification and varying amounts of professional work: the Elementary certificate requires six semester hours in education; the Intermediate, twelve hours; and the Advanced, twenty-four hours. Another peculiar feature of the Kentucky certification system is the number of credentials which are valid for high school teaching. The following credentials are valid evidences of ability to teach in the public high schools: State certificate,<sup>2</sup> state diploma,<sup>3</sup> special high school certificate based on college graduation;<sup>4</sup> certificate issued by the State University;<sup>5</sup> advanced certificate issued by the State Normal Schools; high<sup>6</sup> school certificate obtained by regular examination;<sup>7</sup> high school certificate issued by boards of education in certain cities where the school law authorizes such certification.

76. Kentucky, State Educational Directory, 1921. p. 52.



The certificates just enumerated make seven different varieties and as the State University issues three grades of certificate any of which is valid for high school teaching, there are in reality ~~nine~~ types of high school credentials. These range in requirements all the way from high school graduation with no additional training to graduation from a four-year course in a standard college with twenty-four hours in education and three years experience.

At the present time all Kentucky certificates granted upon examination are issued by the Department of Education. They are of the following rank and order: (1) Primary, qualifying for the first four grades; Elementary, qualifying for the first eight grades; (3) State, qualifying for the first twelve grades; (4) High School, qualifying for specific subjects in high school; (5) special, qualifying for the subject named. Besides these types, the Department issues a Life Certificate and endorses and validates certificates from other states which are not of a lower rank than Kentucky State certificates. There are two classes of State Certificates issued by the Department of Education valid in any of the schools of Kentucky. These are: (1) a Teacher's Diploma, which is intended to represent the training the equivalent of a Junior College course;<sup>77</sup> (2) and the Teacher's State certificate, which is intended to show training the equivalent to<sup>f</sup> a High School graduation.<sup>78</sup>

77. Kentucky State Educational Directory, 1921, p. 83.

78. Ibid., p. 84.

A Teacher's State certificate can hardly be considered as showing adequate training for high school teaching. The certificate is not valid in accredited high schools of the two highest classes. The standards set for Class A and Class B accredited high schools tend to eliminate the State Certificate as an acceptable credential for high school training and sets up college graduation as the standard of adequate preparation for this position. The law states that for Class A schools, two-thirds of the teachers must be college graduates. The other third may be high school graduates with an additional two years of advanced work in a college or normal school, a part of which work must be in professional and pedagogical subjects.<sup>79</sup> The requirements as regards teachers in the Class B schools, are (1) there must be at least two teachers who devote their entire time to high school teaching; and (2) at least half of these teachers must possess an academic scholarship equivalent to graduation from a standard college, the other half may have only four years of high school and two years advanced work in college or normal, the same as those who may constitute the one-third for the Class A schools.<sup>80</sup>

No mention is made in Table 8 of the following three types of certificates: Primary; High School, qualifying for specific subjects in high school; and, Special, qualifying for the subject indicated. The reason for not including them

79. Kentucky State Educational Directory, January, 1921, p.51

80. Ibid., p.51.

is that although the law authorizes the State Board of Education to issue these certificates, it does not provide any specific requirements for them.

Some important changes in the rules governing elementary certificates will be inaugurated July 1, 1922, From that date to July 1, 1926 a gradually increasing professional standard must be reached by all candidates for first grade elementary certificates. The law reads as follows: "From the first day of July, nineteen hundred twenty-two, applicants for an elementary certificate of the first grade, shall have had at least one year of high school work or its equivalent, and in addition thereto, five weeks of professional study in a state normal or some other training school recognized by the State Board of Education. From the first day of July, nineteen hundred twenty-four the requirements are raised to two weeks of high school and ten weeks of professional study; after the first of July, nineteen hundred twenty-six, the requirements will be four years of high school and twenty weeks of professional study."<sup>81</sup>

Kentucky certification laws emphasize the importance of experience as a part of a teacher's professional training. Even certificates issued by the State Normal Schools and by the State University, have a limited validity until the holder has had a specified amount of experience.

Table 17 which follows presents the requirements now in force for the various types of state certificates and the authority of each.

81. Ibid., p.85.



Table 17.

State Certification Requirements for teachers, Kentucky (Based on Kentucky State Educational Directory, Jan. 1921.)

Types of Certificates	Examinations	Credentials	Professional Requirements		Term	Renewals	Validity
			Training	Experience			
1. A Teacher's Diploma	All subjects in the common school course of study, and Science and Art of Teaching Psychology English and Am. Literature Algebra                      Geometry Higher Arith.              Physics Elementary Latin	None	None	2 years in Kentucky	Until revoked by Supt. of Public Instruction or until holder has ceased for 5 consecutive yrs. to be engaged in sch. work	May be renewed for 8 yrs. provided the holder has not failed for two consecutive years to be engaged in school work. In no case may this certificate be valid for more than sixteen years.	State-wide All public schools
2. A Teacher's State Certificate	All subjects in the common school course of study, and English and Am. Literature Algebra Higher Arithmetic Science and Art of Teaching	None	None	2 years	8 years	After having taught on a 1st. grade certificate 8 cons. yrs., last one may be renewed by having word "renewed" written upon it. After a certificate has been thus renewed once, teacher shall receive two 1st. grade cert's upon exam. before it can be so renewed again.	State-wide All public schools
3. Elementary First Grade Certificate	All subjects in the common school course of study, and Theory and Practice of Teaching	None	None	None	4 years		State-wide Elementary Schools
4. Elementary Second Grade Certificate	All subjects in the common school course of study	None	None	None	2 years	Not renewable	State-wide Elementary common schools
5. Life Certificate	None	First Class Certificate		20 years in Kentucky	Life		State-wide Common Schools
6. University Elementary Certificate	None			6 semester hrs. in Educ. Hist. of Edu., Prin. of Pedgogy, Spec. Study of Sec. Educ.	2 years		State-wide High Schools
7. University Intermediate Certificate	None	Diploma of graduation from a 4-year University course		12 sem. hrs. in Educ. Special study of Sec. Educ., Educational Psychology, Method in Educ., Hist. of Edu. U. S. Administration	4 years		State-wide High Schools
8. University Advanced Certificate	None			24 sem. hrs. in Edu. 1/3 of course Prin. of Edu. 1/3 of course Hist. of Edu. 1/3 of course Principles of Secondary Education.	3 years	Renewable for life after three years successful experience	State-wide High Schools
9. Normal School Elementary Certificate	None	Diploma of graduation from a normal course		One year of normal training	2 years		State-wide Elementary schools
10. Normal School Intermediate Certificate	None			Two years of normal training	4 years		State-wide Elementary schools
11. Normal School Advanced Certificate	None			Three years of normal training	3 years	Renewable for life after three years of successful experience	State-wide 1. Elementary schools 2. High Schools
12. Special High School Certificate granted on examination	No Legal Requirements Specified.						Specified high school subjects.
13. Special	No legal requirements specified.						Special subject

From the various types of certificates in use, an attempt has been made to ascertain which types are most representative of the training of Kentucky teachers. Some idea of the professional status of Kentucky teachers may be obtained from the following table:

82  
Table 18.

Showing the training of 2049 teachers in City Schools of Kentucky, 1918-19.

Kinds of Training	Number of Teachers	Per cent of total
State Diplomas (Junior College)	102	5.0
State Certificate (Equivalent of High School)	360	17.5
Attended University or State Normal	779	38.0
Graduates of the State Normal	259	12.0
Graduates of College or University.	300	14.5
Graduates of High School, only	<u>249</u>	<u>12.0</u>
Totals	2069	99.0

The above table shows that out of 2049 teachers employed in the city schools in 1918-19 approximately 30 per cent was made up those who had not received training in advance of the high school. The number of Normal and College

82. Kentucky School Report, 1918-19. Pt. 11, pp. 308-9



graduates together was about equal to the number teaching on high school credentials. This is not representative of Kentucky schools in general, *but* of her city schools which, in general, excel those of smaller towns and rural communities.



Texas.

Texas with her broad acres and diversified occupations, with the uneven distribution of her population and with her large numbers of Mexicans, Indians, negroes and native whites has a more complex educational situation and more varying educational needs than would probably be found in any one nation outside of the United States.

When the Normal School movement was progressive in Massachusetts, Texas was still under the dominion of Mexico struggling for her freedom. When the first normal school was opened in New York, Texas had just been admitted to a place among the states. It was nearly a decade later than her public school system was established.

The early attitude of Texas toward public school education, however, was not one of mere tolerance as was the case with some of the other southern states. From her earliest years Texas was a fervent advocate of public school education. The history of public education in Texas begins with the constitution of the "free state of Coahuila and Texas" in 1827. This constitution made the following declarations as to public instruction:

"In all the towns of the state there shall be established a competent number of common schools, (primeras letras) in which shall be taught reading, writing and ciphering; the catechism of the Christian religion; a short and simple explanation of the state constitution and of the constitution of the Republic; the rights and duties of a man in society

and what can most conduce to the better education of youth.

"In those places where circumstances permit there shall be institutions of learning, more suitable for disseminating public instruction in the state in the useful arts and sciences and in these shall be explained the aforesaid constitution.

"The method of instruction shall be uniform throughout the state, and to facilitate this end, the Congress shall in general plan for public instruction, and shall regulate by means of statutes<sup>83</sup> and laws, whatever pertains to this important object."

The regulations just cited were never put into operation and in the Declaration of Independence, one of the reasons assigned for the establishment of the Republic of Texas was that the Mexican government had failed to provide any system of public education for the people of Texas.<sup>84</sup>

As we have seen that Texas from the beginning of her political existence has ever shown great enthusiasm for her schools, we may expect to find high standards for her teachers. While the data collected does not bear out this conclusion, that Texas is doing much toward improving the personnel of her teaching body, we know from the following facts: (1)

There are five state normal schools, besides the University, the Agricultural and Mechanic Arts College and the College of

83. Texas Report of the Superintendent of Public Instruction 1916-18, p. 16.

84. Ibid., p. 16.

of Industrial Arts all affording opportunity for teacher training;<sup>85</sup> and, (2) that there were in 1918, 486 teachers' homes in the state.<sup>86</sup> An examination of the conditions upon which teachers' licenses are issued and the number of teachers holding each kind of license will enable us to judge to some extent of the professional fitness of the teachers of Texas.

Texas certificates are classified as temporary and permanent; temporary certificates include those of second and first grade; permanent include the state certificate and the primary permanent.

A second grade certificate may be obtained in either of two ways; (1) by passing an examination in the elementary subjects of study; or, (2) on credentials representing one year's work at a state normal school. This certificate is valid in the elementary schools for a period of four years.

A first grade certificate may be obtained in any one of four ways; (1) by passing an examination in the subjects of examination required for second grade and seven additional subjects; (2) by completing a normal school course of either two or three years; (3) on credits for four full college courses in the college of Arts at the State University or in any first class college, university or junior college - these four courses must include one full course in Education - 6 semester hours; (4) on a regular course in the College of Industrial Arts leading to a degree and including two courses in Education. The term of the first grade certificate

85. Texas Report of Superintendent of Public Instruction, 1916-18, p. 2.

86. Ibid., p. 643.



depends either upon the grade obtained or the amount of training required. The certificate granted on the basis of examination is valid for six years, provided the average grade is not less than 85 per cent and that the minimum grade in any subject is not below 50 per cent, and for four years if the average is 75 per cent and the lowest grade in any subject is not less than 50. For the three-year normal course the term is seven years; for the two-year course, six; for the fourfull college courses the certificate is valid for two years; and, for the credits in the Industrial Arts college, six years.

The highest grade of Texas certificate is the state permanent certificate. It may be obtained in seven different ways; (1) on examination; (2) by graduation from a college or university; (3) upon graduation from a state normal school, the normal diploma being itself in itself a permanent certificate; (4) upon receiving a teacher's diploma from the University of Texas; (5) by completing a full course in the Coblege of Industrial Arts leading to a degree; (6) by endorsement of state certificates and diplomas from other states; (7) holders of first grade certificate, who have taught in the state fifteen years. The permanent certificate, granted upon college credentials requires that the course include four full courses in education or in lieu thereof three years of teaching experience.

The remaining state certificate to be considered is the permanent primary. This certificate is granted only on examination. The subjects in which examination is required are very much the same as those required for the first grade certificate. In place of elementary psychology as applied to teaching required for the first grade, Methods in Teaching applied to elementary branches and History of Education are substituted; and, in the following group of high school subjects, three are required instead of four and there is some difference within which the choice is to be made. Table 19 enumerates the requirements for each certificate.



Table 19.

State Certification Requirements for Teachers, Texas (Texas School Laws, sections 60-69)

Types of Certificates	Academic Requirements				Term	Renewals	Validity				
	Examinations		Credentials	Professional Requirements							
				Training				Experience			
1. State Second Grade Certificate	1. Spelling Writing English Elementary Physiology and Hygiene School Management and Methods of Teaching Texas His. U.S. His.	Reading Arithmetic Grammar Elementary Agriculture Elementary Composition Geography Drawing Music	1. None	None	1. None	1. 4 years	1. State law makes no provision for renewal.	State wide-Elementary Schools Grades I-VII			
	2. None		2. For 1 year's work at a State Normal School.		2. None	2. 6 years	2. By attending State Normal 2 quarters and completing 10 units of work.				
2. State First Grade Certificate.	Same as for Second Grade Certificate and in addition the following: Civil Government Higher English Composition Elementary Psychology applied to Teaching Any four: Algebra Botany Physical Geog. Ancient His. Modern His. Elements of plane Geometry American Literature.	None	1. From State Normal Sch. (a) Three years course (b) Two years course. 2. From University of Texas (a) For 4 full courses in college of Arts, and (b) 1 full course in Education at University of Texas or in any first class coll. University, or Junior College 3. From college of Industrial Arts. Regular crse. leading to graduation.	None	None	6 yrs. if grades are minimum av. 85% minimum av. subject 80% or 4 yrs. if grades are minimum av. subject 80%.	After 3 years of experience may be exchanged for permanent certificate.	State wide Elementary Schools Grades I-VII			
						1. None			1. From State Normal Sch. (a) Three years course (b) Two years course.	1. 7 years 2. 6 years	1. (b) By attending Normal Sch. (State) 2 quarters and completing 10 units of work 2.
						2. None			2. One full course in Education.	2. 2 years	3.
3. State Permanent Certificate	1. Subjects required for First and Second Grade Certificates in addition to the following: Methods of Teaching as applied to Elementary studies Six of the following: English Literature Chemistry Solid Geometry Plane Trigonometry Elementary Double Entry Bookkeeping Economics School Administration Geology Advanced Grammar Biology Child study	None	2. College or University work B.A., or equivalent degree or High School Academic degrees. 3. Certificates and Diplomas from other States. 4. Normal College Diploma 5. Teacher's Diploma from University of Texas, B. A. Degree 6. Industrial College Full course leading to a degree 7. State First Grade Certificate.	None	None	Life		State wide All public schools			
									None	4. 4 full courses in Education (12 sem. hrs.) Methods of Teaching, Observation and Practice Teaching 5. 4 courses in Education Methods of Teaching Observation and Practice Teaching 6. 2 courses in Education Methods of Teaching, Observation and Practice Teaching 7. None	3 years 3 years 7, 15 years
4. State Permanent Primary Certificate	Subjects required for Second Grade certificate and in addition the following: Civil Government Higher Eng. Composition Methods of Teaching applied to elementary branches. History of Education Any three of the following: American Literature English Literature Physical Geography English History Botany Zoology	None		None	None	Life		State wide Elementary Schools Grades I-VII			



The statement was made at the outset that Texas, since she showed such interest in public school education should likewise be exacting in the requirements of her teachers. The conclusions reached from a study of the above Table 19 must dispel any such illusion. From this table the following facts are evident. (1) That as second grade certificates are valid in any elementary school in the state, the only requirement which must be met to qualify for elementary teaching in Texas is the ability to pass an examination in the elementary subjects. No experience or professional training is necessary. (2) The minimum amount of training required for teaching in high school is that represented by a permanent certificate which may be obtained merely on evidence of one year of college training or on examination in six high school subjects and two professional subjects.

Besides the four types of state certificates issued in Texas, there are others issued by county and city boards of examiners. The county certificates are second and first grade. The requirements for these may not be lower than those of the corresponding grade of state certificate. The city certificate are second grade, first grade and high school certificate. These certificates are valid only in the city for which they are issued and are temporary. To have the privilege of a city board of examiners the following requirements must be met: (1) The city must have a scholastic

population of 1000 or more children and must have become an independent school district which levies a local tax for education and (2) must purpose or maintain a system of free schools; (3) the schools must be in session nine months of the years; (4) a city superintendent of schools must be employed.<sup>87</sup> City school boards are also authorized to engage teachers of special branches without examination or a teacher's certificate.<sup>88</sup>

Our study of what the certification laws of Texas require may well be followed by a summary of the training of teachers now employed in the schools. Such a summary will shed light upon the degree of success the state is making in actually bringing her teachers under the requirement laws. This information is presented in Tables 20 and 21 immediately following:

87. Texas School Laws, 1920. p. 38, Sec. 66

88. Ibid., p. 38, sec. 66.

Table 20.

Showing Amount and Kinds of Training of Public School Teachers.  
Texas 1918.

Kinds of Training	Number of Teachers	Per cent
Graduation from College or University	3,219	11.2
Graduation from Normal School	6,628	32.9
Graduation from High School	7,592	26.6
Not graduated from any school	<u>11,384</u>	<u>39.5</u>
Totals	28,823	100.2

Table 21.

Showing the Number of Teachers Holding Each Type of Texas  
Certificate<sup>90</sup> 1918.

Certificate Type	Number of Teachers	Per cent
Permanent Certificate	7,431	25.7
First Grade Certificate	11,836	41.0
Second Grade Certificate	9,510	33.3
Kindergarten Certificate	<u>56</u>	<u>.2</u>
Totals	28,823	100.2

89. Texas Report Superintendent Public Instruction, 1916-18,  
p. 643.

90. Texas Report Superintendent Public Instruction, 1916-18,  
p. 643.



From the above tables we see:(1) that two-fifths of the public school teachers of Texas have not graduated from any high school; (2) approximately one-ninth of all the Texas teachers are college graduates; and, two-ninths are normal graduates; (3) that about three-fourths of the teachers hold certificates of lower grade than permanent; (4) that the per cent of teachers holding permanent certificates is nearly equal to the per cent of those who are either college or normal graduates. This situation is probably to be expected since permanent state certificates are granted to both college and normal graduates.

## Chapter V.

State Certification Requirements in the North Central  
Division - Ohio, Michigan, and Minnesota.

In passing to the states of the North Central Division we recognize at once the progressive spirit of the Middle West. Emigrants from New York and the New England states, the first settlers in this division, transplanted the educational policies that had been worked out in their native states. Brought up on the idea of free schools supported at public expense and of state requirements for the licensing of teachers, they very soon established normal schools and encouraged teacher training movements. Michigan and Minnesota were among the nine states which had established normal schools before the Civil War.<sup>91</sup> Ohio was a leading state in spreading the propaganda for the professional training of teachers; the Western Literary Institute and College of Professional Teachers of 1832 had its headquarters in Cincinnati. From these general preliminary statements affecting the group as a whole, we may now turn to the three states selected as representatives of this division.

