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A study of the certification of elementary teachers in the forty-eight states

Grace Bales Ramos

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A STUDY OF THE CERTIFICATION OF ELEMENTARY
TEACHERS IN THE FORTY-EIGHT STATES

A Thesis
Presented to
the Graduate Faculty of
The University of Richmond

In Partial Fulfillment
of the Requirements for the Degree
Master of Science in Education

by
Grace Bales Ramos
August 1950

*Approved
8/21/50
C. F. Austin*

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CHAPTER I

INTRODUCTION

Certification of elementary teachers, although not a new issue, is a subject of importance in the minds of educators today. In a recent study of the state school systems in the United States, the importance of this subject is indicated by the fact that eleven tables out of the sixty-two included in it have reference to the problem of certification. This study, The Forty-Eight State School Systems, was under the direction of Francis S. Chase, Lecturer in Educational Administration and Director of Rural Editorial Service at the University of Chicago.

The quality of education in any school system or any state is a product of the character and competence of those who teach. It follows that a primary object of state school administration must be to provide a sufficient number of well-qualified teachers for all the schools of the state. Most state governments recognize this at least to the extent of exercising some control over teacher certification; and many have gone far beyond this, attempting on one hand to improve teacher education and on the other to make teaching more attractive by provisions for teacher welfare. . . .

States attempt to safeguard the welfare and rights of their citizens by setting up educational requirements for the practice of professions, including teaching; but in few professions do the requirements generally fall so low as for teaching, especially in the elementary schools. Yet the teachers are held largely responsible for directing the mental and social development of boys and girls during the ages known to be particularly important for the development of attitudes, the formation of habits, and the acquisitions of skills for learning

and for living together in a free society.¹

If the number of states which makes provisions for the certification of teachers be considered evidence that certification of teachers is a function of the state, it is significant that all states except one make legal provisions relating to it. Certification is important, also, insofar as it promotes the professional advancement of teachers. Through the gradation of certificates, a criterion for judging the professional qualifications of individual teachers as to preparation and service, is established.

Further evidence of the significant part that certification plays in the role of important phases of education is cited in a recent issue of the National Education Association Research Bulletin:

Of the 60 million employed persons in the United States, more than 900,000 are teachers. These men and women come into daily contact with the 25 million children and youth enrolled in the schools. No one can measure the influence of teachers on the ideals and the achievements of the nations; everyone knows that the nation needs teachers of intelligence, competence, and vision.²

1 Francis S. Chase, The Forty-Eight State School Systems (Chicago: Council of State Governments, 1949), p. 67.

2 "Foreword", Research Bulletin, Vol. XXVII, No. 4 (Washington, D. C.: Research Division of the National Education Association of the United States, 1949), p. 128.

The problem of certifying a sufficient number of well qualified elementary teachers is yet to be solved. One of the aims of this paper is to consider the situation that exists and to show that improvement is needed.

The purposes of this study are:

- (1) to relate certain phases in the historical development of the certification of elementary teachers;
- (2) to show significant likenesses and differences in the requirements for certification of elementary teachers in the forty-eight states by stating:
 - (a) the bases upon which certificates are issued;
 - (b) the requirements in professional education and in student teaching;
 - (c) the scholastic requirements;
 - (d) the general requirements such as age, health, citizenship, and oath of allegiance;
 - (e) special requirements, such as certain required courses;
- (3) to show the number of emergency permits;
- (4) to point out the trends and tendencies in reciprocity of elementary teachers' certificates among the states;
- (5) to point out the trends and tendencies in regular

certification practices;

(6) to make recommendations for the certification of elementary teachers.

This study does not include the certification of special teachers such as music, art, or physical education teachers in the elementary grades.

Terms used in this study may be somewhat restricted in meaning. For instance, Certification, as used throughout this study, means that a teacher, who has been granted a certificate, (which is legal evidence that the holder has satisfied certain minimum requirements set by the State Board of Education, or as in very few cases, set by a local board) is eligible to teach in the elementary grades. The term Teacher means a regular class-room teacher in the elementary grades. Reciprocal Certification means the honoring of certificates valid in one state by other states under mutually agreed conditions.³

In the effort to present a clear and as accurate a picture as possible of the present existing requirements and the trends in the certification of elementary teachers related data have been selected from several sources.

³ "Eight-State Reciprocity Compact", Report of Reciprocity Agreements in Teacher Certification by the New England States, New York and New Jersey. The National Commission on Teacher Education and Professional Standards, National Education Association of the United States, (Washington, D. C.: 1950), p. 8.

This study contains information given in the State certification rules and regulations, (published by almost all of the state departments of education or other offices of certification), written and oral communication from state certification officials, information compiled by the Council of State Governments, reports from the NEA Commission on Teacher Education and Professional Standards, and statistics from the NEA Research Division and Bulletins of the Office of Education. Several books and magazine articles dealing with the field of inquiry have been used. All references to these sources have been cited in footnotes and listed in the bibliography.