Ohio.

Of the states formed out of the Northwest Territory Ohio was the first to be admitted to the Union. The famous

91. Cubberly, Ellwood P., Public Education in the United States, p. 293.

clause in the Ordinance of 1787, "Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall be forever encouraged,"<sup>92</sup> together with the fact that the territory was settled largely by people from New England would forecast from the beginning a favorable attitude toward public education in Ohio, and the other states of this division.

Some of the educational policies of Ohio were borrowed from Massachusetts. Among the features of especial interest to the present study were (1) the Massachusetts district system, (2) the county school tax and (3) methods of certifying teachers. Whether it was because Ohio had taken over the poorest features of the Massachusetts system or whether these features were ill adapted to the needs and conditions of the Middle West, is a question we shall not attempt to answer.

Some of these<sup>borrowed</sup> characteristics of the Ohio state school system were among those most severely criticized by the School Survey Commission of 1913. The surveyors attributed the inefficiency in the schools largely to incompetent teachers and they said resulted largely from faulty certification laws. At that time certificates were issued by four different agencies: (1) the County Board of Examiners; (2) the City Board of Examiners; (3) State Board of Examiners; and, (4) the Superintendent of Public

92. Ibid., p. 59.



Table 22  
Chart of Ohio System of Certification of Teachers (Ohio Survey Report, 1914, p.47)

County Board  
of  
Examiners

City Board  
of  
Examiners

State Board  
of  
Examiners

State Superintendent  
of  
Public Instruction

Elementary Certificate for	High Sch. Certificate for	Special Certificate for	Primary Certificate for
1 year	1 year	1 year	1 year
2 years	2 years	2 years	2 years
3 years	3 years	3 years	3 years
5 years	5 years	5 years	5 years
8 years	8 years	8 years	8 years
Temporary (Until next Sept. 1)	Temporary (Until next Sept. 1)	Temporary (Until next Sept. 1)	Temporary (Until next Sept. 1)
Emergency Temporary (Until next exam.)	Emergency Temporary (Until next exam.)	Emergency Temporary (Until next exam.)	Emergency Temporary (Until next exam.)

28 Varieties

Elementary Certificate for	High School Certificate for	Special Certificate for
1 year	1 year	1 year
2 years	2 years	2 years
3 years	3 years	3 years
5 years	5 years	5 years
8 years	8 years	8 years
Emergency Temporary (Until next exam.)	Emergency Temporary (Until next exam.)	Emergency Temporary (Until next exam.)

18 Varieties

Life Certificate		
Common School	High School	Special
Old Law	Old Law	Old Law
Hawkins	Hawkins	Hawkins
(Converted Provisional (after three years experience))	(Converted Provisional (after three years experience))	(Converted Provisional (after three years experience))

9 Varieties

Four Year Provisional Certificates		
Common School	High School	Special

3 Varieties

58 Varieties

Instruction. Table 22 reproduced from the Survey Report shows that these four agencies issued fifty-eight types of certificates, twenty-eight of which were issued by the county board, eighteen by the City Board; nine by the State Board; and three by the Superintendent of Public Instruction. The inevitable results of the policy of issuing certificates by so many different agencies, and the accompanying circumstance of a large number of certificates are presented in the report of the 1913 Survey Commission. The report reads:

"Not 50 per cent of the teachers in the rural schools were graduates of high school and not less than 18 per cent had no education beyond the elementary grades. Teachers in high schools in certain districts had insufficient academic training, probably 60 per cent of them not being college graduates and as high as 19 per cent of them not even high school graduates." The report goes on to say in regard to the professional training of the Ohio teachers

"Of the teachers whose schools were surveyed, 47.5 per cent had no professional training whatever...Of the beginners in September, 1913, 71.4 per cent had no professional training."

93. Ohio School Survey, 1914, p. 46

94. Ibid., p. 54

95. Ibid., p. 63

These lamentable conditions in Ohio just cited may in all probability be due to her practice of permitting local authorities to certify teachers. We see that the same policy was responsible in large part for the poorly trained teachers and inefficient schools of North Carolina. That such conditions do not exist in Massachusetts may be attributed to her wise policy in the distribution of state-aid. As Ohio imitated Massachusetts in introducing the practice of certification by local authorities she is also following her example in the means taken to escape from the resulting evils of this practice. Laws passed in 1919 defining their requirements to be met by state-aided schools outlines a plan similar in many respects to that of Massachusetts given in Table I, page 11.

That the training of Ohio teachers at the present time is probably much in advance of what it was in 1913 is largely the result of several forces all directed toward the same end, namely; raising the professional level of the teaching force. Among these forces are the following: (1) New certification laws passed subsequent to the survey, eliminating the two-year, five-year, and eight-year certificates of all kinds, and all county primary certificates;<sup>97a</sup> (2) the establishment of a practical exercise in teaching as a requirement for certain types of local certificates;<sup>97b</sup> (3) the introduction of a new method of distributing state-aid, which makes the training and experience of teachers employed a determining factor in fixing the amount of money a school is to receive; and (4) the establishment in recent years of many county normals for

<sup>96</sup> Ohio School Laws 1919 (Advanced sheets) p. 26

Sec. 7595-3

<sup>97a</sup> School Laws of Ohio 1915 p. 306 Sec. 7821

<sup>97b</sup> Ibid., p. 314 Sec. 7835.



the training of rural teachers.

In 1919 there were 35 county normals in the state of Ohio. At that time also there were 2000 teachers in service who had been trained in these schools and 600 prospective teachers in training. <sup>98</sup> It would seem that a county normal has a function peculiarly its own. It provides training in a rural community such as a teacher must know and with which she must be in sympathy if she is to succeed in a rural school.

The present system of certifying teachers which was adopted subsequent to the 1913 survey will now be given consideration. Ohio certificates are classified both on the basis of training and experience, and on the basis of type of teaching for which they qualify. No permanent certificates are granted to applicants without experience. In general all state certificates fall into two classes; (1) provisional, issued by the Superintendent of Public Instruction and granted on credentials only; (2) life certificates issued by the State Board of Examiners. Besides these two classes of <sup>state</sup> certificates; including elementary, high school, and special - there are local (city or county) certificates of three grades also. <sup>99</sup> Provisional certificates are issued on credentials only; life certificates are issued both on the basis of examination and on the basis of credentials. All provisional certificates are issued for a term of four years. After 24 months successful experience teaching on a provisional certificate the holder may apply for a life certificate.

98. Rural Schools in Ohio 1920 pp. 171-72.

99. School Laws of Ohio, sec. 7832. (1915), p. 306.

The county and city school boards still possess the authority to issue certificates but the number of varieties they may issue has been considerably reduced. Since the minimum requirements for local certificates are uniform and have been established by state law, these certificates are included in those described in Table 23.

The requirements for a provisional high school certificate is a degree from a standard college.

including twenty-four semester hours of work in education. The life high school certificate is granted to (1) holders of a degree from an approved college who have had fifty months' successful experience; (2) to holders of a provisional high school certificate who have taught twenty-four months on the provisional certificate; (3) to applicants who have completed two years of college or normal work including one-half year of professional training, and in addition, pass certain required examinations. Applicants for the life certificate upon examination must take examination in the elementary subjects and in the following additional subjects: geometry, high school English, Latin or other foreign language, civil government, history of the United States, advanced algebra, advanced physics, psychology, principles of teaching, and three branches selected from the following: Latin or other foreign language, chemistry, botany, zoology, astronomy, geology, trigonometry, economics, logic, manual training, home economics, and one of the usual divisions of history. Summarizing, the examinations required for high school teacher's life certificate are all of the elementary subjects; <sup>academic,</sup> ten high school <sup>and college</sup> subjects; and two professional subjects.

The requirements for the state elementary provisional certificate are: (1) at least fifteen units of high school work for entrance to the normal; (2) a two-year normal course, requiring at least sixty semester hours for graduation; and, (3) thirty semester hours of professional work,



including:

Principles of teaching  
 Psychology  
 School Management, Organization, etc.  
 Methods (including methods in 5 or more  
 elementary subjects)  
 Observation of teaching and practice  
 teaching

A life elementary certificate granted upon credentials may be granted to (1) graduates of approved two-year normal schools and colleges, who have completed fifty months of successful teaching; (2) to holders of a provisional elementary certificate who have taught twenty-four months after receiving it; (3) to graduates of first-class high schools who have completed one hundred months of successful teaching and such professional reading and study as has been prescribed by the Superintendent of Public Instruction. The life elementary certificate granted on examination requires preliminary training of a four-year high school course or the equivalent, and in addition one year of college or normal work, including one-half year of professional training. If not a graduate of a recognized institution the applicant is also required to present evidence of fifty months of successful teaching.<sup>100</sup>

Teachers' certificates are also granted by county and by city boards of examiners. Certificates for high school and special teachers are granted by the county board on examination.<sup>101</sup> At the present time the county boards may

100. Ohio Department of Public Instruction. Circulars of Information. (1921)

101. Ohio School Laws, 1915, p. 306, Chap. VII, sec. 7821.

grant one-year elementary certificates to candidates who have completed two years of high school credit as determined by the superintendent of public instruction, and a one-year normal course approved by the superintendent of public instruction. After January 1, 1924, candidates for this certificate must be graduates of first grade high schools or have equivalent preparation, and must complete in addition a one-year normal course. Emergency certificates valid for one year may be granted in any village or rural school district in the county by the county board of school examiners with the approval of the superintendent of public instruction to applicants who have had one year's experience teaching in the public schools whenever there is a shortage of teachers in that district. Prior to 1924 each city board of school examiners may determine the standard of qualifications necessary for admission of applicants to examination for certificates, except in the case of certificates to teach in classes supported with federal aid under the supervision of the state board of education; after January 1, 1924, the qualifications shall be equivalent to and determined in the same manner as those prescribed for applicants for county certificates.<sup>102</sup>

See Table 23 for detailed description of the requirements for high school and elementary certificates and

102. Ohio School Laws, 1915, pp. 306-308, Sections 7821-7826.



Table 23.

State Certification Requirements for Teachers, Ohio. (Based on Circular of Information issued by the Department of Public Instruction.)

Type of Certificates	Academic Requirements		Professional Requirements		Term	Renewals	Validity
	Examination	Credentials	Training	Experience			
	1. State Life Elementary Certificate	1. Orthography Reading Writing Arithmetic Eng. Grammar & Composition Geography U.S. Hist. Physiology Scientific Temperance Literature Elementary Agriculture El. Algebra EL. Physics Physical Geog. Theory & Practice of Teaching Such other branches, if any, that they may elect	1. High School Diploma or the equivalent and credits for 2. One year of college or normal training, including any professional training as indicated.	1/2 year including practice teaching			
None	2. Degree from an approved college	None	50 months				
None	3. Diploma from an approved two-year normal school	None	50 months				
None	4. Ohio State Provisional Certificate	None	24 months since receiving Pro. Cert.				
None	5. Diploma from first grade High School Diploma from one-year normal course	None	100 months				
None	6. Credentials representing a course of Professional Reading and study as prescribed by Supt. of Public Instruction.	None	100 months	Life			
None	7. State Certificates of Highest Grade from other States.	None	50 months				
2. State Life High School Certificate	1. In the above named branches as required for the Elementary Certificate and in addition Geometry High School Eng. Latin, or other foreign Language Civil Government Advanced Algebra Psychology Hist. of Education Science of Education Three branches selected from the following: Latin, or other foreign language Chemistry Botany Zoology Geology Astronomy Trigonometry Economics Logic Any one or two of the usual divisions of Hist. Manual Training Home Economics	1. Diploma from high school or the equivalent; and 2. Credits for 2 yrs' college or normal including professional training as indicated.	1/2 year including practice teaching	50 months	Life		State-wide High Schools
None	2. Degree from an approved college.	None	50 months				
None	3. State Provisional Certificate	None	24 months since receiving Pro. Certificate				
None	4. State Certificates of Highest Grade from Other States.	None	50 months				
3. State Life Certificate Special in: Drawing Music Physical Training Manual Training Home Economics	1. Special branches or branches and in English Theory & Practice of Teaching History of Education Science of Education	2. Diploma from approved 3-year Normal School 3. State Provisional Certificate.	1/2 year including practice teaching	50 months 50 months 24 months since receiving Pro. Cert.	Life		State-wide Special subject indicated on certificate



Table 23 (Continued)

State Certification Requirements For Teachers, Ohio. (Based on Circulators of Information issued by the Ohio State Department of Public Instruction)

Types of Certificates	Academic Requirements		Professional Requirements		Term	Renewals	Validity	
	Examination	Credentials	Training	Experience				
4. State Elementary Provisional Certificate	None	1. Diplomas from 2-year Normal Course <u>or</u> 2. College Degree (from a standard college)	30 semesters including	Prin. of Tchg., Psychology, Sch. Mgt. Org., Methods, Observation and Pract. Tchg.	None	4 years	Holder may apply for a life certificate after 24 months successful teaching on a provisional certificate	State-wide Elementary Schools
5. State Provisional High School	None	1. Diplomas from College (standard college)		1 year including practice teaching 24 hours	None	4 years	Holder may apply for a life certificate after 24 months successful teaching on a provisional certificate	State-wide High Schools or Junior High School
6. State Provisional Special Penmanship Drawing Music Phys. Training Manual Training Home Economics Other subjects	None	1. Two year courses in advanced of high school		18 semester hours, 14 of which to consist of practice teaching and observation	None	4 years	Holder may apply for a life certificate after 24 months successful teaching.	State-wide Special subject indicated on certificate
7. Provisional Kindergarten Primary	None	1. Four-year High School course 2. Two-year special course		2 yr. course to include: Kindergarten Theory and Practice Ch. Lit. & Story telling Eng. Comp. & Literature Music, Drawing, Pract. for Primary, Psych. of Child Study, Nat. Phy. Edu., Hist. of Educ.	4 years	4 years	Holder may apply for a life certificate after 24 months successful teaching experience	State-wide Kindergarten and First and Second Grades
8. Local Elementary Certificate		1. All common branches and in county district including Agriculture 2. Practical teaching test in county districts. 3. None specified 4. None specified		36 weeks	None	1 or 3 yrs. depending on grades and experience as determined by rules of local board	May be renewed for same periods as for which originally issued	City or County for which issued Elementary schools.
9. Local High School Certificate		1. In Eng., Principles of Teaching, and five selected subjects. 2. Practical Teaching test in county districts None		36 weeks	None	1 or 3 yrs. (conditions same as for originally issued El. Certificate also renewable same as El. Certificate)	May be renewed for same periods as for which originally issued	City or County for which issued High Schools.
10. Local Certificate Special in Penmanship Drawing Music Phys. Training Manual Training Home Economics Other studies		1. Special subject or subjects Theory and Practice of Teaching Practical teaching test in County Districts. 2. None		None	None	1 or 3 yrs. (conditions same as those governing El. and High School Certificate)	May be renewed for same periods as for which originally issued	City or County for which issued Special subject



for special certificates, which may be provisional life or local and may be issued with or without examination.

A comparison of Tables 22 and 23 indicates the changes that have been made in the number and kinds of certificates issued. The system seems to be somewhat complex from the fact that there are several ways in which each certificate may be obtained. For example, the life elementary certificate may be secured by examination or on credentials ranging from a diploma from a first grade high school and a diploma from a one-year normal course to a degree from an approved college. The life high school certificate may be secured by examinations or on any one of three different credentials. Again, local certificates require examination in fewer subjects than the state certificates require. The local and state certificates differ also in the extent of validity; the validity of the state certificates is state wide, while that of the local certificate is limited to the county or city in which it is issued.

Michigan.

At the time ~~when~~ Michigan was preparing to enter the Union as a State, Cousin's famous Report on German Education was having a powerful influence in all progressive educational circles. The report made to the French Government in 1831 was publicly printed the next year. It was reprinted in England and in the United States. Two main ideas gained from this report left their impression upon many states, and particularly upon Michigan and Massachusetts. These two ideas were: (1) the importance of some form of centralized state control and (2) the training of teachers in state normal schools. Michigan provides for teacher training in the following institutions; the University, a State Normal College, three State Normal Schools, the State Agricultural College, and numerous County Normals besides many private schools and colleges.

The system of certification of teachers in Michigan is complex. There are ~~seven~~ different agencies issuing certificates, and in all twenty-three different types of certificates are issued. Certificates are granted by (1) the State Board of Education, (2) by the Board of Regents of the University of Michigan, (3) by the State Board of Agriculture, (4) by the Superintendent of Public Instruction, (5) by the County Normal Board, (6) by City Superintendent of Schools and The City Board of Education, and (7) by the County Board of School Examiners. The State Board of

103. Cubberly, Ellwood P., Public Education in the United States, p. 273



Education grants the following life certificates; (1) a state certificate, granted upon examination; (2) a college certificate; (3) a normal certificate; and (4) an endorsed certificate. Limited certificates are also granted by the State Board of Education. These are (1) a college certificate; (2) a graded certificate; and (3) a rural certificate. The State Board of Regents grants a life certificate to university graduates who have obtained a teacher's diploma for work done in the science and art of teaching. The State Board of Agriculture grants a certificate in agriculture valid for teaching agriculture in any of the schools of the state. The County Normal Board grants a County normal certificate. The Superintendent of Public Instruction issues special life certificates in music, manual training, drawing, and kindergarten work. City Boards issue first grade, second grade and third grade certificates valid for teaching in their respective cities. County Boards of Examiners grant county first grade, second grade and third grade certificates, a transferred certificate and a special certificate.<sup>104</sup>

Ten types of Michigan certificates are valid for teaching in high school. These include County and City Second Grade certificates, and Normal Diplomas, as well as College life certificates and life certificates granted upon examination. The County Normal certificate is rapidly

104. Michigan Department of Public Instruction - Certification of Teachers, Bulletin No. 6.

becoming the popular type of certificate for rural school teaching. In 1903, the legislature passed a law authorizing the establishment of county normals in any county desiring such training schools, except counties having normal schools within their borders. One year of training is required of all graduates of such schools. Fourteen counties in 1918 reported that 75 per cent or more of the teachers in one and two-room schools had at least one year of normal training. In the counties which had had a county normal in operation five years or over in 1918, the average per cent of teachers who had at least one year of training was 62. Approximately 46 per cent of the teachers in the one and two-room schools of the state in 1918, had had at least one year of normal training. <sup>105</sup>

As the requirements for all of the various certificates are fixed by state law, Table 24 which follows, includes the county and city certificates and certificates issued by State institutions as well as those which are issued by the State Board of Examiners and the Superintendent of Public Instruction.

105. Michigan Report of Superintendent of Public Instruction, 1917-18, pp. 50-51.



Table 24

State Certification Requirements for Teachers, Michigan (Based on Bulletin Nos. Certification of Teachers, issued Mich. Dept. of Public Instruction)							
Types of Certificates	Academic Requirements		Professional Training	Experience	Term	Renewals	Validity
	Examinations	Credentials					
1. State Certificate	Orthography, Reading Penmanship, Algebra Arithmetic, Geometry Geography, Grammar U.S. History, General History Civil Government Theory and Art of Teaching Physics, Physiology and Hygiene Botany Rhetoric General Literature Any three of the following: Latin, German Geology, Zoology Chemistry	None specified	None	Two years in the state.	Life		All schools of the state.
2. College Life Certificate	None	Bachelor's, Master's or Doctor's degree from any college having a course of study of not less than four years in advance of the preparatory work necessary for admission to the University of Michigan.	One year's work in the Science and Art of Teaching, 54 hours a week, and also observation of high school and grade-schools.	Three years	Life		All schools of the state.
3. Limited College Certificate	None	Same as for College Life.	Same as for College life.	None	Four years	May be exchanged for life certificate after three years' experience	All school of the state.
4. Normal Certificate		1. None specified 2. High School Diploma Certificates and diplomas from other states.	1. Four-year Normal course. 2. Two-year Normal course.		Life		All schools of the state
5. Endorced Certificate	None	(a) State Certificates (b) Normal School diplomas and Certificates. (c) College diplomas (d) University diplomas		None specified	Life		All schools of the state
6. Graded Certificate	None	Diploma from a four-year high school	42 weeks in a Michigan State Normal School.		Three years	Not renewable	State-wide for grades indicated on the certificate
7. Rural School Certificate	None	42 weeks' work in advance of high school in a Michigan Normal school			Three years	May be renewed for three years	State-wide. All schools up to tenth grade.
8. County First Grade Certificate	Orthography Arithmetic (Theory and Art) Geography, Government U.S. History, Grammar Physiology, Reading Penmanship, Botany Agriculture, Geometry Algebra, Physics School Law, State Course of Study General History	None	None	One year	Four years	May be renewed indefinitely without examination by the county board of school examiners, if holder has an average of 85% in two or more previous examinations and has been continuously and successfully teaching since the last examination.	All schools of the county for which granted.
9. County Second Grade Certificate	Orthography Arithmetic (Theory and Art) Geography, Government U.S. History, Grammar Physiology, Reading Penmanship, Agriculture School Law State Course of Study Any two: Algebra, Botany, General History, Physics.	None	None	Seven months	Three years	Same as First Grade County Certificate.	In all schools of the county for which granted.
10. County Third Grade Certificate Class A.	Orthography Arithmetic (Theory and Art) Geography, Government U.S. History, Grammar Reading, Physiology Penmanship Agriculture School Law State Course of Study	None	None	Three years next preceding examination, in primary department of graded schools	One year	Same as First Grade County Certificate	In the primary (first four) grades in the county for which granted.
11. County Third Grade Certificate Class B.	Orthography Arithmetic (Theory and Art) Geography, Government U.S. History, Grammar Physiology, Reading Penmanship, Agriculture School Law State Course of Study	None	Six weeks in one of the following: State Normal School County Normal training classes City Normal training School Any school approved by Superintendent of Public Instruction or 1/2 year's work in a school maintaining a four-year course above the high school		One year	May be renewed once without examination if the holder has had an average of 85% in all studies covered in the two previous examinations and has been continuously and successfully teaching since the last examination. Not more than 3 Third Grade Certificates will be granted to the same person.	In all schools of the county.
12. County Normal Certificate	None specified						



Table 24 (Continued)

State Certification Requirements for Teachers, Michigan							
Types of Certificates	Academic Requirements		Professional Requirements		Term	Renewals	Validity
	Examinations	Credentials	Professional Training	Experience			
12. City First Grade Certificate	Orthography, Geography Arithmetic (Theory and Art) Government, Grammar Penmanship, Reading U.S. History, Physiology Any four of the following: Algebra, Rhetoric General History Botany, Physics Geometry Any other subjects the applicant may be required to teach, or such other subjects as the superintendent of schools and board of education may prescribe.	None	None	None	Four years	May be renewed under such conditions as the city superintendent of schools and the board of education may prescribe.	In any grade of the schools in the city for which granted.
13. City Second Grade Certificate	Orthography Arithmetic (Theory and Art) Geography, Government Physiology, Grammar Penmanship, Reading U.S. History Music and Drawing, if required to teach them. Any two of the following: Algebra, Botany General History Physics Any other subjects the superintendent of schools and school board may require.	None	None	None	Two years	Same as First Grade City Certificate.	Grammar (second four) grades in the city for which granted.
14. City Third Grade Certificate	Orthography Arithmetic (Theory and Art) Geography, Government U.S. History, Grammar Physiology, Reading Penmanship Music and Drawing, if required to teach them.	None	None	None	Two years	Same as First Grade City Certificate.	Primary (first four) grades in the city for which granted.
15. Special Certificates							
(1) Domestic Science	None	For Two years of work in the special subject in one of the following institutions: University of Michigan Michigan State Normal Schools A college incorporated under the laws of the state An institution having a course of study acceptable to the Superintendent of Public Instruction.	None	None	Life	Life	State-wide to teach the special subject.
(2) Manual Training	None		None	None	Life	Life	
(3) Commercial	None		None	None	Life	Life	
(4) Physical Education	None		None	None	Life	Life	
(5) Drawing	None	Two years work in drawing in one of the institutions mentioned above.	None	None	Life	Life	
(6) Kindergarten and Primary	None	(1) Diploma from a two-year course of a kindergarten training school and (2) at least one of the following qualifications: (a) Teacher's certificate in (b) Diploma from a reputable college (c) Diploma from a four-year high school	None	None	Life	Life	
16. University Certificate	None	Bachelor's, Master's or Doctor's degree from department of literature, science and arts of the University of Michigan	Teacher's diploma for work done in department of literature, science and art of Teaching in the University	None	Life	Life	All the schools of the state.
17. Agricultural College Certificate	None	Diploma from four-year course in Agriculture from Michigan Agricultural College.	$\frac{1}{2}$ year's special instruction in pedagogy	None	Three years (Belongs under County Normal Cert.)	1. May be renewed by the county board once if applicant has been continuously and successfully teaching in rural schools and has shown proper professional spirit. 2. Annual renewal requires in addition 25 credits for four to six K-12 State normal school.	State-wide, to teach agriculture and the related sciences. County-wide in all schools not employing more than two teachers.
18. County Normal Certificate	None specified		One year in a Michigan County Normal	None specified	Three years		



In reviewing Table 24, one must be impressed with the rather high requirements noted for elementary teaching. No Michigan state certificate is granted to a candidate who has not had at least forty-two weeks of professional training based upon a four year high school course. The Third Grade County Certificate and the Third Class A City certificate both of which are issued upon examination in elementary subjects only are valid only for teaching in the primary grades.

Minnesota.

The fact that Minnesota was included in the nine states that had established normal schools before the outbreak of the Civil War, would lead one to believe that she had early placed a high valuation on the professional training of her teachers. The account which follows supports this belief. We find Minnesota has made liberal provisions for teacher training. Six state normal schools, the college of Education in the University, and 132<sup>106</sup> high school training departments are the agencies provided at public expense for preparing teachers for high schools, elementary schools (which in Minnesota means grades I-VIII in town and city schools) and rural schools.

Minnesota has been especially solicitous in promoting the interests of her rural schools. She has not only provided opportunities for the training of rural teachers, but by giving state-aid to schools meeting certain required standards she has attempted to eliminate the untrained and inexperienced from the ranks of the teaching force. The lowest grade of certificate issued is the Limited Second Grade, and this certificate is not valid in any state-aided school. State-aided rural schools receive from the State \$150 for every teacher holding a First Grade Certificate and \$100 for every teacher holding a Second Grade

106. Minnesota Educational Directory, 1920-1921, pp. 31-34.



Certificate.<sup>107</sup> The First Grade Certificate requires that the candidate shall have completed a one-year course in professional training; and the Second Grade Certificate, which does not require professional training, requires six months' teaching experience.

There are in Minnesota three agencies issuing certificates of state-wide validity: (1) the Department of Education; (2) the College of Education of the State University; and, (3) the State Normal Schools.<sup>108</sup> The Department of Education issues four types of certificates: (1) Common school; (2) Professional; (3) Special, and (4) Endorsement of Normal Diploma from other states. The Common School certificates, valid for teaching in rural schools only are: (1) First Class; (2) Second Class, and (3) Second Class Limited. Professional Certificates are either First Grade or Second Grade.<sup>109</sup> Special Certificates are issued in Manual Training, Music, Drawing, Physical Training, Kindergarten and Primary Grades on the completion of a two-year course in an accredited technical school or training school, which, for admission, requires the satisfactory completion of a standard high school course. Other Special Certificates

107. Minnesota Report of Department of Education, 1917-18, p.29.

108. Minnesota Report of Department of Education, 1917-18, p.26.

109. Ibid., pp. 31-32.

are also issued which require a four-year college course. These are Certificates for Agriculture, Home Training or Commercial Subjects.<sup>110</sup>

The University Certificate is granted to graduates of the College of Education who complete the following prescribed courses of professional training:

Brief Courses in History of Education, or  
 History of Education  
 Educational Sociology  
 Elementary Educational Psychology  
 Technic of Teaching  
 Practice Teaching  
 Special Methods <sup>at least one three-point course.</sup>

One of the requirements for the University certificate is that the candidate shall be registered in the College of Education for the Junior and Senior years of his college course.<sup>111</sup> The Normal School Diploma, valid as a teacher's certificate, is granted upon the completion of a two-year normal course. Diplomas are not issued in Minnesota upon the completion of one year of normal work. Graduates of state normal schools in other states may have their diplomas endorsed and made valid as certificates, provided they have completed a normal course equivalent to the advanced course in a Minnesota state normal school. State certificates of other states are not endorsed.<sup>112</sup> Table 25 which follows gives the specific requirements for each type of state certificate.

110. Minnesota Department of Education: Qualifications and Certification of Teachers for Graded and High Schools, (1919) p. 11.

111. Bulletin of the University of Minnesota, Vol. XXIII, No. 33, August, 1920. pp. 19 - 20.

112. Minnesota Report of Department of Education, 1917-18, p. 32.



Table

State Certification Requirements for Teachers, Minnesota (Based on a study of Special Bulletins of the Dept. of Education and State University Bulletin)

Types of Certificates

Types of Certificates	Examinations	Credentials	Professional Training	Experience	Term	Renewals	Validity
1. Second Class Limited Certificate	Arithmetic, Civics, Geography, Grammar, English Composition, U.S. History, Penmanship, Physiology-Hygiene, Reading, Spelling	Accepted list of examination: 1. State High School Board Certificate 2. Final examination in Minnesota laws of 75% from Normal Schools 3. Summer session credits of 75% from State Normal Schools and Agricultural Schools 4. Marks from other states on first-class certificates 5. Credits from uncompleted examination records 6. Marks of 75% on expired certificates.	None specified	None	One year	May be exchanged for a second class upon the following conditions: (1) Six months' experience (2) Recommendation of County Superintendent (3) One Reading Circle credit	State-wide in unaided rural schools.
2. Second Class Certificate	In all subjects required for Limited Second Grade	Marks from other states on first-class certificates Credits from uncompleted examination records Marks of 75% on expired certificates.	None	Six months	Two years	May be renewed for two years upon the following conditions: (1) No subject marked below 75. (2) Holder has taught 18 months of the time for which the certificate is issued. (3) No Reading Circle credits. (4) Recommendation of County Superintendent.	State-wide Rural schools (teaching position)
3. First Class Certificate	In all subjects required for second class certificate, plus Elementary Algebra, Plane Geometry, Physical Geography, Chemistry may be substituted for Physics, General History, Botany or Agriculture may be substituted for Physical Geography.	Required of all applicants who did not have 18 months' experience before 1915: One year's study (36 weeks) in: (1) Training department of a State Normal School. (2) High school training department, a private institution or a Minnesota high school training course.	None	18 months	Five years	May be renewed for five years upon the following conditions: (1) No subject marked below 75. (2) Holder has taught 18 months of the time for which the certificate is issued. (3) Two Reading Circle credits. (4) Attendance at a State Normal summer school for six weeks.	State-wide Rural schools Teacher or principal
4. High School Training Department First Grade Certificate	None	Diploma of graduation from a four-year high school course.	36 weeks	None	Two years	May be renewed upon the following conditions: (1) Teaching experience - 12 months of the time for which issued. (2) Two Reading Circle credits. (3) Attendance at teachers' meetings and institute. (4) Recommendation of County Superintendent. After first renewal, successive renewals will be made upon the same conditions as first-class certificate issued by State Department.	Some as that of first-class certificate issued on examination.
5. Special First Class Certificate	Applicant who lacks a half credit in any first grade academic subject, or who lacks a half of the full professional training course, but who has met all other requirements for a first-class, may be issued a special first-class certificate for one year.	All subjects in Group I. Accepted in lieu of and six other subjects examinations: (1) Diploma for a three-year Normal course from a Minnesota State Normal School or (2) Diploma from a State Normal of another state the equivalent of the Minnesota three-year Normal course. II. Mathematics (1) Higher Algebra (2) Solid Geometry (3) Trigonometry III. English (1) American Literature (2) English Literature (3) Rhetoric IV. History (1) Ancient History (2) Medieval and Modern History (3) European History (4) American History V. Science (1) Astronomy (2) Botany (3) Chemistry (4) Geology and Physiology (5) Political Science (6) Physics (7) Zoology	36 weeks' training courses in: (1) State University Schools (2) State Normal Schools (3) State High schools (4) Private schools the equivalent of those given in State schools.	None	Two years	renewals will be made upon the same conditions as first-class certificate issued by State Department. Completion of a Special first-class certificate will require the earning of three additional professional credits at a State Normal School.	State-wide Graded school teacher or principal Rural schools teacher or principal
6. Professional Second Grade Certificate	In subjects listed for Second Grade Professional, all of Group I, two of Group II, two of Group III, three of Group IV, and three of Group V.	1. In subjects listed for Second Grade Professional, all of Group I, two of Group II, two of Group III, three of Group IV, and three of Group V. 2. None	1. Same as for Professional Second Grade. 2. Diploma from colleges accredited by the Commissioner of Education.	None	As long as holder is engaged in educational pursuits.	May be renewed for periods of two or five years, depending upon the teacher's success.	State-wide All public school positions.
7. Professional First Grade Certificate	None	2. Diploma from colleges accredited by the Commissioner of Education.	15 semester hours in Education	One year in Minnesota public schools.	Two years	After two years' experience may be renewed for life by the State Department of Education.	State-wide All public school positions.
8. University Teacher's Certificate	None	B.S. degree from the College of Education	22 credits in Education, to include History of Education Educational Sociology Technic of Teaching Practice Teaching Special Methods	None	Two years	Minnesota State Normal School diplomas may be renewed for life after two years' experience, by the institution issuing.	State-wide Elementary schools.
9. Normal Diplomas (Valid as Certificates)	None	(1) Diplomas of Minn. State Normal Schools (in themselves valid as elem. school certificates) (2) Diplomas from State Normal Schools of other states, the equivalent of a Minn. State Normal diploma (may become valid as elem. school certificates upon endorsement by the State Dept. of Education)	Two-year course	None	Two years	Endorsed Normal diplomas may be renewed by the State Dept. of Education	State-wide Elementary schools.
10. Special Certificates	(1) Manual Training Music Drawing Physical Training Kindergarten Primary Grades (2) Agriculture Home Training (3) Commercial Subjects	Representing 1. Four-year high school course and 2. A two-year course in an approved technical school or training school B.S. degree in Agriculture or Home Training Diploma from an accredited college or university, the course and business special work in economics	15 semester hours in Education Six months' special training in commercial subjects and business practice.	None specified	One year	Renewable for periods of one, two or five years depending upon teacher's success.	State-wide for teaching the special subject.

a. Minnesota State Department of Education: Rules Relating to Common School Certificates, Bulletin 46, 1918.  
 b. Minnesota State Department of Education: Circular to County Superintendents, May 12, 1920.  
 c. Minnesota State Department of Education: Qualifications and Certificates of Teachers for Graded and High Schools, 1919.  
 d. University of Minnesota Bulletin Vol. XXII, No. 22, August 20, 1926, pp. 19-20



From the above table, it is seen that the lowest grade of certificate issued in Minnesota is the Limited Second Class granted on examination in elementary subjects as the only requirement. It will be seen also that this certificate is valid only in unaided rural schools. The next higher type of certificate, Second Class is really the minimum credential recognized for rural teachers in Minnesota. Since the Second Class certificate is valid only in certain state-aided schools in Minnesota, the First Class may be considered to represent the training recognized as adequate for rural school teaching. The two-year Normal Diploma is the minimum requirement for the elementary schools of towns and cities.

For the elementary schools as a group, including both rural and city schools, there is considerable variation in certificate requirements. From the very lowest legal credential to the highest, there is a difference of six years in the amount of training required. The Second Class Limited might be obtained by one who had completed the eighth grade only; the Second Class proper, by one having the same amount of training and six months' experience; the First Class requires four years of high school training and one year of professional training; and finally, the Normal Diploma requires four years of high school work and two years of normal training. The credentials which authorize high school teaching show much less divergence. The First

Grade Professional Certificate granted upon examination, requires examination in fourteen subjects, ten academic and four professional, all of college grade. Translating this certificate into terms of college preparation, it would be the equivalent of a two-year college course including twelve semester hours in Education. The Professional First Grade granted upon credentials requires four years of college work including fifteen semester hours of professional work.

A consideration of the certificate laws of Minnesota seems to reveal a recognition of the following principles: (1) That while they do not actually require a high grade of preparation for rural teachers, the plan of distribution of state moneys tends to eliminate the less fit; (2) the preparation which is quite generally recognized as adequate - two years of normal training - is the absolute standard for teachers in elementary graded schools; (3) the standards for high school teachers are very high, the certificate granted upon examination, which is usually considered a back-door entrance to the public schools, consists entirely of examinations of college grade. After making an examination of the certificate requirements in Minnesota one might be interested to know in how far the Minnesota teachers measure up to the standard set.

A bulletin<sup>113</sup> issued by the State Department of Education gives the number of teachers in the year 1920-21 not fully qualified as follows:

Secondary teachers of

Academic subjects	161
Special subjects	64

Elementary teachers in

Graded and High Schools	318
Rural Schools	888
Total	<u>1,431</u>

The total number of teachers employed in 1920-21 was 19,383. This would mean that about 8 per cent of the teaching force failed to meet the legal requirements. The fact that there were 51 teaching positions for which teachers could not be obtained would seem to argue that those falling below the state requirements were employed not because the state requirements were not always adhered to, but because the scarcity of teachers necessitated the employment of those not fully qualified<sup>as an alternative to allowing the schools to remain closed.</sup>

A study of Supply and Demand by Mr. R. B. MacLean, State Inspector of Elementary Schools, gives an analysis of the elementary teachers of Minnesota upon the basis of professional preparation. His study included 1007 teachers from 73 schools, not including Minneapolis, Duluth and St. Paul. The results of Mr. MacLean's study are shown

113. Minnesota Department of Education: Teacher Supply and Salaries, pp. 1-2



in Table 26, which follows:

Table 26.