CHAPTER II

DEVELOPMENT OF CERTIFICATION IN THE UNITED STATES

References to certain phases in the historical development of the certification of elementary teachers in the United States provide some background for a better understanding and appreciation of the present study.

The history of the development of certification shows irregular progress toward the achievement of even reasonably uniform professional standard. The certification of a teacher on the basis that he was willing to serve; the certification of a teacher on the basis that he was able to read and write; the certification of a teacher on the basis that he had passed a so-called examination; the certification of a teacher on the basis that he had merely attended a normal school; etc. -- any or all of these early bases for certifying teachers represent the too slow and perhaps indifferent beginning of the trial and error process which has developed into our present prerequisites for entering the teaching profession.

Scholarship requirements varied widely when the first elementary teachers were sought. The qualifications of Colonial teachers ranged from the bare ability to read and write to the ability of a college graduate. It seems

that the younger the children to be taught and the more rural the community, the lower were the requirements for a teacher.

In the rural areas of Pennsylvania and in the parish schools of Virginia, as well as in the most unfavored areas of New England, the offering of one's service and the mere willingness to keep school often constituted the necessary qualifications for teaching.⁴

For several years this appalling condition under which the education of the country's youth was intrusted continued.

A change was in sight by 1664. "When the Dutch took over New Amsterdam . . . they introduced a requirement to the effect that all school masters be licensed."⁵ The requirement of a license was the first legal step toward the certification of teachers.

There was little progress made during the first part of the eighteenth century in elementary teacher certification requirements. Teachers were hard to locate. It was just as difficult for a teacher to find a community which

⁴ Willard S. Elsbree, The American Teacher (New York: American Book Co., 1938). p. 32.

⁵ Ibid., p. 47.

needed his service as it was for an isolated community to find a school-master. Advertisements in papers often served as a method of contact for the employee and employer. Some insight into this procedure may be gleaned from the following example:

Notice is hereby given, that Symes's Free School, in Elizabeth City County, will be vacant on the 25th of March. Inst. A Tutor of good Character, and properly qualified, may meet with good encouragement, by applying to the Trustees of the said School."⁶

In New England during the first half of the nineteenth century there was established a system of examinations for the certification of teachers. The first certificates were issued by local authorities. The local authorities were laymen or small salaried officials, having interests in fields other than education, and in many instances they were politicians who permitted party affiliations to influence their judgments of candidates for certificates. However, as the authority to certificate was transferred from local officials to authorities having jurisdiction over a larger geographical area, there was less use of the examination as a discriminatory weapon.

⁶ Ibid., p. 55, citing The Virginia Gazette, March 5, 1752.

At first the examination was composed by local authorities and later by county agencies. "Each county agency was an entity, to himself, preparing his own questions for the examination of teachers."⁷ Later state authorities prepared the examination. It seems that the stimulation for concentrating the authority of teacher certification in state authorities came from teachers who desired a higher grade certificate than was issued by local authorities.

At first there were indefinite requirements in these examinations. The first stage required only a knowledge of language, writing and arithmetic. Later a knowledge of grammar, geography, physiology, United States history, and theory was added.

After the certification of teachers became a requirement as a prerequisite for entering the teaching profession further progress was in sight.

The establishment of the state normal school for the preparation of teachers was thought to be one of the greatest needs of the country immediately after the Civil War. This point is borne out by Elsbree: "In 1860 there

⁷ Robert C. Woellner, "The Authority to Issue Teachers' Certificates in the United States", Elementary School Journal, XXXVIII, (June, 1938), p. 755, citing Lewis Hansbrough, The History of Certification of Teachers In Arkansas.

were only eleven such institutions in existence. . . . There was a definite struggle to weld normal schools into the structure of the state school system."⁸

From 1862 to 1889 Normal Schools were introduced into the following seventeen states:⁹ California, 1862; Kansas, 1864; Indiana, 1865; Wisconsin, 1866; Nebraska, 1867; Missouri, 1870; Alabama, 1873; Tennessee, 1876; South Dakota, 1883; Oregon, 1883; Virginia and Louisiana, 1884; South Carolina, 1886; Arizona Territory and Florida, 1887; North Carolina, 1889; and Georgia, 1889.

In the early history of the normal schools (1850-1870), it was a common practice to take pupils directly from the elementary schools. "As late as 1900 high-school graduation was seldom required as a prerequisite for entrance to a normal school."¹⁰

The authorization of normal schools to issue certificates brought about the acceptance of credentials as basis for certification.