Training of 1007 Elementary Teachers, Minnesota, (1919-20)

Character of Training	Number of Cases	Per cent
College Graduates	41	4
Normal School Graduates (State, private and foreign schools)	797	79
Less than High School Graduation	121	12
	48	5
	<u>1007</u>	<u>100</u>

The fact that 17 per cent of these elementary teachers were not advanced normal graduates, Mr. MacLean explained on the basis of the recentness of the law requiring teachers to be advanced normal graduates. The law went into effect in 1915 and the teachers who were employed in elementary schools at that time were retained in service even though they did not possess the required training.

114. MacLean, R. B., The Study of Supply and Demand, National School Digest, Nov. 1920, p. 154.

## Chapter VI.

State Certification Requirements for the Western Division -  
California, Arizona, and Montana.

All of the states in the Western Division have been admitted into the Union since the discovery of gold in California in 1848. The last of the group to obtain the rights of statehood, Arizona, was admitted in 1912. However, we do not find a direct relation between chronological age and the process of development in affairs educational. In this regard, the relation of the Western Division to the North Atlantic Division is as that of the daring genius of Youth to the conservative wisdom of Age. In a population which grew up, as it were, over night, it is scarcely to be expected that the school system would develop through the laborious "trial and error" method which marked the early period of public school development in New England and New York. The Western states, like those of the North Central group, adopted much that had already been worked out in the educational systems of older communities, and with the impetuosity and vigor characteristic of their population, they modified these systems to suit their own local needs.

Three states from this Division have been selected for special study. Of these California has the longest and most progressive educational history. It might be well said that to her belongs the position in the West that is enjoyed by Massachusetts in the East. Montana with her mining population

few cities and unproductive soil for many years had but a sparse and unprogressive population. Her rich mines, however, finally attracted many settlers from the other states. While her public lands were being homesteaded many families from the states farther east took up residence in Montana. In recent years Montana has been considered a wealthy, and progressive state in things material but her sudden rise to prominence in the field of education was an unlooked for occurrence. Whether or not she merits to be placed first among the states ranked on the basis of the efficiency of state<sup>115</sup> school systems, data to be presented later on will in part determine.

Arizona was a long time in getting her public school system started. In the early territorial days Indian warfare and the shifting character of her population were serious obstacles to educational progress. Even after schools were established the sparseness of the population and the large number of Mexicans and Indians present hindered the development of her public school system. It was not until 1900 that high schools were founded in the state. Data to be introduced later will show the extent of teacher training in Arizona.<sup>116</sup>

115. Ayers: Index to State School Systems pp.31,43

116. Weeks, Stephen B: History of Public Education in Arizona  
Bureau of Educational Bulletin, 1918, no. 17. p. 104.



After noting thus briefly the attitude of the West toward educational systems, we shall now attempt to ascertain to what extent state certification laws have kept pace with the spirit of progress which characterizes the section.

California.

California, with its material wealth and cosmopolitan population, will probably represent the typical Western spirit, in its attitude toward all the problems affecting the social welfare of its people. Hence, we may expect to find this state in the very fore front of any movement that makes for better schools, and it will be interesting to note the provision the state has made for the certification of its public school teachers.

In California, three classes of agencies issue teachers' certificates, namely; the State Board, the county boards,<sup>117</sup> and the city and county boards under the control and with<sup>118</sup> the approval of the State Board of Education. Previous to 1915, the power of the State Board of Education over the certification and training of teachers was limited to the granting of life diplomas, the accrediting of institutions for high school certification and the granting of high school credentials to individual applicants.<sup>119</sup> Within recent years the powers of this Board have been extended and now it exercises complete control over the administrative problems of<sup>120</sup> certifying and training teachers. The laws passed in 1915 placed upon the State Board the burden of standardizing the requirements for special certificates of all kinds. The same

<sup>117</sup> School Laws of California, 1919. pp. 278-279, XVI, 17714

<sup>118</sup> Ibid., pp 291-292, XVI, 1792.

<sup>119</sup> California School Report 1919-1920, p. 39.

<sup>120</sup> School Laws of California, 1919. p.17, 1519a-Third.

legislature assigned to the State Board the duty of standardizing the requirements for admission to and graduation from the state normal schools. This board prescribes the qualifications required for the various types of certificates.

Other recent tendencies in the policy of certifying teachers merit consideration; first, specialization of training for high school work. It is becoming a recognized practice that certificates for high school teaching shall be limited to majors and minors in subjects in which the candidate has had special preparation. The second recent tendency is toward specialization for elementary teachers. The State Superintendent in his report for 1919-1920 suggests that, as so many of the cities of California have adopted \$1500 as the minimum salary for grade teachers, that such cities should now require their elementary teachers to have three years of normal training. To meet this demand he suggests that the normal schools be permitted to grant a higher diploma for a three-year course. Two years should prepare for general teaching in the grades, the third year should be devoted to specialization. A third significant fact to be noted is the growing tendency on the part of school boards to require normal school or college graduation as a pre-requisite for the employment of teachers. <sup>131</sup> Statistics for 1919-1920 show

131. California School Report 1919-20 pp.39-40



that 71.85 per cent of the teachers employed in the elementary schools were graduates of normal schools; and 7.8 per cent were graduates of colleges;<sup>122</sup> ~~a~~ Approximately 80 per cent had normal school or college training.<sup>122</sup>

The California certificates are classified on "horizontal basis", that is, the type of teaching authorized is the factor determining the classification. There are high school certificates and elementary certificates; there are different types valid for teaching regular subjects and for special subjects in these two grades of schools. It may be well at this point to call attention to the fact that a very small per cent of California teachers hold certificates granted on examination. In 1916 less than 5 per cent of the teaching body had obtained certificates<sup>123</sup> in this manner. In the light of this fact, we may expect to find little variation in the requirements for the various types of certification for the same grade of teaching. For the high school certificate granted on credentials the requirements are as follows: (1) A bachelor's degree from a standard college; (2) one year of graduate work in an approved graduate school; and (3) fifteen units of professional work in undergraduate or graduate standing, or in the two combined. The State Board of Education may at its discretion provide

122. California School Report, 1919-1920 pp. 39-40

123. California School Report, 1914-1916 p. 28.

examinations for individual applicants not possessed of the credentials prescribed by the general provision of the Board. The examination shall represent training which is the equivalent of the credentials required for the same grade of certificate.

In general the credentials required for elementary certificates are: (1) two full years of preparation for teaching based on a four-year high school course; or, (2) a bachelor's degree, the course including twelve units in education and two units in practice teaching, and eight months of experience, or (3) a life diploma or life certificate of another state. Special certificates are of high school and of elementary grade. Secondary special certificates require four years of training in advance of high school graduation, elementary special certificates require three years of training in advance of high school graduation.

The county boards of education may also grant an elementary certificate on examination. The preliminary requisite for this certificate is either a four-year high school course or four years of teaching experience. The subjects of examination include the elementary subjects, eight high school subjects and two professional subjects.

Table 27 which follows, outlines the requirements for the various types of California certificates.



Table 27 (Based on Bulletins issued by the Calif. State Board of Education)

Types of Certificates	Academic Requirements		Professional Training	Experience	Term	Renewals	Validity
	Examinations	Credentials					
1. Regular High School Certificate <sup>a</sup>	1. None  2. Examinations may be provided at the discretion of the State Board of Examiners for those who do not possess the credentials prescribed by the State Board. The examination must represent training the equivalent of the prescribed credentials.	1. (a) Bachelor's degree from a standard college, and (b) one year of graduate study.  2. None	15 units in Education	2. 17 months	1. 6 years  2. 6 years	May be renewed for a period of six years, or 1. May by teaching 5 years in the county be exchanged for permanent county certificate; or 2. May be exchanged for a life diploma valid for teaching in any primary, grammar or high school, provided the holder has had 48 months experience, twenty-one of which were in California.	State-wide. High schools
2. Elementary School Certificate <sup>b</sup> (On Examination)	Reading English Grammar and Composition English and American Literature Spelling and Defining Penmanship, Drawing Vocal Music, Arithmetic Bookkeeping, Algebra, quadratics Plane Geometry Geography Physical Political Industrial Physiology and Hygiene U.S. History, Civics History Ancient Modern Medieval School Law Method of Teaching One of the following: Physics Elementary Chemistry Biology	1. Four-year high school course or the equivalent  or 2. None	None	None  Four years	Two years  Six years	May be renewed for six years	State-wide Elementary schools
3. Elementary School Certificate - Limited Two years <sup>b</sup> (On Credentials)	None	1. Diploma from Normal School 2. Bachelor's degree 3. Life Diploma or Life Certificate of another state.	1. Two-year Normal course 2. 12 units including 4 units in practice teaching and 2 units in Elementary Education.	1. None 2. 8 months 3. None specified.	2 years	May be renewed for six years, provided the candidate can meet the requirements for the six-year certificate.	State-wide. Elementary schools
4. Elementary School Certificate, Limited-Six Years <sup>b</sup> (On Credentials)	None	Same as for Limited Two-Year Certificate and in addition 2 units in Manual Training or Household Arts 2 units in Elements of Agriculture 1 unit in Music 1 unit in Physical Education 1 unit Physical Training activities	6 units representing 6 weeks' work in a California Normal School during the last four years.  Knowledge of Calif. school system, including School Law.		6 years	May be renewed for six years or may be exchanged for 1. A permanent elementary county certificate or 2. A life diploma on same conditions as those required for high school (1) Permanent county certificate or (2) Life diploma	State-wide Elementary schools
5. Secondary Special Certificate <sup>c</sup>	None	Four years' training beyond high school	Two years devoted to study of special subjects, 2/5 of the time to be devoted to a study of the pedagogical subjects suited to the training of a secondary teacher.	1/3 of the time devoted to pedagogical studies must be devoted to practice teaching	6 years	Renewed, or exchanged for permanent certificate or life diploma on same conditions as high school certificate for regular subjects	State-wide for teaching the special subjects in secondary schools
6. Elementary Special Certificate <sup>c</sup>	None	Representing three years' training beyond high school	1/2 of the 3 years must be devoted to a study of the special subjects; 2/5 of a year of this time devoted to pedagogical studies suited to elementary teachers.	1/3 of time devoted to pedagogical studies must be devoted to practice teaching.	6 years	Renewed or exchanged for permanent certificate or life diploma on same conditions as elementary school certificate.	State-wide Teaching special subjects in elem. schools

a. California State Board of Education: High School Certificates, Bulletin No. 10-R (1920).  
 b. California State Board of Education: Certification of Teachers, Bulletin No. 10-A (1920).  
 c. California State Board of Education: Certification of Teachers of Special Subjects, Bulletin No. 10-S (1919).

BERKSHIRE PINEN



From the above table it is seen (1) that there is little variation in the California certificates valid for the same type of teaching, and (2) that in comparison with the states studied thus far, California's standards for high school, elementary and special certificate are high. California is the only one of the states studied that requires a year of graduate study as a qualification for high school teaching.

Arizona.

When Arizona was organized as a territory in 1863 provision was made for the establishment of public schools. Schools were not established, however, until nearly a decade later, and for many years after that the public school system was poorly organized and carelessly administered. Social and economic conditions account, in large part, for the fact that Arizona has lagged behind other states in solving the problems of public education. The first American white settlers in the territory were men who, leaving their families in more thickly settled regions, went alone into this new land to seek their fortunes. They had no interest in the question of building schools. Moreover, in the early years of Arizona's history as a territory, Indian hostilities were an obstacle to the development of the arts of peace. The proportion of the white to the Indian and Mexican population has always been small. Even at the present time the native whites form a very small part of the population. The following statistics are significant: (1) Of the white population only 24 per cent are native; (2) of the total white population of foreign origin, 57.4 per cent are Mexicans; (3) 14 per cent of the entire population are Indians; and (4) <sup>21</sup>/<sub>124</sub> per cent of the native whites are of foreign or mixed parentage. The sparseness of population in some parts of the state was, and still is,

Bu. of Education

124. Educational Conditions in Arizona, U. S. A. Bulletin, 1917,  
No. 44, p. 12.

a serious obstacle to providing equal educational opportunities for all.

The first teachers in Arizona were two young women whom Governor Stafford brought from California in 1873<sup>125</sup>. This event marks the real beginning of the public school system in the state. Governor Stafford took an active interest in education and he made an active campaign in the interest of establishing a state system of public schools. The slowness with which the system developed may be explained in part by the fact that the first superintendents, both state and county, were men who considered their school duties as at best of not more than secondary interest. The governor was ex-officio<sup>126</sup> state superintendent of Public Instruction; in each county the probate judge was ex-officio<sup>127</sup> county superintendent. These men received no salary for their work for the schools. In 1879 the territorial board of education was organized with the superintendent, now a distinct official, the Governor, and the territorial treasurer as members.<sup>128</sup> Even then the superintendent did not give his whole time to his office; Moses H. Sherman, the first superintendent, was at the same time principal of the Prescott School.<sup>129</sup> Since then, through a series of legislative acts, and the educational system has slowly developed to the

125.Ibid., p. 17.

126.Weeks, Stephen B: History of Public Education in Arizona;  
Bureau of Education, Bulletin 1918, no. 17,  
p. 21.

127.Ibid.p.21.

128.Ibid.,p. 21

129.Ibid,, p. 40.



to the stage at which we find it now.

The first school code in Arizona was modeled on those of California and New York. <sup>129a</sup> A study of the certification laws in force in the state now will show that in this phase of her development at least, Arizona has not kept pace with California or New York.

Arizona issues second grade, first grade, life, primary and special certificates. All of these except the second grade and the life certificate are granted on either examination or credentials. For the second grade certificate the candidate must pass examinations in orthography, arithmetic, reading, grammar, United State history, geography, physiology and hygiene, writing, composition, civics, methods of teaching and school law. The applicant must receive a grade of at least 65 per cent in arithmetic, orthography and grammar, at least 50 per cent in each of the other subjects and an average of at least 70 per cent. For the first grade certificate on examination, the applicant must write an examination in algebra in addition to the subjects required for the second grade. A grade of at least 70 per cent in arithmetic, orthography and grammar, at least 60 per cent in the other subjects and an average of 80 per cent must be earned for this certificate. The first grade certificate will be granted to

(1) graduates of standard colleges or universities accredited by the Arizona State Board of Education provided their college course has included at least 15 semester hours of work in educ-

129a. Ibid, p. 10.

ation; and, (2) to holders of diplomas from any state normal school in the United States if the course of study is equivalent to that of the Arizona Normal School. This certificate, granted with or without examination, qualifies for high school teaching. Life certificates are granted to holders of first grade certificates who present satisfactory evidence of having had fifteen years' successful experience as a teacher, ten years of which shall have been in the public schools of Arizona, and who in addition, pass examinations prescribed by the State Board of Education in psychology, pedagogy and school management. Primary certificates, valid for four years, are issued to graduates of schools accredited by the State Board of Education, provided such candidates have made special preparation to teach in the primary grades. The primary certificate~~s~~ qualifies for teaching in the primary grades only. Special certificates, qualifying the holders to teach the special subjects may be granted without examination to applicants who hold certificates of graduation from any school duly accredited by the state board of education. Seven types of special certificates are authorized by the board of education,<sup>are</sup> as follows: Kindergarten, manual training, household arts, music, drawing, commercial and agriculture. They are valid for four years to teach special subjects only. Applicants who are not graduates of accredited schools are required to take examinations<sup>130</sup>.

From the standards provided in the certification laws, we shall perhaps expect to find that many teachers in

130. Arizona State Board of Education: Rules and Regulations Governing the Certification of Teachers.

Arizona have had less preparation for their work than is usually considered adequate for the grade of teaching they are doing. A survey of educational conditions in Arizona made in 1915 under the direction of the United State Bureau of Education disclosed the fact that at that time only fifty-one per cent of the high school teachers of the state were college graduates or had the equivalent of college training. Twenty-nine per cent had completed between six and eight years of work beyond the elementary grades, twenty per cent less than six years. Of these some had a year of normal training after high school graduation, some were high school graduates only, others had not a full high school course.<sup>132</sup>

Of the elementary teachers, 59 per cent had done six years of work beyond the elementary school; 28 per cent, five years;<sup>133</sup> 11 per cent, four years; and 11 per cent less than four years. However, local regulations tend to serve as a check on any laxity that may appear to exist in the rulings of the state board. To quote from a personal letter dated February 21, 1921, received from the assistant superintendent of public instruction, "A first grade certificate secured on examination permits the teacher to teach in <sup>the</sup> high schools of Arizona, However, few boards of trustees employ a high school teacher who has not received a college or university degree."<sup>131</sup>

131. Letter dated Feb. 21, 1921

132. Educational Conditions in Arizona, U. S. Bureau of Education

<sup>132.</sup> Bulletin 1917, No. 44, p. 103

133. ibid., p. 80.



The qualifications required for the various types of certificates valid in Arizona are summarized in Table 28 which follows.

The preceding table reveals a wide variation in requirements for the first grade certificate. Technically, the certificate secured by examination and that granted on credentials qualify for the same grade of teaching; both are valid in high school. The requirements range from ability to pass a few subjects which would require at most one year of work beyond the elementary school, to graduation from a standard college.



Types of Certificate	Academic Requirements		Professional Requirements		Term	Renewals	Validity
	Examination	Credentials	Training	Experience			
	1. Second Grade	Orthography Reading U. S. Hist. Physiology and Hygiene Writing Civics Methods of Teaching covering All subjects taught in the schools. School Law including Rules of Board of Education " " " " Examiners Course of study etc.	Arithmetic Grammar Geography Composition None	None			
2. First Grade	1. Orthography Reading U.S. History Physiology and Hygiene Writing Civics Algebra through quadratics Methods of Teaching covering All subjects taught in the schools. School Law including Rules of Board of Education " " " " Examiners Course of study etc. 2. None 3. None 4. None	Arithmetic Grammar Geography Composition None	None	None		After two years experience renewable for the period for which issued	State-wide All public schools
3. Life Certificate	Holder of First Grade Certificate must take examinations in the following additional subjects: Psychology Pedagogy School Management			15 hrs. in Edu. to include 3 units Hist. Edu. and Psychology 3 units Ed. Adm. or Sch. Management 3 units Gen. Psych. or other as specified (teacher's certificate)	15 years - 10 of which must have been in Arizona	Life	Same as first grade certificates
4. Primary Certificate		Diplomas from High Schools or Special preparation credited by State Board of Education to teachers for Primary Grades.		Special preparation to teach in Primary Grades	4 years	Renewable for same period as for which issued	State-wide Primary schools
5. Special Certificates						Renewable for same period as for which originally issued	State-wide To teach the special subjects only.
(1) Kindergarten							
(2) Manual Training							
(3) Commercial Stenographic Reg. Business	Shorthand, Typewriting, Eng. Composition and Writing Bus. Com. Law Spelling, Arith. Writing English					4 years	
(4) Drawing	Perspective History of Art Simple Mech. Prin. of design Drawing						
(5) Domestic Science Cooking Sewing	Cooking Sewing Agronomy						
(6) Agriculture	Horticulture Poultry Farm Mechanics						
(7) Music	Key Signatures Rhythm Staffs Law of Transposition Location Plans for Teaching Scales Writing of Music Intervals Def. of Terms						



Montana.

The publication of Ayers' Index Number to State School Systems, in which he ranks Montana in the highest place, has been the means of focusing the critical eye of all American educators on the school system of Montana. Not a few of those interested have proposed the question, "Where would Montana stand if ranked on the basis of her requirements for teachers?" Montana issues eight grades of certificates, namely:

- |                  |                           |
|------------------|---------------------------|
| (1) second grade | (5) life                  |
| (2) first grade  | (6) special               |
| (3) professional | (7) permit                |
| (4) state        | (8) temporary certificate |

The first three types, second grade, first grade and professional are issued upon examinations and also upon credits obtained by the completion of subjects at the several institutions of the University of Montana. State and life certificates may be obtained either on examinations or on credentials. For the second grade certificate the requirements are twelve weeks of preliminary professional training and examination in the elementary subjects and in the theory and practice of teaching. The requirements for the first grade certificate include, in addition to those for the second grade, examinations in two high school subjects and two professional subjects, and twelve months of experience. The subjects of examination for the professional

certificate include those required for the first grade and three additional examinations in professional subjects. The professional training is identical with that required for the first and second grade certificates; the experience required is eighteen months.

The Montana State certificate may be obtained either by examination or on credentials. The state certificate may be issued to holders of Montana professional certificates, still in force, which have been held for one year, provided that such persons have had thirty-five months of teaching experience and pass examinations English literature, history of education and general history. Any of the following credentials will be accepted in lieu of examinations for the state certificate: (1) Diploma of graduation from the State Normal College, the State University, the State College of Agriculture and Mechanic Arts; (2) diploma of graduation from a four-year course in a standard college or university, the course including eleven semester hours of work in education; (3) state certificates of unlimited validity from other states; and (4) diplomas of advanced normal courses.

The life certificate granted on examination requires: (1) Examinations in the same subjects required for the state certificate and in four additional high school subjects, (2) a thesis on an educational subject and (3) seventy months of

134. Montana Educational Directory, 1919-1920, p. 33  
ibid., pp. 33-34

experience. This life certificate may be obtained on any one of the following sets of requirements: (1) Life certificates from other states, provided that requirements as regards character, professional qualifications and experience are substantially equivalent to those prescribed for the issuance of a life certificate on examination; (2) diplomas of graduation from the State University, the College of Agriculture and Mechanic Arts or the State Normal College together with twenty-seven months' experience (or eighteen months, if the degree received is Bachelor of Pedagogy.<sup>135</sup>

Special certificates valid for one year may be granted upon the request of a local board.<sup>136</sup> Permits, valid until the next regular examination time,<sup>136</sup> may be granted to applicants provided they have previously held valid certificates in any state, or have had training beyond the high school.<sup>137</sup> Passing grades in all teachers' examinations are at least 70 per cent in every subject and a general average of 80 per cent in all subjects. Temporary certificates may be issued to persons showing special fitness to teach who pass the required subjects with a grade of 70 percent or more but fail to make an average of 80 per cent, or to those who make an average of 80 per cent but fail below 70 per cent in one or two of the subjects. This certificate is valid only until the next regular examination.<sup>138</sup>

<sup>135</sup> *ibid.*, pp. 34

<sup>136</sup> *ibid.*, p. 34

<sup>137</sup> *ibid.*, p. 32

<sup>138</sup> *ibid.*, p. 32



Since 1919, all examinations for teachers' certificates are given under the direction of the State Board of Educational Examiners. Two considerations have led this board to show very great leniency in the grading of papers and issuing of certificates. The first is the fact that a new system was being put into operation; the second is <sup>the</sup> ~~the~~ great difficulty experienced by county superintendents <sup>139</sup> in securing teachers for their schools. Many teachers in the state lack the qualifications specified in the school laws. In order to avoid the necessity of closing many of the schools, teachers with inadequate academic and little or no professional training have been employed. The Superintendent of Public Instruction, in her report of 1920, says, "Thousands of children are attending no school at all or are receiving instruction, if such it might be called, from teachers who can be so called only because <sup>140</sup> they hold emergency licenses which enable them to draw pay." In <sup>141</sup> 1919 permits were issued to 1,119 persons, in 1920 to 1433 persons. Thus the proportion of highly trained to poorly trained or untrained teachers is lowered. According to the Report of 1920 "the per cent of Montana teachers who are graduates of normal

<sup>139</sup> Sixteenth Biennial Report of the Superintendent of Public Instruction of Montana, 1920. p. 56

<sup>140</sup> ibid., p. 37

<sup>141</sup> ibid., p. 57

schools and universities has been slowly decreasing since  
142  
1917."

Tables 29 and 30, showing the academic and professional training possessed by the teachers in elementary and high schools of Montana in 1919-1920, give an interesting insight into the standards actually demanded in the schools of the state.

142. Ibid., p. 36

143  
Table 29.

Showing the training of 1060 teachers in  
high schools of Montana, 1919-1920.

Kind of Training	Number of Teachers	Per cent of total
Normal School graduates	222	21
College or University graduates	688	65
High School graduates with partial College or Normal training	135	12.5
With less training	15	1.5
Totals	1060	100.

144.

Table 30.

Showing the training of 5010 teachers in elem-  
entary schools of Montana, 1919-1920

Training	Number of Teachers	Per cent of total
Normal school graduates	1274	24.45
College or University graduates	339	7.0
High School graduates with partial College or Normal Train- ing.	1847	36.9
High School graduates only	375	7.4
Partial High School training with some College or Normal Tr training	773	15.4
Partial College or Normal training with no High School training	208	4.0
Partial High School training, only	171	3.4
Eighth Grade training, only	23	.45
Totals	5010	100.00

143. Sixteenth Biennial Report of the Superintendent of Public Instruction of Montana, 1920, p. 35

144. Ibid., p. 33



From the tables given above we note that all but 1.5 per cent of the high school teachers have had some college or normal training, 86 per cent being graduates of colleges or normal schools. Of the elementary teachers, 32.45 per cent are graduates of full college or normal courses; 11.25 per cent have had no professional training; 32.25 per cent are not high school graduates.

In an attempt to secure definite information as to the extent to which individual high schools insist upon high standards of preparation for their teachers, questionnaires were sent to the principals and superintendents of the ninety-eight accredited high schools of Montana offering four years of high school work in the spring of 1921. Fifty-nine of these officials replied. From their answers the following facts are deduced: (1) In six schools, graduation from a normal school qualifies for high school teaching; (2) fourteen schools require graduation from a college course with no mention of professional training; (3) two insist upon the requirements prescribed by the North Central Association of Colleges and Secondary Schools; (4) thirty-four require professional training, the amount varying from a very indefinite "some", or "amount not specified" to "twenty hours in education and twenty hours in special subjects;" sixteen require professional training of eleven to fifteen hours in education.

Table 31 summarizes the requirements for the various certificates granted in the state.



Table 31.

State Certification Requirements for Teachers. Montana. (Montana Educational Directory and Circular of Information pertaining to Teachers' Certificates, 1919-20)

Types of Certificates	Academic Requirements		Professional Requirements		Term	Renewals	Validity
	Examinations	Credentials	Training	Experienced			
	1. Second Grade Certificate	Reading Arith. Grammar Phy. and Hygiene U.S. Hist. Civics (State & Federal) Theory & Practice of Teaching Agriculture	Credits obtained in Montana State Schools.	12 weeks training Normal schools			
2. First Grade Certificate	In all subjects required for 2nd grade Am. Literature Phy. Geography Elementary Psych. School Management			12 months	3 years	Renewable on conditions: 1. Having taught 12 mos. on the certificate 2. Having read one Reading Civics Book each year.	State-wide Elementary schools
3. Professional Certificate	In all subjects required for 1st grade Edu. Psychology Principles of Education Montana School Law.			18 months	4 years	Renewable provided the holder has taught 12 months on the certificate	State-wide All public schools
4. State Certificate	1. In all subjects required for Professional English Literature History of Education General History	2. Certificates from Other States obtained on examination - the equivalent of a Montana State Certificate 3. Diplomas from State Colleges State Normal Colleges College of Agriculture and Mechanic Arts 4. Diplomas from standard Colleges and Universities 5. Advanced Normal Diploma from Other States	None specified	None	35 months	Renewable provided the holder has taught 27 months during the life of the certificate	State-wide All public schools.
					6 years		
5. Life Certificate	In all subjects required for State Certificate and in any four of the following: Botany Geology English Hist. Com. Geog. Sociology First two years Latin German French Spanish Solid Geom. Trigonometry Rhetoric Edu. Psych. Zoology Politic Economy Thesis on some educational subject.	None	None specified	None	70 months	Life	State-wide All public schools
					27 months		
					27 mos. or 18 mos. if B. of Ped.		
					5 yrs. in Montana on State Certificate		
6. Special Certificate in Music Drawing Education Phy. Culture Penmanship Manual Training Domestic Science Commercial Primary & Kindergarten	None	Evidence of Special Proficiency for teaching the subject.	None required	None Required	1 year	Renewable as long as the holder teaches in the district for which it was issued.	To teach the special subject in the district for which issued.



A study of Table 3/ shows a wide variation in requirements for teachers doing the same grade of work. For high school teaching the qualifications range from twelve weeks of professional training and the passing of examinations in the elementary subjects, two high school and two professional subjects to graduation from a standard college. For teachers in elementary schools the range is even greater, extending as it does from examination in the elementary subjects and twelve weeks of professional training to graduation from a college or a normal school.



## Chapter VII

Conclusions, Comparisons and Recommendations

While canvassing the certification requirements in the fifteen selected states, group by group, and state by state, many variations and some likenesses were noted. Summaries and generalizations were also presented from time to time. The purpose of the present chapter is to bring together and show the significance of the more important of these comparisons and generalizations.

Before turning to the certification requirements themselves, it may be both interesting and profitable to give some consideration to the agencies issuing teachers' certificates. There is wide divergence in the various states in this regard. Montana, Virginia, Arizona and Maryland having but one agency granting certificates, while Michigan has seven. Table 32 which follows shows the classes of certifying agencies and the number of agencies in each class issuing certificates.

Table 33

Classes of agencies granting Teachers' Certificates  
and the Number of different Agencies under each class.

Local					
State	Town or City	District	County	State	Totals
Mass.	1			1	2
Conn.		1		1	2
New York	1			2	3
Calif.			1 <sup>a</sup>	1	2
Mont.				1	1
Ariz.				1	1
Ohio	1		1	2	4
Michigan	1		2	4	7
Minn.				3	3
Md.				1	1
Va.				1	1
N. C.	1		1	1	3
Ky.	Certain private institutions issue certificates <sup>b</sup>			3	3
Miss.			1	1	2
Texas	1		1	1	3
Totals	6	1	6	25	38

- a. "County" includes city-county. Counties containing large cities have a city-county unit instead of the county unit of administration.
- b. In Kentucky private schools approved by the Board of Normal Inspectors, may certify teachers.

The above table shows that there is little uniformity in practice with respect to the authorities which issue teachers' certificates.

(1) Some states apparently believe all teachers' certificates should be issued by one central authority. Maryland, Virginia, Montana, <sup>and</sup> Arizona ~~and Mississippi~~ as above pointed out belong to this group.

(2) Others believe apparently in permitting state teacher-training institutions to certify their own graduates, the state department granting all other certificates. Minnesota is a representative of this second group. Kentucky goes even farther than Minnesota. Her state university and the state normal schools each issue three grades of certificates, but the privilege of certifying is not restricted to state institutions. It is extended to private institutions as well. Any school approved by the Board of State Normal Inspectors may certify its graduates.

(3) Still other states place confidence in certification by local authorities. Perhaps the most extreme case of certification by local authorities is that of North Carolina. The State Education commission reported that in North Carolina in 1920—100 County Superintendents and 138 Superintendents of specially chartered districts (City Superintendents) were found ~~to be~~ issuing teachers' certificates. There was no law of any sort regulating the granting of these certificates and often they were granted without even the formalities of an examination. <sup>146</sup>

(4) A fourth practice in regard to issuing certificates is a combination of state authorities (state department of Education and state superintendent of public instruction) teachers' training <sup>146</sup>. North Carolina State Educational Commission: Public Education in North Carolina, pp. 49-50



institutions, and local authorities. Michigan with her seven certifying agencies is a striking example of this fourth policy of granting teachers' licenses.

There may be advantages and disadvantages in each of the above four policies of granting certificates. What would be a satisfactory system and beneficial in one state might be entirely inadequate in another. Granting certificates by one central authority would insure uniformity in requirements. On the other hand a State Board of Education dominated by laymen, would be unfit for this task.

Certification by state teacher-training institutions would not be open to the objection just cited. It would insure the licensing of teachers by educational experts and would bring the certifying agency within easy access of the candidates. There would, however, be no coordinating authority to keep requirements uniform. Moreover, even though all regular certificates should be granted on the basis of credentials, what authority would attend to the emergency cases? Certification by many boards and agencies as in Michigan is likely to result in varying standards. And for a state as well developed as Michigan is there seems little reason for having seven different agencies issuing certificates. Certification by local authorities as has been mentioned is likely to degenerate into licensing teachers on the basis of social relationships or willingness to work for the lowest wage, rather than that of professional fitness. This statement is emphatically illustrated in North Carolina. (See Chapter III, p. 55.) On account of local certification the situation in Massachusetts was somewhat similar under the old district system. "Horace Mann found that in two-thirds of the

towns, teachers were allowed to begin teaching without any examination or certification, and were frequently paid without <sup>147</sup> ~~either~~.

We have seen what great variation exists in regard to the number and classes of agencies issuing certificates in the states studied. We may well expect much divergence resulting also in regard to ~~showing~~ the number of types of certificates valid for high school and elementary school positions. Table 33 which follows presents the facts on this point.

Table 33

Showing the number of classes of Certificates valid for High School and for Elementary School Positions in the Fifteen States Studied.

State	High School Certificates	Elem. Cert.	Totals
Mass.	3		3
Conn.	1	5	6
New York	9	13	13
Md.	3	5	8
Va.	3	6	6
N. C.	4	4	8
Miss.	3	5	5
Ky.	9	11	12
Texas	1	4	4
Ohio	3	3	6
Mich.	13	16	16
Minn.	2	6	8
Calif.	1	1	2
Mont.	3	5	5
Ariz.	2	3	3
Totals	60	91	105

147 Cubberly, Ellwood: Public Education in the United States, p. 163.

It will be observed that the "totals" in column 4 are not <sup>sums of the</sup> the high school certificates and the elementary certificates. This apparent discrepancy is due to the fact that in many states, as already explained in some previous connection, the high school certificates are valid for teaching in elementary schools as well. Hence, in these states the numeral indicating the number of elementary certificates includes High School certificates also. We note that in <sup>New York</sup> Virginia, <sup>North Carolina</sup> Texas, Michigan, Montana and Arizona the number of the elementary certificates is in each case equal to the number for the two grades combined. In all there are 60 certificates in the fifteen states valid for teaching high school, and 91 for teaching in the elementary school, and in all 105 distinct types of certificates, valid for teaching the regular academic subjects, in use.

With such an array of different types of licenses in the different states, valid for the same grade of teaching, all embodying some elements in common, and each type having distinctive and differentiating factors of its own, the task of comparing certification requirements in the various states seemed a formidable one. To facilitate the undertaking an analysis was made of all the different certificates issued in the fifteen states. In this analysis special certificates, that is certificates valid for teaching vocational or recreational subjects, were not included. Life certificates granted upon long years experience—ten, fifteen or twenty years—were not included for the reason that so long a period of service, according to the opinion of most educators adds very little to a teacher's



professional equipment. Certain types of life certificates, however, were included. These are certificates granted to college or normal graduates after having<sup>had</sup> a specified amount of teaching experience. Life certificates granted on teaching experience for more than five years are usually considered more in the light of a reward of merit than as credentials representing superior qualifications for teaching. Excluding then, special certificates and life certificates<sup>of the "reward-of-merit" type</sup>, there were found in the fifteen states studied 106 separate sets of requirements for certificates valid in elementary and high school positions. 59 of these qualified for elementary positions and 47 for high school positions. The greater number of elementary requirements is due to the fact that in many states the highest type of certificate issued is of a "Blanket" nature qualifying for any grade of teaching. The 106 sets of requirements does not indicate that the fifteen selected states together issued 106 distinct types of certificates, but it signifies that there are 59 avenues of approach leading to the elementary schools and 47 to the high schools in those states. An analysis of the requirements for Elementary and High School certificates issued by the states under consideration showed that these requirements fall into six groups; namely,

1. Training only
2. Training and experience
3. Training and examination
4. Examination only
5. Training, examination and experience
6. Examination and experience

In discussing the variations found, we will consider (1) the requirements for elementary certificates and (2) the requirements

for high school certificates. To compare certificates granted on examinations with those granted on credentials, would in itself be a difficult task. But our task is made much more formidable by the fact that we are obliged to take into consideration experience of varying lengths (years or months) as an additional factor, and then varying combinations of the <sup>three</sup> factors - examination, experience and training. For this reason it <sup>has</sup> seemed advisable to group the requirements in sets before attempting to compare them. Table 34 and 35 show the results of this classification.

Showing the various Requirements Qualifying for Elementary School Teaching, found in the Fifteen States Studied.

## Group I-Training only.

Set Number	High School	Normal
1	4 yrs.	4 yrs.
2	4 "	3 "
3	4 "	2 "
4	3 "	2 "
5	4 "	42 wks.
6	4 "	1 yr.
7	4 "	12 wks.
8	4 "	6 "
9	2 "	12 "
10	0 "	1 yr.

## College Sem. Hrs. in Education.

11	4 "	4 yrs.	24
12	4 "	4 "	15
13	4 "	4 "	12
14	4 "	4 "	11
15	4 "	4 "	9
16	4 "	3 "	18
17	4 "	2 "	7
18	4 "	2 "	6
19	4 "	2 "	0
20	4 "	1 "	6

## Group II-Training and Experience.

	Normal	Experience						
21	4 yrs.	2 yrs.	3 yrs.					
22	4 "	2 "	2 "					
23	4 "	1 yr.	2 "					
24	4 "	12 wks.	1 yr.					
25	4 "	4 yrs. College	3 yrs. 24 sem. hrs. in Education.					
26	4 "	4 "	3 " 0 " " " "					
27	4 "	4 "	2 " 15 " " " "					
28	4 "	4 "	1 yr. 15 " " " "					

## Group III-Training and Examination

	Normal	Exam.-Acad.	Subj's.	Exam.	Prof.	Subj's.
29	0 yrs.	1 yr.	10(College)	4 (College)		
30	0 "	1 yr.	6 "	4 "		
31	4 "	6 wks.	Elem. Subj.	0 "		
32	4 "	0 "	8 (H. S.)	2		
33	4 "	0 "	0	6		
34	4 "	0 "	0	4		
35	0 "	12 "	Elem. Subj.	1		
36	4 "	4 yrs. College		4		
37	0 "	6 wks. Normal	Elem. Subj.	0		



Table 34 continued.