By the latter part of the nineteenth century it was a rather common thing for people to discuss the

8 Willard S. Elsbree, op. cit., p. 311.

9 Ibid., p. 312.

10 Ibid., p. 314.

"professional license" of teachers. A number of states began to provide certification laws. "By 1897, twenty-eight states recognized graduation from normal schools and universities as evidence of qualification for certification."¹¹

Leading educators supported the advancement of normal schools, which in turn promoted higher qualifications for teachers. Horace Mann was one of the early promoters as is shown by his speech at the dedication of one of the colleges in 1846:

I believe Normal Schools to be a new instrumentality in the advancement of the race. I believe without them, Free Schools themselves would be shorn of their strength and their healing power and would at length become mere charity schools and thus die out in fact and in form. . .¹²

The present use of the state teachers' college training as a prerequisite to teacher certification has developed from the normal school.

The struggle for improvement in certification requirements has not been easy. But improvement is noted. The

¹¹ Katherine M. Cook, "State Laws and Regulations Governing Teachers' Certificates", Department of the Interior, Bulletin, 1927, No. 19. (Washington, D. C.: United States Government Printing Office, 1928), p. 3.

¹² Charles W. Hurt, "The Teacher College and Public Education in the United States", Education, XXXC, (November, 1949), p. 200.

changes which have taken place in the requirements may be accounted for in part by public enlightenment and in part by the transfer of certificating authority from laymen to officials possessing professional training.

The steps in the evolution of the certification of teachers are:

- (1) results of personal interview;
- (2) results from oral examinations composed by local authorities;
- (3) results of written examination questions furnished by the state and graded by counties;
- (4) results of written examination taken in one county and graded in another county;
- (5) results of written examinations in counties which were forwarded to state superintendents for endorsement;
- (6) recognition of normal school certificates; and
- (7) authorization of state departments of education to issue certificates on basis of college credentials.

Placing the responsibility for issuing teachers' certificates in the hands of the state board of education reflects the present level of certification development.

CHAPTER III

CERTIFICATION REQUIREMENTS

Elementary teaching certificates are not uniform among the states. The outstanding difference occurs in three conditions: (1) the number of grades of certificates issued; (2) the span of validity of certificates granted; and (3) the amount of training required.

The number of certificates now issued in each state does not account for the total number of certificates now active. Many teachers are now serving under certificates which are no longer issued.

The number of types of certificates varies from state to state. Table I, which follows, shows that the range in the number of types of certificates is from one to six. There are seventeen states which have only one certificate listed. Two certificates are listed by sixteen states. Nine states list only three certificates. Four certificates are listed by only three states. There is only one state that lists five certificates and only one state that lists six certificates.

Great diversity exists in terminology in regard to certificates among the various states. The names of certificates do not indicate to any consistency the prerequisites of time spent and courses taken in college.

TABLE I¹³REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>Alabama</u>					
Class B Elementary Professional	8	B	30	2-8	3
Class A Elementary Professional	10	M	30	2-8	3
<u>Arizona</u>					
Elementary	4	B	24	8	
<u>Arkansas</u>					
Three-Year Elementary	3	30	6		
Four-Year Elementary	4	60	12	3	3
Six-Year Elementary	6	B	18	5	3
<u>California</u>					
General Elementary	2	B	24	8	2
<u>Colorado</u>					
Elementary-Temporary	5	90	20	4	3
Elementary-Life		B	20	4	

13 Data taken from Bibliography, Section C., pp.91-96, Appendix B., pp. 99-101.

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>Connecticut</u>					
Limited Elementary	3	B	30	90 clock hours	
<u>Delaware</u>					
Collegiate Certificate in Elementary Education	3	B	30	Some no amount stated	
<u>Florida</u>					
Graduate	5	B	41	6	3
Provisional Undergraduate	3	2 yrs.	12	3	
<u>Georgia</u>					
Provisional Elementary Two-Year	3	60	18	3	
Professional Elementary Two-Year	7	60	18	3	
Four-Year Elementary Professional	7	B	18	3	
Five-Year Elementary Professional	7	M	18	3	

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>Idaho</u>					
Pre-Professional Elementary	5	75	18	6	
<u>Illinois</u>					
Limited State Elementary	4	B	16	5	
Life Elementary		M	22	5	
<u>Indiana</u>					
Elementary School Teachers' License	5	B	28	12	
<u>Iowa</u>					
Limited Elementary		45	10		
Standard Elementary		2 yrs.	22	5	
Advanced Elementary		4 yrs.	26	5	
<u>Kansas</u>					
Elementary Teachers' Provisional	1	*30	3		
Two-Year Elementary	2	60	14	5	3

*High School Graduate .