## Group IV - Examination and Experience

	Exam. Acad. Subj.	Exam-Prof. Subj.	Experience
38	11	1	1 yr.
39	8	2	4 yrs.
40	4	4	3 "
41	4	2	1 yr.
42	4	0	1 "
43	3	1	2 yrs.
44	Elem. Subjects	2	2 yrs.
45	" "	2	1 yr.
46	" "	0	2 yrs.

## Group V - Training Examination and Experience.

	H. S.	Normal	Exam-Acad. Subj.	Exam-Prof. Subj.	Exp.
47	4 yrs.	0	Elem. Subjects	4	3 yrs.
48	0	1 yr.	" "	4	2 "
49	0	1/2 "	4	0	10 "
50	0	12 wks.	4	6	5 "
51	0	12 "	2	6	3 "
52	0	12 "	2	3	2 "

## Group VI - Examination only.

53	Examination in elementary subjects only									
54	"	"	"	"	1 H. S. subject and 2 Prof. subjects.					
55	"	"	"	" 4	4 " " " 4 " "					
56	"	"	"	" 5	" " " 2 " "					
57	"	"	"	" and 4	" " "					
58	"	"	"	" " 2	" " "					
59	"	representing 4 yrs. H. S. and 2 yrs. Normal Training.								

Table 34 shows that of the 59 sets listed, Group I, certificates granted on the basis of training only includes 20 varieties. With the exception of three sets these all have a basic requirement of four years of high school; of the three exceptions, one requires three years of high school training, another two and the third, none. The training required in advance of high school divides the group evenly, ten requiring normal training, and ten college training. The range for the section of the group requiring normal training is from no high school and one year normal training to four years high school and four years normal. The range for the section of the group requiring college training is from one year<sup>of</sup> college including six semester hours in education to four years' college including 24 semester hours in education.

Group II, certificates issued on the basis of training and experience embodies a fewer number - eight types-all built upon a foundation of four years of high school. Again the advanced training is evenly divided between college and normal. The various combinations for the high school-normal-experience group range from four years' high school, twelve weeks' normal, and one year's experience to four years' high school, two years' normal, and three years' experience. The high school-experience-college group ranges from four years of high school and four of college including fifteen hours in education and one year of experience, to four years of high school, four years of college including 24 hours in education and three years of experience.

Group III, combining training and examination includes nine sets of requirements. This group ranges from six weeks' normal based on the elementary school subjects and examination in elementary subjects to one year of normal training and examinations in ten academic subjects and four professional subjects of college grade. There is room for much difference of opinion regarding the limits of this group. The upper limit cited might not be so considered by all judges. Some of the requirements intervening between the sets mentioned as the limits of the range are: (1) four years of high school, six weeks' professional training and examination in the elementary subjects. (2) four years' high school and examination in eight high school subjects; and (3) four<sup>years of</sup> high school and examinations in six professional subjects.

Group IV, embodying nine different combinations of examinations and experience presents an array of requirements difficult to grade. It begins<sup>with examination</sup> in the elementary subjects and two years of experience; other requirements are: (1) Examination in four high school subjects and two years of experience; (2) examination in eight high school subjects and two professional subjects, and four years of experience; (3) examination in eleven high school subjects and one professional subject, and one year of experience.

Group V combines training, examination and experience. But one set of requirements in this group includes four years of high school, and no other set includes any high school training. The normal training required consists of amounts varying from



twelve weeks up to one year. The set requiring four years of high school requires no normal training, but examination in all the elementary subjects and four professional subjects, and three years of experience. Other combinations are; (1) One year of normal, examinations in the elementary subjects and four professional subjects, and two years of experience, (2) twelve weeks' normal, and examination in the elementary subjects, four high school subjects, eight professional subjects, and five years of experience (3) one half year of normal, examination in four high school subjects in addition to the elementary subjects, and fifty months of experience.

Group VI presents some interesting data, examinations varying widely in grade of work and extent of field covered. They range from the elementary subjects only to the equivalent of four years of high school and two years of normal training.

Table 35  
 Showing the various Requirements qualifying for High School  
 Teaching in the Fifteen States Studied.

Group I Training only				
States	High School	College	Sem. Hr.	In Education
1	4 years	5 yrs.		15
2	4 "	4 "		24
3	4 "	4 "		18
4	4 "	4 "		15
5	4 "	4 "		12
6 v	4 "	4 "		11
7	4 "	4 "		9
8	4 "	4 "		6
9	4 "	4 "		0
10	4 "	3 "Col. of Edu.		
11	4 "	2 "		6
12	4 "	2 " in each sub?		
		to be taught		
13	4 "	1 yr.		0
14	4 "	4 yrs. Normal		
15	4 "	3 "	"	
16	4 "	2 "	"	
17	4 "	1 "	"	

Group II Training and Experience

18	4 "	5 yrs. Col.	15	5 yrs. Exp.
19	4 "	4 " "	20	3 " "
20	4 "	4 " "	21	some exp. Amt. not. spec.
21	4 "	4 " "	18	5 yrs. exp. y
22	4 "	4 " "	15	3 " "
23	4 "	4 " 0 "	15	1 yrs. "
24	4 "	4 " "	9	3 yrs. "
25	4 "	4 " "	6	3 " "
26	4 "	4 " "	0	3 " "
27	4 "	3 " "	18	1 yrs. "
28	4 "	2 " "in each sub. to be taught		

Group III Training and Examinations.

29	4 "	4 yrs. Exam <sup>o</sup> Acad.		Exam-Prof.	Subj.
30	None specified	1/2 yr. Normal	14		3
31	" "	1 yr. Normal	6		1
32	" "	7 sem. hrs. Normal, Eng. and Subj.			2
		to be taught			

Group IV Exp. Trainign And Exam.

	High School	College	Ex. Acad.	Subj. Ex-Prof.	Subj. Exp.
33	4 yrs.	4 yrs.	0	4	3 yrs.
34	None Spec.	1 yr. Nor.	10 (Col)	4 (Col)	
35	" "	12 wks. "	2	6	2 "
36	" "	12 " "	3	7	5 "

Table 35 continued.

## Group V Exam. and Experience

	Exam-Acad. Subj.	Exam-Prof. Subj.	Experience
37	9	1	3 years
38	11	1	1 yr.
39	7	2	2 yrs.
40	3	1	3 "
41	Subjects to be taught		0
			1 yr.

## Group VI Examinations only.

42	11 Acad. Subj.	4 Prof. Subjects	
43	10 " "	4 " "	
44	5 " "	4 " "	2
45	5 " "	2 " "	"
46	1 " Subj.	2 " "	"
47	Subjects to be taught.		



From Table 35 we see that the requirements for high school teaching presents as great a medley as do those for elementary teaching. We find as we might expect to find, that a much larger proportion of the requirements are based on credentials than were those for elementary certificates. Out of the 47 sets, 39 or more than three-fifths of the certificate combinations, do not include examinations; while out of the 59 varieties of combinations for elementary certificates, 28 or approximately one-half require examinations. Bearing in mind that the elementary school list includes many sets of requirements which are primarily intended for high school teaching, we see that common practice favors granting elementary certificates on the basis of examinations rather than on that of credentials.

Set No. 1, in Group I shows the unique requirement of five years of college training as a preparation for high school teaching. Six sets of requirements in this group embrace four years of college work, with varying amounts of professional training, ranging from no semester hours in education to twenty-four hours. Perhaps the lowest set enumerated is that requiring academic training of four years of high school and professional training of one year of normal. Group II introduces no new requirements other than that of years of experience. These run from one year to five years. The requirements in Groups III, IV and V are in large part the same as those found in corresponding groups in the elementary list. Group V contains a requirement of examination in the subjects to be taught and one year of experience; the same requirement without the experience occurs in Group VI.

Having enumerated and treated briefly the number and details of the requirements of all the certificates valid for both elementary and high school positions in use in the fifteen chosen states, we shall now treat those requirements in connection with the states in which they are found.

We shall first consider the subject of minimum requirements for elementary certificates in the fifteen states. Massachusetts has no definite state requirements for elementary certificates. Of the other fourteen all without exception grant elementary certificates on the basis of examination. Assuming that the certificate obtained on examination is a backdoor entrance to the the American public schools, we have considered the lowest grade certificate issued on examination to be the minimum requirement which would qualify for positions in elementary school teaching. An analysis of these certificates shows that no state requires experience for her lowest grade certificate and only two require examination in any but the elementary subjects with possibly one or two so called "professional subjects." Table 36 shows the professional examinations required for these certificates in the various states.

Table 36

Showing the Professional Subjects Required for the Lowest Grade of Certificates valid in the Elementary Schools.

	General Methods	Sch. Law	Psych.	Ped- agogy	Sch. Mgt.	Theory and Pract- ice	State Course of Study	Hist. of Educ.	Pri- mary Meth.	To- tals
1. Ariz.	x	x								2
2. Calif.	x	x								2
3. Conn.										0
4. Ky.										1
5. Md.						x				1
6. Mass.	No state requirements-Requirements fixed by local sch.									
7. Mich.	Committees									
8. Minn.		x					x			2
9. Miss.										1
10. Mont.						x				2
11. N. C.		x				x				4
12 N. Y.	x	x			x		x			4
13. Ohio					x					1
14. Tex.						x			x	2
15 Virginia										
Totals	3	5	0	0	2	4	1		1	17



The only states which require examinations in academic subjects in addition to those in the elementary subjects are California and New York. California requires examination in eight high school subjects and preliminary training of four years of high school, or in lieu of four years high school training, four years of teaching experience may be substituted. New York requires examination in four high school subjects in addition to the professional subjects indicated in Table 23. New York certification regulations make definite provision for issuing temporary certificates while those of California do not. From the table just referred to it will be evident that four states, namely Minnesota, Connecticut, Kentucky and Mississippi require examination in the elementary subjects only. This fact does not mean that the standards of Mississippi are on a par with those of Connecticut and Minnesota. The elementary school in Mississippi is limited to the first seven grades. Moreover, Mississippi accepts very low grades on her examinations; for her Third Grade Certificate the lowest type issued, the average grade must not fall below 60 per cent and the minimum grade in any subject is 40 per cent.

Turning now to high school certificates, we shall discuss first the minimum requirement for high school teaching which according to our assumption will be found in the certificates granted on examination. Maryland is the only state which does not make specific provision for a special high school certificate granted upon the basis of examination. The fact that county superintendents may with the approval of the state superintendent,

issue provisional certificates of different kinds and grades indicates a weakness in what would at first sight appear a certification law which must result in bringing trained teachers into her public schools. Massachusetts, as we have stated elsewhere in our study, does not strictly speaking, have any state certification laws binding on all high school teachers. She has nevertheless, a means of keeping untrained teachers from obtaining teaching positions in her smaller high schools, in her method of distribution of state-aid. It is of course in these high schools in the smaller towns in which the social life and salary paid are not usually attractive enough to draw highly trained teachers. The standard credential valid for high school teaching in the Massachusetts state-aided high schools is the bachelor's degree from a standard college. However, as with the Maryland, so with Massachusetts, there is a backdoor entrance to high school positions. A local permit is the backdoor in Massachusetts. The various requirements for <sup>examination-basis</sup> high school certificates are shown in Table 38 which follows.



Certification Requirements for High School Certificates issued upon Examination.

Certificate Number	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
Professional Subjects	Theory & Practice of Teaching	X	x	x	x	x				x				x	x		
	School Law	x	x	x	x					x		x				x	
	School Management	x	x	x	x			x	x								
	Elementary Psychology	x	x	x	x			x					x	x			
	Educational Psychology	x	x	x													
	Principles of Teaching					x						x					
	Principles of Education	x	x	x		x							x				
	Child Study								x								
	School Administration Methods								x								
	History of Education		x	x	x								x				
Number required		6	7	7	4	2	1	2	4	1	2	2	1	1	1		
Foreign Languages	Latin Grammar			x	x	x			x		x		xx			x	
	Caesar			x	x						x					x	
	Cicero															x	
	Vergil										x						
	German-Gram. & Trans.			x	x	x			x								x
	French-Gram & "			x	x	x											x
	Spanish-Gram. & Trans.			x	x	x											x
Number required		0	0	0	2	1	0	0	0	0	3	0	0	0	0	0	0
English	Advanced Grammar					x*	xx	x									x
	Composition					x*	x	x	x								x
	Rhetoric			x		x*	x		x*		x	x					
	General Literature				x	x*			x				x	x	x		
	American Literature	x	x	x	x	x		x				x					x
	English Literature		x	x	x	x		x			x	x					x
Number required		1	2	0	1	4	1	1	1	2	0	2	2	1	1	3	
Mathematics	Higher Arithmetic												x	x	x		
	Elementary Algebra				x	x*		x	x	x	x		x	x	x		
	Advanced Algebra					x						x					
	Plane Geometry				x	x		x	x		x		x				
	Solid Geometry		x									x					
	Bookkeeping								x								
	Trigonometry			x	x				x				x				
	Number required		0	0	0	2	3	0	0	0	1	1	2	2	3	2	0
History	American History					x								x			
	General History		x							x							
	Ancient History				x	x		x	x					x			
	Modern History				x	x		x	x								
	Medieval & Modern Hist.													x			
	English History			x	x									x			
Number required		0	1	0	2	2	0	0	0	1	0	0	3	0	0	0	0
Science	Physiography	x		x		x	x										x
	Geology		x		x												
	Physiography and Geology											x					
	Commercial Geography		x														
	General Science					L											x
	Physics			x*	x*			x	x*		x	x	x				x
	Chemistry			xx				x	x		x	x					x
	Biology							x									x
	Home Economics					x											
	Botany		x	x	x			x	x	x*		x	x				x
	Manual Training					x											
	Zoology		x	x	x					x							
	Astronomy					x											
	Political Science			x													
	Logic					x											
	Economics						x										
Civil Government										x							
Sociology			x														
Number required		1	0	0	3	1	0	0	2	0	4	3	1	0	0	0	0
Total Number of Exams.		8	10	14	15	16	7	14	10	3	12	14	8	4	4	4	Indefinite
Summary of Requirements.	Practical Teaching Test	0	0	0	0	0	x	0	0	0	0	0	0	0	0	0	0
	Amount of Normal Training.	12	12	12	12	36						36			36		36
	Teaching Experience	18	35	70					2		6		2		2		2
		mo.	mo.	mo.	0	0	0	0	0	yr	0	mo	0	0	in	2	0

Examinations in subjects to be taught.

- a. Exams. in Physics covers both an Elementary and an advanced course.
- b. The Academic subjects required in No. 7 consist of Eng. and five other subjects to be selected.
- c. Applicant is required to pass the examinations in Eng. and the other subjects he expects to teach.
- d. The State Board of Education offers no examinations qualifying for high school certificates. Certificates may be granted for examinations given an institution in which a college student does his work.
- e. When options occur within a group of subjects, the required subjects are indicated by stars.

Key to Table 37.

Certificate Number corresponds to	State	Type of Certificate
1	Montana	Professional Certificate
2	Montana	State Certificate
3	Montana	Life Certificate
4	New York	Rural School Renewable
5	Ohio	State Life
6	Ohio	Local High School
7	Texas	First Grade
8	Texas	Permanent
9	Michigan	State Life
10	Arizona	First Grade
11	Mississippi	Professional Certificate
12	Minnesota	First Grade Professional
13	Kentucky	State Diploma
14	Kentucky	State Certificate
15	North Carolina	High School
16	Virginia	Special Certificate



From the above table it is seen that the examination requirements for a high school certificate range from Arizona with the requirements of examination in Elementary Algebra, School Law and Methods of Teaching, to Minnesota requiring fourteen examinations all of college grade, - ten academic subjects and four professional subjects. In many of the states the purpose of these examinations is to test the applicant's knowledge of subject matter in the branches he is engaged to teach or is likely to be called upon to teach. As in most cases the examinations are evidently of a high school grade, a person having had no advanced training would be capable of passing the examinations thus securing the certificate which would admit him to high school teaching. Ohio, Minnesota and California are the three exceptions to this high school grade examination for high school teaching. In Ohio, prerequisites for admission to the state examination for the State Life certificate are the completion of four years of high school and in addition two years of college or normal work including one-half year of professional training; and while some of the subjects listed for examination are distinctly high school subjects there are some college <sup>subjects</sup> listed in the group from which options may be made. Minnesota requires examination in fourteen subjects all of college grade; and California authorizes her state board of education to give examination at its discretion to candidates not possessed of the prescribed credentials. This California examination is intended to show training the equivalent of the credentials required which means it must cover the training represented by a degree from a

standard college and one year of graduate work including 15 semester hours in Education.

In practically all the states studied with the exception of California the bachelor's degree with some training in pedagogical subjects seems to be the recognized standard for high school teaching. The only state which falls below this standard is North Carolina, and her requirements for school teaching is two years of college work in each subject to be taught. The advanced normal course of two years is likewise the commonly accepted standard for elementary schools. Mississippi <sup>and Connecticut</sup> are the only states which makes no recognition whatsoever of normal school training. While most state laws recognize college training as adequate preparation for high school teaching not a few will accept normal training without any college training. The completion of the two-year normal course will qualify for high school teaching in the following states on state certification: Montana, Michigan, Texas and Arizona. Local certificates for which the requirements are set by state law, in some states make one year of normal training in advance of high school sufficient to qualify for high school teaching. Among these are Ohio and Michigan, although probably the only school boards who would employ teachers having so little training would be those in charge of rural consolidated schools. This recognition of one year of normal training on the part of these two states may be due to the prevalence of county normals mentioned in Chapter V. Mississippi grants a first grade certificate to her graduates of agricultural high schools. These certificates

are valid for high school teaching "provided the holder has had sufficient training to teach high school." Evidently high school graduates, are considered to have sufficient training to teach in these agricultural high schools as one of the conditions in granting first grade certificates to agricultural high school graduates, is that the holder shall not be employed in the same school in the year following his graduation.

Let us close this our final chapter with a brief summary of the conclusions which our studies seems to justify; and then follow these conclusions by a brief statement of recommendations.

#### Conclusions.

I. There is wide variation in the requirements qualifying for the same grade of teaching. In the states studied this variation is found not only between states most widely separated geographically, but exists also between states of the same division, and is even found within a single state. Kentucky, for instance, has ~~two~~ different sets of requirements ~~for~~ which qualify for high school teaching. And Arizona requires for the same grade of certificate, either examination in the elementary subjects, elementary algebra and two professional subjects, or graduation from a four year college course including fifteen hours in education.

On the other hand we see California with practically one recognized set of requirements, (the terms upon which the certificate granted on examination being so high that but few persons aim to meet them) and Massachusetts and Maryland having



but one recognized certificate valid for high school teaching.

2. While most states have established high standards for both elementary and high school teaching, they also make it possible for candidates to gain access to these teaching positions in many ways without measuring up to these standards.