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>Kentucky</u>					
Provisional Elementary	3 4	2 yrs. B	17 28	4 8	3 3
Standard Elementary					
<u>Louisiana</u>					
Type C Certificate	3	B	24	4	
Type B Certificate ^a					
Type A Certificate ^b					
<u>Maine</u>					
Standard	2	4 yrs.			
Professional Grade	2	3 yrs.			
Non Professional Grade	2	2 yrs.	6		
<u>Maryland</u>					
Elementary School		B	32	6	

^a Three yrs. teaching experience after Type C. Valid for life.

^b Five yrs. teaching experience after Type C. Valid for life.

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable In Lieu of Student Teaching
<u>Massachusetts</u>					
No State Requirements in Grades Below the Ninth					
<u>Michigan</u>					
State Elementary Provisional	5	B	20	5	5
State Elementary Permanent ^c					
State Limited	3	2 yrs.	15	3	
<u>Minnesota</u>					
A Teacher's Certificate ^d					
Elementary School Standard	2	2 yrs.	15		
Elementary School Advanced	5	B	30	6	

c Three yrs. teaching experience after Provisional. Valid for life.

d One yr. high school (Normal plus 52 quarter hrs. college and 8 hrs. in Professional Education) .

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>Mississippi</u>					
Class A Elementary School	10	B	24	6	•
Class B Elementary School	5	B	24	6	
Class C Elementary School	2	90	18	6	
Class D Elementary School	2	60	12	Some not stated	
Class E Permit of Employ- ment	1	30	6		
Class F Permit of Employ- ment	1	*6			
<u>Missouri</u>					
Two-Year Elementary	2	60	10	2	
Five-Year Elementary	5	120	18	5	
<u>Montana</u>					
Elementary School Standard		2 yrs.	15		
Elementary Advanced		B			

- 30 hrs. of Graduate Study.
- * High School Graduate.

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>Nebraska</u>					
Third Grade Elementary School	1	12 ^f			
General Elementary School	3	1 yr.			
Junior Elementary School	3	2 yrs.	15	3	
Senior Elementary School	5	2 yrs. + 9 hrs.	17	3 ^g	
Professional - Life		2 yrs. + 18 hrs.	19	3 ^h	
<u>Nevada</u>					
Second Grade Elementary	3	1 yr.			
First Grade Elementary	5	2 yrs.	18	4	
Liberal-Arts College	3	B	18	4	

f Nebraska High School Normal, or 12 hrs. college.

g Plus one year experience.

h Plus three yrs. experience.

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>New Hampshire</u> Elementary School		4 ⁱ		6	
<u>New Jersey</u> Elementary School Limited		B	1/6 of degree hrs.	150 clock hrs.	
<u>New Mexico</u> Temporary New Professional Elementary ^j	1	60			
New Professional Elementary	3	60	15	2	2
Master Teacher's Elementary	5	B	21	4	2

i 4 yrs. Teachers College or Graduate of Liberal Arts College plus 30 hrs. Elementary Education.

j Has a shortage of 4 hrs. in prescribed courses.

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>New York</u>					
Permanent Elementary School	5	B	36	12-15	
<u>North Carolina</u>					
Grammar Grade Graduate		B M	21	3	
<u>North Dakota</u>					
Second Grade Professional	2	2 yrs.	16	3 4 quarter hours	
First Grade Elementary	1	1 yr.			
Second Grade Elementary ^k					
<u>Ohio</u>					
Provisional	5	3 yrs.	24	5	

^k Issued by examination to high school graduates who have 12 hrs. at N. D. State College.

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>Oklahoma</u>					
Elementary one-year	1	70	15		
Elementary Life		B	18	6	
<u>Oregon</u>					
Elementary	5	3 yrs.	20	4	2
<u>Pennsylvania</u>					
Provisional College		B	36	6-12	
<u>Rhode Island</u>					
Provisional Elementary	1	B ¹	200 clock hrs.		
Professional Elementary	5	B	400 clock hrs.	400 clock hrs.	5
<u>South Carolina</u>					
Elementary Teacher		B	21	6	

1 Or 3 yrs. State Normal plus 5 yrs. experience.

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>South Dakota</u> State General	2	2 yrs.	15	3	
<u>Tennessee</u> Permanent Professional		2 yrs.	18	3	
<u>Texas</u> Elementary Four-year Elementary Six-year		1 2 yrs.			
<u>Utah</u> Teacher's Certificate for Elementary Schools		B	30 quarter hrs.	12 quarter hrs.	
<u>Vermont</u> Elementary Professional Probationary Elementary Limited ⁿ		B ^m			

- m Or to a person who has completed not less than 2 yrs. of an approved four-year course and who is recommended by the college as worthy of receiving such a certificate.
- n Granted to a person holding a Life Certificate who has less preparation than the minimum required for beginning teachers.

TABLE I (Continued)

REQUIREMENTS FOR ELEMENTARY SCHOOL TEACHING CERTIFICATES
IN THE UNITED STATES, BY STATES, AS OF 1950

Certificate	Number of Years Certificate is Valid	Degree, Year, Semester Hours of College Credit	Semester Hours Professional Education	Semester Hours Student Teaching	Years Experience Acceptable in Lieu of Student Teaching
<u>Virginia</u>					
Collegiate	2	B	18	6	2
Collegiate Professional	10	B	18	6	2
<u>Washington</u>					
Three-year Elementary	3	B	14	6-2/3	
Standard Six-year	6	B	14	6-2/3	
<u>West Virginia</u>					
First Class Elementary	5	B	20	5	
Provisional Elementary	1	B			
Second Class Elementary	4	96			
Third Class Elementary	3	64			
<u>Wisconsin</u>					
Elementary School	1	3 yrs.		5	
Elementary School	1	4 yrs.		5	
<u>Wyoming</u>					
Junior Elementary Permit	3	2 yrs.	30 quarter hrs.	2	
Senior Elementary Permit	3	3 yrs.	30 quarter hrs.	2	
Standard Elementary Permit	3	B	30 quarter hrs.	2	
Professional Elementary Permit	3	M	45 quarter hrs.		

For instance three of the states which issue a Standard Elementary Certificate are Iowa, Kentucky and Maine. Iowa's Standard Elementary Certificate is based on two college years of preparation which includes twenty-two semester hours of professional education and five semester hours of practice teaching. Whereas, Kentucky issues a Standard Elementary Certificate based on a bachelor's degree, twenty-eight semester hours of professional education and eight semester hours of practice teaching. Maine issues a Standard Elementary Certificate based on four years of college training with no specification in regard to professional education and practice teaching. There are differences also in the contents of courses listed by the same name. Health Education in one state may mean a study of personal health. In another college in the same state Health Education may mean a study of community sanitation. It seems that certification terminology should be simplified and be made more uniform among the states.

Further analysis of Table I shows that the duration of certificates differ greatly as shown by certificates based on a bachelor's degree. The span of validity is from two years to life. A certificate based on an academic degree is valid in Arizona for four years; in Arkansas for six years; in California and Maine for two

years; in Colorado for life; in Connecticut, Louisiana, Nevada, and Delaware for three years; in Florida, Indiana, Michigan, Minnesota, and New Mexico for five years; in Georgia for seven years; in Illinois and Kentucky for four years; and in Mississippi and Virginia for ten years. It seems there is little or no relationship between the type and the duration of a certificate.

Most of the certificates are renewed on completion of a specified number of semester hours of college credit, as in the State of Virginia which requires six semester hours. Mark Stine made a study of state certification as a potential influence on the education of teachers in service.

He found that of the many types of renewable certificates (306) issued in several states, evidence of in-service education must be submitted for renewal in 120 cases. A similar requirement prevailed with respect to exchangeable certificates. An exchangeable certificate is one that may be exchanged for one of advance grade in the same field or class. Of a total of 304 kinds of exchangeable certificates, in-service education was required to effect an exchange of 145 cases. In-service education is, therefore, of practical importance to teachers.¹⁴

Frequently certificates are renewed on recommendation of superintendents for satisfactory service. The duration of certificates is gradually becoming shorter. There

¹⁴ Charles W. Kundsén & Lucius O. McAfee, An Introduction to Teaching, (New York: Doubleday, Doran & Co., 1936) p. 309.

appears to be a marked tendency in recent revisions of elementary teachers' certificates to place more emphasis on the issuance of the candidate's first certificate on a probationary, conditional basis rather than on a permanent, unconditional basis.

The number of states issuing certificates valid for the life of the holder tends to decrease slowly. Life Certificates were issued in forty-two states in 1911 and in thirty-five states in 1937. . . .¹⁵ In 1950 there were thirty-one states which continued to issue some type of life certificate. The following states do not issue life certificates: Alabama, Arizona, Arkansas, Delaware, Florida, Maine, Maryland, Massachusetts, Michigan, New Hampshire, New York, North Carolina, (except to those who held Class A certificate prior to 1931) South Carolina, Utah, Vermont, Virginia, and Washington. However, the states that issue life certificates tend to raise the requirements for them. The writer found only one state that was at present issuing a life certificate on less than four years of college preparation. The State of Nebraska listed a Professional-Life Certificate which is being issued on two years of college work plus eighteen semester hours (not necessarily in professional courses). However,

¹⁵ Benjamin W. Frazier, "Trends in Certification of Teachers", *School Life*, XXIV (June, 1938), p. 124.

the total work in college must include nineteen semester hours of professional education.

The states which continue to issue life certificates tend to strengthen the provisions designed to keep the holder of permanent certificates professionally up to date. Usually a teacher must continue to teach to keep the permanent certificate in force. If a holder of a life certificate is separated from the profession as long as two or more years it is frequently necessary that she earn a specified number of semester hours college credit in order to be re-instated. This is made possible by the in-service education programs now available to teachers.