3. With the exception of New York and California, and possibly Massachusetts, every one of the states studied provides a minimum requirement for elementary teaching which demands no school preparation in advance of the completion of eighth grade work.

4. The minimum requirements which would satisfy the technicalities of the law for high school teaching are very low. They are in many states so low that a teacher having no additional preparation than that needed to obtain the certificate would be utterly incapable of teaching the grade of school for which he was legally qualified. This is strikingly illustrated by the Arizona first grade certificate granted upon examination and the Montana professional certificate. Both are valid for high school teaching. To obtain the former the only high school preparation necessary is a knowledge of elementary algebra; the latter requires American literature and physiography.

#### Recommendations.

1. There should be only one agency for issuing teachers' certificates. This agency should be some sort of Examination and Certification Board, <sup>and</sup> should be part of the State Department of Education. The ~~members~~ members of this board should be (1) two representatives from the State Department of Education, one for high schools and one for Elementary Schools; (2) a representative of the state normal schools; (3) a representative from the college of education

of the state university; (4) one county superintendent; <sup>and</sup> (5) one or more city superintendents. This board should have full power to grant teachers' licenses of all grades.

2. Each type of certificate issued should qualify for some special type of teaching primary, grammar grade or high school; and also in regard to high school certificates <sup>should</sup> specifying the subject or subjects which the holder is prepared to teach. There should be no "blanket" certificates. The fact that a candidate has <sup>been</sup> graduated from college is no guarantee that he is prepared to teach an elementary school, neither is it to be assumed that a normal school graduate is prepared to cope with the problems of a rural school situation. College graduates may be specialists in two or possibly three lines of work, but to expect every one who holds a degree to be prepared to teach any or all of the subjects offered in a high school course is an absurdity. Normal school graduates may be fairly well trained in special methods in each subject of study offered in the eight grades, but to expect any normal graduate to be equally capable of teaching all grades and all subjects in each grade is attributing to him the qualities of the genius, to say the least.

3. There should be definite standards established and these rigidly adhered to. There should be no general provisions made for issuing permits or emergency certificates. The qualifications of each individual applicant for such certificate should be passed on by the certification board in joint session. The

issuing of emergency certificates should not be left to the discretion of any one individual; neither should they be provided for by law in such a manner as would seem to indicate that they were recognized certificates.

5. Certificates should be classified on the basis of both training and professional skill. A first class elementary certificate should be evidence that its holder not only has had a definite amount of training, but it should also be witness that he is a first class teacher as well. All certificates when first issued should be of second or third class and be subject to reclassification by some supervising agency on the basis of the teacher's success. Such a system would, of course, require the proper supervisory machinery. It would presuppose an efficient and trained county superintendent or an adequate state supervisory and inspectional force, to provide for the grading of the certificates of rural teachers.

6. The minimum requirements demanded of rural school teachers should not merely be the ability to pass examinations in the elementary subjects. The least amount of training required of rural teachers should be one year of normal training in advance of the completion of a standard high school course. Such requirements would tend to keep immature, undesirable, and professionally unfit persons from becoming rural teachers.

Means for Making a Good Certification System Effective.

A well devised certification plan alone will not insure a professionally prepared teaching force. (1) Salaries must be sufficiently high to induce capable persons to spend the time



and money in securing the training necessary to meet these requirements. There must also be a tenure of office which would warrant such an outlay.

(2) State-aid should be distributed in such a way as will cause school boards to realize the advantages, from a financial standpoint, of employing teachers of training and experience. The Massachusetts system described in Chapter II, is an illustration of such a method.

(3) Establishing scholarships in normal schools, which will include not only the tuition but <sup>will cover</sup> also the living expenses of the student while in training. Many young persons, capable and well disposed towards teaching—high school graduates—are <sup>often</sup> obliged to earn their living upon completing high school. The plan just proposed would undoubtedly draw many of these into the teaching profession.

(4) Paying the expenses of teachers while attending summer school would undoubtedly do much towards improving teachers in service. While teachers should be paid as an inducement to attend summer school, attendance should not be obligatory.

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College of Saint Teresa

Winona, Minnesota.

August 17, 1921.

Mrs. Frances Pierce,  
University of Minnesota,  
Minneapolis, Minnesota.

My dear Mrs. Pierce,

Before leaving Minneapolis, I filed a supplement with my thesis. This supplement was material that had been worked up after my thesis was completed. I did not expect to have it filed, and it was not written on thesis paper. Since I have been home I have had the opportunity to have the supplement retyped, so I am now sending in a copy done on thesis paper. Will you kindly replace the original copy of the supplement with enclosed copy. Please destroy the old copy.

Thanking you for this and past favors, I am

Sincerely yours,

*Sister M. Eravuta*



A SUPPLEMENT  
 to  
 A STUDY OF MINIMUM STATE CERTIFICATION REQUIREMENTS FOR  
 PUBLIC SCHOOL TEACHERS.

-----  
 A Tentative Scale  
 for  
 Ranking States on the Basis of Their Minimum Certification  
 Requirements .  
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A study of variation in certification requirements in fifteen selected states revealed some interesting facts. It showed (1) that there are a large number of different sets of requirements any one of which will qualify for one and the same teaching position; (2) that there is a wide range in the amounts and kinds of training needed to meet these requirements; and (3) that in some states the requirements are very low.

After ascertaining what was demanded of the public school teachers in each of the selected states, an attempt was made to rank these states on the basis of their minimum requirements. All certificates qualifying for teaching special subjects, as well as those qualifying for other school positions than those of instructor in high school or elementary school, were excluded.

Two questionnaires were sent out. On one was listed the different sets of requirements for elementary certificates, on the other those for high school certificates. These questionnaires

were sent to a number of prominent Minnesota educators who were asked to evaluate the sets of requirements on the two questionnaires. They were instructed to assign ten points to the set or sets rated highest, one point to the set or sets rated lowest, and to rate the other sets accordingly. Forty-four persons returned the questionnaires and the judgments of these forty-four educators formed the basis for constructing a scientific scale for ranking the states.

The personnel of the judges was as follows; president of the University of Minnesota, who had formerly been dean of the College of Education; presidents of three Minnesota State Teachers Colleges; four members of the State Department of Education; fifteen faculty members and three graduate students of the College of Education of the University; one county superintendent and fifteen city superintendents and high school principals. Tables 1 and 2 show the form of questionnaire used, the combined ratings of the forty-four judges on the different sets of certificate requirements and the rank order of these sets. In evaluating the sets of requirements, the ratings of all the judges were combined and the average of these combined ratings are the values assigned under "Evaluations" in the above mentioned tables. The rank order was obtained on the basis of these evaluations. In case two or more sets had the same rating, each was given the average rank for the group. For example, if following Rank 2, three sets next highest all were rated equal, each was assigned Rank 4, and the next highest was ranked 6. Tables 1 and 2 follow immediately.

TABLE I

Elementary Certificate Requirements.

Group I - Training only.

Set No.	High School	Normal	Evaluation	Rank
1	4 yrs.	4 yrs.	8.4	2.5
2	4 yrs.	3 yrs.	7.9	4.5
3	4 yrs.	2 yrs.	7.3	8
4	3 yrs.	2 yrs.	5.9	18.5
5	4 yrs.	42 wks.	5.7	20.5
6	4 yrs.	1 yr.	4.8	22.5
7	4 yrs.	12 wks.	3.7	37
8	4 yrs.	6 wks.	2.8	48
9	2 yrs.	12 wks.	1.9	57
10	0	1 yr.	1.2	59
		College	Sem. hrs. in Ed.	
11	4 yrs.	4 yrs.	24	2.5
12	4 yrs.	4 yrs.	15	6
13	4 yrs.	4 yrs.	12	10.5
14	4 yrs.	4 yrs.	11	10.5
15	4 yrs.	4 yrs.	9	17
16	4 yrs.	3 yrs.	18	20.5
17	4 yrs.	2 yrs.	7	12.5
18	4 yrs.	2 yrs.	6	30.5
19	4 yrs.	2 yrs.	0	45.5
20	4 yrs.	1 yr.	6	45.5

Group II - Training and Experience

	Normal	Experience	Evaluation	Rank
21	4 yrs.	2 yrs.	7.9	4.5
22	4 yrs.	2 yrs.	7.6	7
23	4 yrs.	1 yr.	5.6	22.5
24	4 yrs.	12 wks.	3.7	37
25	4 yrs.	4 yr. college	3 yrs. 24 sem hrs	8.8
26	4 yrs.	4 yr. college	3 yrs. 0 " in Ed.	6.4
27	4 yrs.	4 yr. college	2 yrs. 15 " " "	7.2
28	4 yrs.	4 yr. college	1 yr. 15 " " "	6.7

Group III Training and Examination

	Normal	Exam Acad.	Exam Prof.	Evaluation	Rank
29	0 yrs.	1 yr. 10 (college)	4 (college)	4.1	30.5
30	0 yrs.	1 yr. 6 (college)	4 (college)	3.9	33.5
31	4 yrs.	6 wks. elem. subj's.	0	4.3	27.5
32	4 yrs.	0 8 (H. S.)	2 (College)	3.4	41
33	4 yrs.	0 0	6 (college)	3.8	3.5
34	4 yrs.	0 0	4 (college)	3.2	42.5
35	0	12 wks. elem. subj's.	1 (college)	2.2	54
36	4 yrs.	4 yrs. college	4 (college)	6.5	14
37	0	6 wks. Nor. elem. subj's	1 (college)	1.6	58



## Group IV - Examination and Experience

Set No.	Exam Adad. Subj's.	Exam. Prof. Subj's.	Experience	Evaluation	Rank
38	11	1	1 yr.	4.0	32
39	8	2	4 yrs.	5.9	18.5
40	4	4	3 yrs.	5.6	22.5
41	4	2	1 yr.	4.2	29
42	4	0	1 yr.	2.8	48
43	3	1	2 yrs.	3.5	39.5
44	Elem. Subjects	2	2 yrs.	2.1	44
45	" "	2	1 yr.	2.6	51.5
46	" "	0	2 yrs.	2.7	50

Group V. Training and Examination  
and Experience

	H. S.	Normal	Exam. Acad. Subj's.	Exam. Prof. Subj's.	Exp.		
47	4 yrs.	0	Elem. Subj's	4	3 yrs.	6.3	16
48	0	1 yr.	" "	4	2 yrs.	4.3	27.5
49	0	1/2 yr.	4	0	10 yrs.	3.9	33.5
50	0	12 wks.	4	8	5 yrs.	4.4	26
51	0	12 wks.	2	6	3 yrs.	3.5	39.5
52	0	12 wks.	2	3	2 yrs.	2.1	55.5

## Group VI Examinations only

53	Examination in elementary subj's only					2.8	48
54	"	"	"	1 H.S. subj. & 2 Prof.		2.6	51.5
55	"	"	"	4 " " 4 Sub.		3.7	37
56	"	"	"	5 " " 2 "		3.2	42.5
57	"	"	"	4 " "		2.5	53
58	"	"	"	2 " "		2.1	55.5
59	" representing 4 yrs. H.S. and 2 yrs. Normal Training					5.0	24.

TABLE II

High School Certificates Requirements.

Group I - Training only					Evaluation	Rank
Set No.	High School	College	Sem.Hr.	in Ed.		
1	4 yrs.	5 yrs.		15	5.3	17
2	4 "	4 "		24	7.5	3
3	4 "	4 "		18	6.3	13.5
4	4 "	4 "		15	6.9	8
5	4 "	4 "		12	6.3	13.5
6	4 "	4 "		11	6.6	9.5
7	4 "	4 "		9	6.2	15
8	4 "	4 "		6	4.6	23.5
9	4 "	4 "		0	4.0	30
10	4 "	3 Col. of Ed.		6	4.8	20
11	4 "	2 yrs.		6	3.8	35
12	4 "	2 yrs in each subject to be taught		7	3.6	38
13	4 "	1 yr.		0	2.5	45
14	4 "	4 yrs. Normal			5.1	19
15	4 "	3 " "			4.6	23.5
16	4 "	2 " "			3.6	38
17	4 "	1 yr.			4.6	23.5

Group II - Training and Experience

18	4 "	5 yrs. Col.	15	5 yrs. Exp.	7.7	2
19	4 "	4 yrs. "	24	3 " " spec.	8.2	1
20	4 "	4 " "	21	some Exp. amt not	6.5	11.5
21	4 "	4 " "	18	5 yrs. Exp.	4.0	30
22	4 "	4 " "	15	2 " "	7.4	4
23	4 "	4 " "	15	1 yr. "	7.1	6.5
24	4 "	4 " "	9	3 yrs. "	7.3	5
25	4 "	4 " "	6	3 yrs. "	7.1	6.5
26	4 "	4 " "	0	3 yrs. "	5.2	18
27	4 "	3 " "	18	1 yr. "	5.5	16
28	4 "	2 " "		in each subject to be taught	3.9	32.5

Group III - Training and Exams.

Set No.	High School	College	Exam.		Evaluation	Rank
			Acad. Subj's.	Prof. Subj's.		
29	4 yrs.	4 yrs.	0	4	6.5	11.5
30	None specified	1/2 yr. normal	14	2	4.6	23.5
31	" 6	1 " "	6	1	4.2	27.5
32	" "	7 sem hrs. normal, Eng. and Subj. to be taught			3.8	35

Group IV - Exp. Training and Exam.

Set. No.	High School	College	Ex. Acad. Subj.	Ex. Prof Sub.	Exp.	Eval.	Rank
33	4 yrs.	4 yrs	0	4	3 yrs.	2.9	42
34	None specified	1 " norm	10 (col)	4(col)		6.6	9.5
35	" "	12 wks "	2	6	2 yrs.	4.7	21
36	" "	12 wks "	3	7	5 yrs.	3.8	35

Group V. - Exp. and Exam. Exam. Prof. Experience

	Exam-Acad subj.	Exam. Prof. Subj.	Experience	Eval.	Rank
37	9	1	2 yrs.	3.9	32.5
38	11	1	1 yr.	3.6	38
39	7	2	2 yrs.	4.2	27.5
40	3	1	2 "	2.8	43
41	Subjects to be taught	0	1 yr.	2.6	44

Group VI Examinations only

42	11 Acad Subj.	4 Prof. Subjects	4.4	26
43	10 Acad Subj.	4 " "	4.0	30
44	5 " "	4 " "	3.5	40
45	5 " "	2 " "	3.0	41
46	1 Acad. Subj.	2 2 "	2.3	47
47	Subjects to be taught		2.4	46



7

The ranking of the various sets of requirements as shown by the above tables resulted in some rather surprising figures. The three or four sets at both ends of scale call for special comment. In the elementary list the sets ranked highest were as follows:

Rank

- 1 Ohio State Life High School Certificate. The requirements for this certificate are 4 years of high school, 4 years of college including 24 semester hours of education, and 4 years of experience
- 2.5 Michigan Normal School Certificate and Montana State Certificate. The requirements for these two certificates are four years of normal in advance of 4 years of high school. These requirements are not the minimum requirements for the two certificates named, but they were listed in the questionnaire for the sake of getting the rating of the judges on four years of normal training as a preparation for grade school teaching. So while this set of requirements is not strictly speaking a real set of requirements, it represents the a combination of years of preparation which is being advocated by many present day educators. For this reason it was thought advisable to include this set in the list.
- 4.5 The requirements for this set, namely: two years of normal training in advance of high school, seems to be the generally accepted preparation for grade teaching. Mississippi and Connecticut were the

only states studied that make no provision for certifying elementary teachers on the basis of graduation from a two-year normal course.

The sets ranked lowest in the elementary series are:

Rank

59 Michigan County Normal and Ohio Local certificates.

These two types of certificates require one year of normal training. No high school training is required as a prerequisite.

58 Virginia Elementary First Grade Certificate. The re-

quirements for this certificate are examination in the elementary subjects and in four "professional subjects" and six weeks normal training.

Turning to Table 2, it is interesting to note that Set No. 15 which represents the same requirements as Set No. 18 in Table 1 (the set rated highest for elementary teaching), is rated highest. This result would seem to indicate that the forty-four judges consider 4 years of high school, plus 4 years of college including 24 semester hours of education, plus 4 years of experience to be the best preparation for both high school and elementary teaching. It would also indicate that grade teachers and high school teachers should receive the same kind of training.

For the high school certificates (See Table 2), the sets ranked the highest represent the following certificates:

Rank

- 1 Ohio State Life High School Certificate.
- 2 California High School Certificate (permanent)
- 3 Ohio State Provisional High School Certificate
- 4 Minnesota University Certificate (life)

and Arizona First Grade(college -graduation type)

The high school certificates ranking lowest are:

Rank

- 47 Arizona First Grade(granted upon examination)
- 46 Virginia and Kentucky Special Certificates for teaching high school subjects.
- 45 Texas First Grade Certificate .

The inconsistencies of some state certification systems are strikingly illustrated by Arizona. She has two sets for requirements for the same certificate, one of which was ranked 4 and the other 47 in a list of 47 sets of certificate requirements. A note-worthy point in regard to the ranking of these requirements for high school certificates is the fact that the certificate requiring the longest period of training did not receive the highest rating. The California High School Certificate (permanent) requires a year of graduate study in advance of college graduation and five years of experience. This certificate was ranked second, while the Ohio certificate which requires only four years of college and four years of experience, was ranked first.

After evaluating the different sets of requirements and ranking them according to their respective ratings, the next task attempted was that of ranking the states according to the lowest rated certificate in each, which would qualify for grade and for high school teaching. The procedure was as follows: (1) The fifteen selected states were listed in the order in which they were studied, the three North Atlantic States first, the three South Atlantic states next, and so on; (2) the set of requirements



rated lowest was determined for each state and its value written opposite the name of the state. Tables 3 and 4 show the results of ranking the states according to their lowest grade certificates.

TABLE 3.

## STATES RANKED ACCORDING TO ELEMENTARY CERTIFICATE REQUIREMENTS.

State	Rank
*Massachusetts	----
Connecticut	4.5
New York	2
Maryland	12
Virginia	11
North Carolina	9
Kentucky	4.5
Mississippi	6
Texas	9
Michigan	13.5
Ohio	13.5
Minnesota	3
Montana	7
Arizona	9
California	1

\* Massachusetts has no state requirements for elementary school certificates.

TABLE 4.

## STATES RANKED ACCORDING TO HIGH SCHOOL CERTIFICATE REQUIREMENTS

State	Rank
Massachusetts	4.
* Connecticut	---
New York	10
Maryland	1
Virginia	13
North Carolina	11
Kentucky	12
Mississippi	8
Texas	8
Michigan	6
Ohio	5
Minnesota	3
Montana	8
Arizona	14
California	2

\* Connecticut has no uniform state requirements for high school certificates,

From Table 3 it is seen that ranked on the basis of minimum requirements for elementary certificates, California stands first, and Ohio and Michigan last. The requirements for the California Elementary Certificate granted on examination calls for examination in eight high school subjects, and two "professional subjects", with a prerequisite of either four years of high school training or four years of teaching experience.