The in-service education of teachers is nothing new. Almost from the very beginning of organized education the need for the growth of teachers on the job has been recognized. . . The attendance of teachers at summer school sessions has been increasing steadily for several decades. . .

In recent years, however, the quality and tempo of developments in the field of in-service education have increased rapidly and significantly. Throughout the country there has been widespread experimentation, and significant improvements have been made in the opportunities for the in-service growth of teachers. . .

The need for better teaching applies equally well to the novice and to the veteran. . .

There is considerable truth in the saying that twenty years' experience may mean simply that the mistakes of the first year have been repeated twenty times. . . Teachers who are failing to grow on the job, whatever the extent of their experience, cannot be expected to serve adequately the needs of tomorrows' citizens.¹⁶

¹⁶ Paul J. Mesner, "In Service Education Comes of Age", The Journal of Teacher Education, (March, 1950), p. 32.

Skinner thought that "sentiment against the practice of conferring life certificates has developed rapidly, during the past few years."¹⁷ This is shown by the fact that only thirty-one states continue to issue a life certificate today. These states require credentials plus experience.

Table II reflects the present diversity in specifications for lowest regular elementary certificates issued by the states. It should be remembered that well qualified teachers usually have credit far in excess of the specified minimum requirements. Twenty-two states require the completion of four years of college or a bachelor's degree as a prerequisite for elementary teaching certificates. In four states the requirements for elementary teachers' certificates are three years of college training. Fourteen states report only two years of training beyond high school graduation as the minimum requirement for certifying elementary teachers. One year of college work is required by four states. Massachusetts requires no state certification of teachers in grades below the ninth. Three states will issue certificates to elementary teachers who have less than one year of training beyond high school: North

¹⁷ Charles E. Skinner and Emerson R. Langfitt, An Introduction to Modern Education, (New York: D. C. Heath & Co., 1937), p. 268.

TABLE II¹⁸

MINIMUM REQUIREMENTS IN COLLEGE CREDIT, PROFESSIONAL
EDUCATION AND PRACTICE TEACHING FOR LOWEST REGULAR
ELEMENTARY TEACHERS' CERTIFICATE, 1950

	Degree, Years, Semester Hours, College Credit	Professional Education, Semester Hours	Practice Teaching, Semester Hours
Alabama	B	30	2-8
Arizona	B	24	8
Arkansas	30	6	1
California	B	24	8
Colorado	90	20	4
Connecticut	B	30	1
Delaware	B	30	1
Florida	B	41	6
Georgia	60	18	3
Idaho	75	18	5
Illinois	B	16	5
Indiana	B	28	12
Iowa	2 yrs.	22	5
Kansas	30	-	1
Kentucky	2 yrs.	17	4
Louisiana	B	24	4
Maine	2 yrs.	6	1
Maryland	B	32	6
Massachusetts	No State Certification		
Michigan	B	20	5
Minnesota	2 yrs.	15	1
Mississippi	6	-	1
Missouri	60	10	1
Montana	2 yrs.	15	1

18 Data taken from Table I, pp. 14-25, of the present study.

TABLE II (Continued)

MINIMUM REQUIREMENTS IN COLLEGE CREDIT, PROFESSIONAL
EDUCATION AND PRACTICE TEACHING FOR LOWEST REGULAR
ELEMENTARY TEACHERS' CERTIFICATE, 1950

	Degree, Years, Semester Hours, College Credit	Professional Education, Semester Hours	Practice Teaching, Semester Hours
Nebraska	12*	-	-
Nevada	1 yr.	-	-
New Hampshire	B	-	6
New Jersey	B	1/6 of degree hrs.	150 clock hrs.
New Mexico	60	-	-
New York	B	36	12-15
North Carolina	B	21	3
North Dakota	12	-	-
Ohio	3 yrs.	24	5
Oklahoma	70	15	-
Oregon	3 yrs.	20	4
Pennsylvania	B	26	6-12
Rhode Island	B	200 clock hours	-
South Carolina	B	21	6
South Dakota	2 yrs.	15	3
Tennessee	2 yrs.	18	3
Texas	1 yr.	-	-
Utah	B	30 quarter hrs.	12 quarter hrs.
Vermont	B	-	-
Virginia	B	18	6
Washington	B	14	6-2/3
West Virginia	64	13	13
Wisconsin	3 yrs.	-	5
Wyoming	2 yrs.	30 quarter hrs.	2

*Nebraska High School Normal or 12 semester hours college.

Dakota, twelve semester hours; Nebraska, twelve semester hours in college or training in Nebraska High School Normal; and Mississippi, six semester hours of college training.