In Table I, Set 53 evaluated at 2.8 represents the lowest rated set of requirements in Minnesota, Mississippi, <sup>and</sup> Connecticut. The only requirement in this set is the ability to pass an examination <sup>in</sup> the elementary subjects. In Mississippi the grades required for obtaining a third grade certificate, the type under consideration are very low. The minimum grade in any subject is 50 and the minimum general average is 60. In Minnesota the limited second grade certificate, which might be obtained by meeting the conditions outlined in Set 53, is valid only in one-roomed rural schools which do not receive state-aid. For these reasons, the four states whose lowest rated certificate, was rated, 2.8 were not assigned the same rank. Minnesota was ranked third, Mississippi sixth, and Kentucky and Connecticut both given equal rank half way between the other two. Even this arrangement does not seem to indicate the real gradation. In the opinion of the writer, the Mississippi requirements are lower than those of any other state studied.

As has been mentioned from time to time throughout this



discussion, the method used in this study has not been very successful. Its unsatisfactoriness is no doubt due in large measure to <sup>the</sup> fact, that while the questionnaire included a great number of confusing details, it failed to show essential differences in requirements in many cases. The following method of procedure might bring more satisfactory results. Instead of asking the judges to evaluate each separate set of requirements, the judges would indicate the relative importance of each of the elements entering into the requirements for each grade of certificate, and from these estimations the person making the study would work out by means of proportionate parts the value of each set of requirements. To be concrete, take Set No. 19, Table II, which calls for 4 years of high school, 4 years of college including 24 semester hours of education and 3 years of experience. The judges would be asked to distribute a certain number of points, say 100 among the four elements entering into the requirements. Then suppose as a result of their rating the points were distributed as follows:

4 years of high school.....	50
4 years of college.....	25
24 hours in ed.....	10
3 years of exp.....	15
	<u>100</u>
Total evaluation ,	

For Set No. 23, Table II, the evaluation would be

4 years of high school.....	50
4 years of college.....	25
15 hrs. in ed. $\frac{15}{24}$ of 10.....	$6\frac{1}{4}$
1 yrs. of exp., $\frac{1}{3}$ of 15.....	5
Total evaluation	<u><math>86\frac{1}{4}</math></u>

A SUPPLEMENT  
TO  
MINIMUM STATE CERTIFICATION REQUIREMENTS FOR PUBLIC SCHOOL TEACHERS.

A Tentative Scale

for Ranking States on the Basis of Their Minimum Certification  
Requirements,

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A study of the variation in certification requirements in fifteen selected states revealed some interesting facts. It was ascertained (1) that there are a large number of different requirements, any one of which will qualify for a particular grade of teaching; (2) that there is a wide range in the amount of training needed to meet these requirements; and (3) that in some states the minimum requirements were very low.

After studying certification requirements in the fifteen selected states, an attempt was made to rank these states on the basis of their minimum requirements. All certificates qualifying for the teaching of special subjects were excluded as were also, certificates for principals, supervisors and other school officials. In studying minimum requirements the only certificates considered were those which qualify for teaching the regular academic subjects in the high school or in the elementary school. Two questionnaires were prepared. One list contained the different requirements for elementary certificates found in the fifteen states, the other contained the different requirements for high school certificates. These questionnaires were sent to a number of prominent Minnesota educators who were asked to evaluate each separate set on both lists. The judges were instructed to assign ten points to the set or sets rated highest, one point to the set or sets rated lowest, and

to rate the other sets accordingly.

Forty-four persons returned these questionnaires and the judgments of these forty-four educators formed the basis for constructing a scientific scale for ranking the states. The personnel of the group of judges was as follows: the president of the University of Minnesota, presidents of three State Normal Schools; four members of the State Department of Education, fifteen faculty members of the College of Education of the University, three graduate students from the College of Education, one County Superintendent and fourteen City Superintendents and High School Principals. Tables 1 and 2 show the form of questionnaires used, the combined ratings of the 42 judges on each set of certificate requirements and the rank order of these various sets. In evaluating the sets of requirements, the ratings of all the judges were combined and the average of these combined ratings are the values assigned under "evaluations" in Tables 1 and 2. The rank order was determined on the basis of these evaluations. In case two or more sets had the same rating each was given the average rank for the group. For example, if following, rank 2, three sets were rated equal, each would be assigned fourth place, and the next highest after this group, would be ranked 6. Tables 1 and 2 follow immediately.



Table I.  
Elementary Certificate Requirements.

Group I - Training only.					Evaluation	Rank
Set No.	High School	Normal			84	25
1	4 yrs.	4 yrs.			79	45
2	4 "	3 "			73	8
3	4 "	2 "			59	185
4	3 "	2 "			57	205
5	4 "	42 wks.			48	225
6	4 "	1 yr.			37	37
7	4 "	12 wks.			28	48
8	4 "	6 "			19	57
9	2 "	12 "			12	59
10	0 "	1 yr.				
College Sem. Hrs. in Ed.					Evaluation	Rank
11	4 "	4 yrs	24		84	25
12	4 "	4 "	15		78	6
13	4 "	4 "	12		69	105
14	4 "	4 "	11		69	105
15	4 "	4 "	9		62	17
16	4 "	4 "	9		62	17
17	4 "	3 "	18		62	17
18	4 "	2 "	7		57	205
19	4 "	2 "	6		67	125
20	4 "	3 "	0		41	305
		1 "	6		29	455
					29	455
Group II - Training and Experience						
	High School	Normal	Experience		79	45
21	4 yrs.	2 yrs.	3 yrs.		76	7
22	4 yrs.	2 "	2 "		56	225
23	4 "	1 yr.	2 "		37	37
24	4 "	12 wks.	1 yr.		88	1
25	4 "	4 yrs. College	3 yrs. 24 sem. hrs. in Ed.		64	16
26	4 "	4 "	3 " 0 " " " " "		72	9
27	4 "	4 "	2 " 15 " " " " "		67	125
28	4 "	4 "	1 yr. 15 " " " " "			
Group III - Training and Examination						
	High School	Normal	Exam-Acad. Subj.	Exam. Prof. Subj.		
29	0 yrs.	1 yr.	10 (College)	4 (College)	41	305
30	0 "	1 "	6 "	4 "	39	335
31	4 "	6 wks.	Elem. Subj.	0	43	275
32	4 "	0 "	8 (H. S. )	2	34	41
33	4 "	0 "	0	6	38	35
34	4 "	0 "	0	4	32	425
35	0 "	12 "	Elem. Subj.	1	22	54
36	4 "	4 yrs college		4	65	14
37	0 "	6 wks.	Normal Elem. Subj.	0	16	58
Group IV. Examination and Experience .						
	Exam. Acad. Subj.	Exam. Prof. Subj.	Experience.		40	32
38	11	1	1			

Cont.

	Exam.	Acad. Subj.	Exam-Prof	Subj	Experience	Evaluation	Rank
39	11		2		4 yrs	59	185
40	4		4		3 "	56	225
41	4		2		1 "	42	29
42	4		0		1 "	28	48
43	3		1		2 "	35	395
44	Elem. Subjects		2		2 "	31	44
45	"	"	2		1 "	26	515
46	"	"	0		2 "	27	50

Group V Training Exam. and Exp.

	H. S. Normal	Exam-Acad. Subj.	Exam-Prof. Subj.	Exp.		
47	4 yrs.	0	Elem. Subjects	4	3 yrs.	63
48	0 "	1 yr.	"	4	2 "	43
49	0 "	1/2 "	4	0	10 "	39
50	0 "	12 wks.	4	8	5 "	44
51	0 "	12 wks.	2	6	3 "	35
52	0 "	12 wks	2	3	2 "	21

Group VI. Examinations only

53	Examinations in elementary subjects only					28	48
54	"	"	"	"	"1 H.S. subj. & 2 prof. Subj.	26	515
55	"	"	"	"	"4 " " " 4	37	375
56	"	"	"	"	"5 " " " 2	32	425
57	"	"	"	"	and 4 "	25	555
58	"	"	"	"	" 2 "	21	555
59	" representing 4 yrs, H. S. and 2 yrs. Normal Sch.					50	24

Table II.

High School Certificate Requirements.

Set No.	High School	College	Sem.Hr. in Ed.		Evaluation	Rank
Group I - Training only						
1	4 yrs	5 yrs.	15		53	17
2	4 "	4 "	24		75	3
3	4 "	4 "	18		63	135
4	4 "	4 "	15		69	8
5	4 "	4 "	12		63	135
6	4 "	4 "	11		66	95
7	4 "	4 "	9		62	15
8	4 "	4 "	6		40	30
9	4 "	4 "	0		48	20
10	4 "	3 " Col. of Ed.			38	35
11	4 "	2 "	6		36	38
12	4 "	2 " in ea.	7		25	45
		subject to be taught.			51	19
13	4 "	1 yr.	0		46	235
14	4 " 4 yrs.	Normal			36	38
15	4 " 3 "	"			46	235
16	4 " 2 "	"			77	2
17	4 " 1 "	"				
Group II - Training and Exp.						
18	4 " 5 yrs.	Col.	15	5 yrs. Exp.	82	1
19	4 " 4 "	"	24	3 " "	65	115
20	4 " 4 "	"	21	some exp. Amt not spec.	74	4
21	4 " 4 "	"	18	5 yrs. Exp.	71	665
22	4 " 4 "	"	15	2 " "	73	5
23	4 " 4 "	"	15	1 yr. "	71	65
24	4 " 4 "	"	9	3 yrs. "	52	18
25	4 " 4 "	"	6	3 " "	55	16
26	4 " 4 "	"	0	3 " "	39	325
27	4 " 3 "	"	18	1 " "	65	115
28	4 " 2 "	"	in each subj. to be taught.		46	235
Group III - Training and Examinations.						
29	High School 4 yrs.	College 4 yrs	Exam-Acad. 0	Sub.Exam-prof. 4	42	275
30	none specified	1/2 yr. Normal	14		38	35
31	"	1 "	6		29	42
32	"	7 sem.hrs.	Normal, Eng. and Subj. to be taught		66	95
Group IV - Exp. Training and Exam.						
33	High School 4 yrs	College 4 yrs	Ex.-Acad. 0	Sub. Ex.-Prof. 4	3 yrs	47
34	none spec.	1 yr. Normal	10 (Col)	4 (Col)		38
35	"	12 wks.	" 2	6	2 "	39
36	"	12 "	" 3	7	5 "	36



Cont.

Group V Exam. and Exp.

Evaluation Rank

Set. No.	Exam-Acad. Subj.	Exam-Prof. Subj.	Experience		
37	9	1	2 yrs.	42	275
38	11	1	1 yr.	28	43
39	7	2	2 yrs.	26	44
40	3	1	2 yrs.	44	26
41	Subject to be taught		0	1 yr.	40 30

Group VI - Examination only

42	11 Acad, Subjects	4 Prof. Subjects		35	40
43	10 " "	4 " "		30	41
44	5 " "	4 " "		23	47
45	5 " "	2 " "		24	46
46	1 " "	2 " "		46	235
47	Subjects to be taught.			40	30

While the rank of the various sets of requirements can be readily seen from these tables, the three or four sets at either ends of the scales seem to call for special <sup>Comment</sup> ~~treatment~~. In the elementary list the sets ranked highest are as follows:

Rank

- 1 Ohio State Life High School Certificate. The requirements for this certificate are 4 years of high school, 4 years of college including 24 semester hours in education, and 4 years of experience.
- 2.5 Michigan Normal School Certificate and Montana State Certificate. The requirements for these two certificates were four years of normal in advance of four years of high school, as listed on the questionnaire. This rank places too high an evaluation upon the two certificates named, since two years of normal in advance of four years high school will be accepted in lieu of four years of normal. The requirements was listed as four years instead of two for the sake of having the opinion of these educators as to the value of four years of normal training as a preparatory for elementary teaching.
- 4.5 The requirements for this set—two years of normal training in advance of a four-year high school course, seems to be the generally accepted <sup>as adequate</sup> preparation for elementary teaching. Mississippi and Connecticut are the only states studied that make no provision for certifying elementary teaching <sup>as</sup> on the basis of a two-year advanced normal course.

The sets ranked lowest in the elementary series are as

follows:

Rank

- 59 Michigan County Normal and Ohio Local Elementary Certificates. The requirements for these two types of certificates is one year of normal training. No high school training is required as a prerequisite.
- 58 Virginia Elementary First Grade Certificate. The requirements for this certificate are examination in the elementary subjects, and one "professional" subject, and six weeks normal training.

Now turning to Table 2, we are somewhat surprised to find, Set No. 25 which represents the same requirements as Set No. 18 in Table 1 rated highest. This would seem to indicate that the 42 judges considered 4 years of high school plus four years of college training including 24 semester hours of education and four years of experience to be the best preparation for both elementary and high school teaching and that elementary and high school teaching <sup>ers</sup> ~~ing~~ should receive the same kind of training. A greater amount of <sup>specialized</sup> ~~specific~~ training is preferred to a longer period of general training. Set 18, in Table 2 which represents the California High School Certificate (permanent) calls for one year of graduate work in advance of a four-year college course, and 5 years of experience. However, the amount of work in educational subjects is specified as 15 semester hours as opposed to the 24, which the Ohio State Life High School Certificate requires.

For the high school certificates (See Table 2), ~~t~~The ones ranked highest are:

Rank

- 1 Ohio State Life High School Certificate (granted upon credentials and experience.)



2. California High School Certificate (permanent)
3. Ohio State Provisional High School Certificate.
4. The Minnesota University Certificate (life) and the Arizona First Grade (college graduation requirements.)

The high school certificates ranking lowest are,

Rank

- 47 Arizona First Grade (granted upon examination)
- 46 Virginia and Kentucky. Special certificates for High School Subjects,
- 45 Texas First Grade Certificate.

The inconsistencies of some present state certification systems is strikingly illustrated by Arizona. There we see two different sets of requirements for the same type of certificate; in a list of 47 sets, one set ranked 47 and the other 4.

After working out the values of each set of certification requirements and finding their relative values, the next task was to rank the states according to their minimum requirements. Two separate lists were made. The procedure was as follows: (1) the fifteen selected states were listed in the order in which they were studied, the North Atlantic group first, then the South Atlantic group and so on; (2) the set of requirements for each state rated lowest was determined and its value written opposite the name of the state. When the lowest rating for each state was ascertained, the states were then ranked according to the evaluation of their lowest grades of certificate. Tables 3 and 4 show the result of this ranking.

Table 3.

States Ranked According to Elementary Certificates.

	Evaluation	Rank
1. Mass.		
2. Conn. Statutory	2.8	4.5
3. N. Y. Rural School Renewable	3.7	2
4. Md. Third Grade	1.6	12
5. Va. Elem. Sec. Grade	1.9	11
6. N. C. Elem. Cert.	2.1	9
7. Ky. Teacher's 3	2.8	4.5
8. Miss. Third Grade 4	2.8	6
9. Tex. Second Grade	2.1	9
10. Mich. Mich. Co. Normal	1.2	13.5
11. Ohio Local Elem.	1.2	13.5
12. Minn. Sec. Grade Limited	2.8	3
13. Mont. Sec. Grade	2.2	7
14. Ariz. Sec. Grade.	2.1	9
15. Calif. Calif. El. Exam.	4.6	1

Table 4.

## States Ranked According to High School Certificates.

		Evaluation	Rank
1. Mass.	H. S. Term Cert.	4.6	4
2. Conn.			
3. New York	State Limited	3.5	10
4. Md.	Md. High School Tr. Cert.	6.6	1
5. Va.	Spec. Cert. for H. S.	2.4	13
6. N. C.	H. S. Cert.	2.9	11
7. Ky.	Adv. Normal Cert.	2.8	12
8. Miss.	Miss. Prof.	3.6	8
9. Tex.	Normal Diploma	3.6	8
10. Mich.	Mich. St.	3.9	6
11. Ohio	State H. S.	4.2	5
12. Minn.	1st Gr. Prof. on examination	4.6	3
13. Mont.	Mont. St. Life	3.6	8
14. Ariz.	First Grade	2.3	14
15. Calif.	H. S. Term	5.3	2



From Table 3, it is seen that ranked on the basis of state certification requirements for elementary certificates, California stands first, and Michigan and Ohio last. The requirement for the California elementary certificate granted on examination, calls for a prerequisite of either four years of high school training or four years of experience. In Table I, the California elementary certificate is represented by sets 32 and 39. The requirements for set 32 are four years of high school, and examinations in eight academic subjects, and two "professional" subjects; for set 38, they are examinations in eight academic subjects and 2 "professional" subjects and four years of experience. Set 32 was rating 3.4 and set 38, 5.9. The average for the two was 4.6 and this was the rating used in Table 3.

In Table 4, Set 53 evaluated at 2.8 represents the lowest rated elementary certificate for Minnesota, Mississippi, Connecticut, and Kentucky. The only requirement for this set is examination in the elementary subjects. In Mississippi the elementary school includes only the first seven grades, and examination in the elementary subjects would probably be a seventh grade examination. The standings required in Mississippi are extremely low for the third grade certificate, the type under consideration. The minimum grade in any subject is 40 and the general average must be at least 60. In Minnesota, the Limited Second Grade, the certificate referred to, is valid only in one-room rural schools which do not receive state-aid. For these reasons within this group of four states, Minnesota was ranked first, Kentucky, and Connecticut second, and Mississippi third. Within this group of fourteen, this ranking places Mississippi sixth in rank, but this is an injustice to all the states ranked

lower as her requirements are unmistakably lower than those of any other state studied. That such a condition should arise is due to the fact that the questionnaire failed to distinguish between seventh grade and eighth grade elementary examinations, and neither did it indicate any differences in the grades required for the different certificates.

From Table 4, we see that ranked on the basis of requirements for high school certificates, Maryland stands first, California second, Minnesota third, and Arizona last. The fact that Maryland has but one recognized form of high school certificate may account in part for her heading the list. Since we see again that the state which demands the highest minimum amount of training was not rated highest, would tend to show the unreliability of evaluating certificate requirements and ranking states solely on the basis of the combined judgments of a number of persons, particularly when these judgments have been obtained by means of a questionnaire containing a great number of details.

At many points the unsatisfactoriness of the present scale was pointed out. The following method of evaluating the certificates would probably be more reliable, and give more satisfactory results than the one used. After analyzing the certificate and classifying the requirements, instead of sending out questionnaires, a wise procedure might have been to have gone to a number of competent persons and asked them to estimate the <sup>relative</sup> values of the elements entering into each set of requirements. For example, the requirements in Table I, Group III, contains such requirements as years of high school training, years of normal training, years of experience, examina-

tion in academic subjects, examination in elementary subjects. My plan would be to have the judges each distribute a certain number of points, say 100, among these five elements. The evaluation given to each would be the valuation for the maximum amount of that particular element. If ten persons did the rating - the average for the ten would be the number of points to be assigned to the maximum amount of each element. For instance if 20 points were assigned to high school training, that would represent the value for four years of high school training, a certificate calling for only three years of high school training would gain only 15 points to high school training. After evaluating the certificate in the manner just described the states would be ranking in this same manner as in the present study.