Table III gives the diversity in specifications for lowest regular elementary certificates issued by the states in 1940 as compiled by Frazier.¹⁹

Further tabulation is presented in Table IV which gives a summary of lowest regular requirements for certifying elementary teachers in 1921, 1926, 1940, and 1950. This table gives a general picture of the increasing requirements for the certification of elementary teachers. In interpreting this table it will be noticed that in 1921 not one of the states required even one year of college or normal school training beyond high school. Five years later, 1926, thirteen states required from one to two years of training beyond high school. Fourteen years later, 1940, the number of states requiring two years or more of training beyond high school was thirty-five, while ten states still allowed certificates to be issued on one year of college training. Ten years later, 1950, twenty-two states required the bachelor's degree for the minimum

¹⁹ Benjamin W. Frazier, "Minimum Certification Requirements for Teachers", School Life, XXVI, No. 1, (October, 1940), p. 28.

TABLE III²⁰

MINIMUM REQUIREMENTS FOR LOWEST REGULAR ELEMENTARY
TEACHERS' CERTIFICATE, 1940

	Years	Professional Education	Practice Teaching
Alabama	2	15-24	3
Arizona	4	24	5
Arkansas	1	16	5
California	4	18	4
Colorado	3	20	4
Connecticut	4	6-12	6
Delaware	4	18	6
Florida	2	18	3
Georgia	2	9	1
Idaho	2	15	1
Illinois	2	15	1
Indiana	4	15	3
Iowa	2	15	3
Kansas	1	15	3
Kentucky	2	18	4
Louisiana	4	12	4
Maine	2	18	1
Maryland	3	16	3
Massachusetts	-	-	1
Michigan	2	20	5
Minnesota	1,2	15	3
Mississippi	1/6	18	1
Missouri	2	15	2-1/2-3
Montana	2	15	-

20 Frazier, "Minimum Certification Requirements for Teachers",
op. cit., p. 28.

TABLE III (Continued)

MINIMUM REQUIREMENTS FOR LOWEST REGULAR ELEMENTARY
TEACHERS' CERTIFICATE, 1940

	Years	Professional Education	Practice Teaching
Nebraska	1	15	-
Nevada	1	18	4
New Hampshire	3	12	-
New Jersey	3	18	-
New Mexico	1	15	-
New York	3	18	2
North Carolina	4	18	3
North Dakota	1	16	-
Ohio	3	17	3
Oklahoma	2-1/2	10	4
Oregon	2-2/3	19	2
Pennsylvania	4	18	6
Rhode Island	4	25	-
South Carolina	1	18	0
South Dakota	1	15	3
Tennessee	2	18	-
Texas	1	24	-
Utah	3	18	-
Vermont	2	12	3
Virginia	2	18	6
Washington	3	16	3
West Virginia	1-1/3	15	-
Wisconsin	2	18	5
Wyoming	1	16	-

TABLE IV²¹

SUMMARY OF MINIMUM REQUIREMENTS FOR LOWEST
ELEMENTARY TEACHERS' CERTIFICATE IN
1921, 1926, 1940, 1950

Preparation	Number of States			
	1921	1926	1940	1950
4 Years College			9	22
3 Years College or Normal			8	4
2 Years College; Including professional Preparation		4	17	14
1 Year College; Including Professional Preparation		9	12	4
High School Graduation and Some Professional Preparation But Less Than One Year	4	14	1	2
4 Years High School	14	6		
No Definite Scholarship Requirement Stipulated	30	15		1

21 Data taken from Cook, *op. cit.*, p. 16; Frazier, *op. cit.*, p. 28; Table I of the present study, pp. 14-25. Nebraska will issue a certificate based on 12 semester hours in college or on training in Nebraska High School Normal.

Note: Massachusetts has no state certification - not included in data for 1940 and 1950.

requirement on which to issue certificates. Three states continue to issue a certificate on less than one year of college preparation. It is obvious that improving certification requirements is a slow but sure process.

These minimum requirements may appear very encouraging to an optimist when he looks back on the general requirements for certification of elementary teachers in the Colonial days. However, Table V shows the amount of preparation in semester hours, of elementary school teachers now in service in thirty-five states as reported by Ray C. Maul²² in the Report of the 1950 National Teacher Supply and Demand Study. It should be noted that Maul's study includes thirty-five of the forty-eight states considered in this thesis, and in addition Alaska and the District of Columbia. Nevertheless, Maul's study will show the general preparation of teachers in the elementary schools.

Table V reflects something of the variations in the amount of preparation of elementary school teachers. From the total of 335,619 elementary teachers in service in these thirty-five states, (Maul's study) 46 per cent hold

22 Ray C. Maul, Teacher Supply and Demand in the United States, the National Commission on Teacher Education and Professional Standards, National Education Association of the United States (Washington, D. C., 1950), pp. 32-33. Table XXXIII.

TABLE V23

AMOUNT OF PREPARATION, IN SEMESTER HOURS, OF ELEMENTARY-SCHOOL TEACHERS IN SERVICE IN THIRTY-FIVE STATES

States marked thus (*) show 1948-49 figures; all others show 1949-50 figures. In fifteen states it was not possible to classify teachers in each of the seven columns shown below, but all are classified in three large groups as shown in total. These groups are 120 or more semester hours, 60-119 hours, and less than 60 hours. In four states the new elementary school teachers are shown in separate lines in italics. These new teachers are included in the state total.

State	150 or More Hours		120-149 Hours		90-119 Hours		60-89 Hours		30-59 Hours		1-29 Hours		No Hours		Total	
	No. of Teachers	Per Cent of Total	No. of Teachers	Per Cent of Total	No. of Teachers	Per Cent of Total	No. of Teachers	Per Cent of Total	No. of Teachers	Per Cent of Total	No. of Teachers	Per Cent of Total	No. of Teachers	Per Cent of Total	No. of Teachers	Per Cent of Total
*Alabama	3,323 teachers—24.71 per cent		2,101 15.58		3,902 28.93		4,151 teachers—30.78 per cent		13,486 100.00							
Alaska		258 65.82		115 29.34		5 1.28		9 2.30		2 0.51		3 0.77				392 100.00
*Arizona	795	22.08	2,350	65.28	353	9.81	85	2.38	14	0.39	3	0.08				3,600 100.00
Arkansas	213	3.48	1,950	31.88	1,449	23.69	1,520	24.85	827	13.52	146	2.39	11	.18		6,116 100.00
Arkansas (New in 1949)	0	1.68	311	39.89	68	18.66	148	37.56	90	16.76	10	1.86	1	.19		637 100.00
Connecticut	708	9.72	3,435	47.16	1,000	13.73	1,899	26.07	110	1.51	132	1.81				7,284 100.00
District of Columbia (White)	519 teachers—66.62 per cent		111 14.25		117 15.02		19 2.44		13 teachers—1.67 per cent						779 100.00	
District of Columbia (Negro)	598 teachers—78.89 per cent		87 11.48		73 9.63										758 100.00	
*Florida (White)	4,819 teachers—70.47 per cent		939 13.73		590 8.63		278 4.07		212 3.10						6,838 100.00	
*Florida (Negro)	1,644 teachers—63.32 per cent		519 20.05		224 8.66		101 3.90		100 3.86						2,588 100.00	
Idaho*	89	4.57	396	20.32	427	21.91	957	49.17	27	1.39	44	2.26	9	.46		1,949 100.00
Illinois	13,130 44.34		4,350 15.90		6,531 23.80		2,641 9.65		1,705 teachers—6.23 per cent						27,357 100.00	
Kansas	267	2.63	3,255	32.05	912	8.98	2,468	24.30	1,823	17.95	1,431	14.09				10,156 100.00
Kansas (New in 1949)	49	8.85	444	88.94	101	6.68	488	37.90	349	23.75	163	9.97				1,634 100.00
Kentucky	464	3.49	3,919	29.48	1,359	10.22	4,740	35.65	1,361	10.24	1,278	9.61	175	1.32		13,296 100.00
Maine	420	6.57	3,232	50.57	1,232	19.28	1,412	22.09			95 teachers—1.49 per cent			6,391 100.00		
Maryland	46	1.12	483	11.76	811	19.75	1,918	46.71			848 teachers—20.65 per cent			4,106 100.00		
*Massachusetts	1,892 teachers—42.13 per cent		975 14.21		1,859 27.08		489 7.12		228 3.32		421 6.13				6,864 100.00	
Minnesota	108	1.01	1,575	14.73	601	5.62	5,098	47.68	3,311	30.96						10,693 100.00
*Mississippi (White)	361	4.32	4,695	56.12	1,471	17.58	1,189	14.21	385	4.60	265 teachers—3.17 per cent				8,366 100.00	
*Mississippi (Negro)	15	.24	704	11.42	350	5.69	993	16.11	1,179	19.13	2,923 teachers—47.42 per cent				6,164 100.00	
Missouri	1,666	9.79	8,511	33.39	1,728	10.21	3,717	21.84	1,813	10.65	2,532	14.88	40	.24		17,017 100.00
*Montana	671 teachers—19.36 per cent		251 7.24		2,006 57.88		263 7.59		263 7.59		275 7.93				3,466 100.00	
Nebraska	203	3.33	1,276	14.65	830	9.53	1,963	22.54	1,198	13.75	2,542	29.19	698	8.01		8,710 100.00
Nebraska (New in 1949)	8	.84	81	33.59	64	17.83	176	49.03	89	8.08	6	1.67				359 100.00
Nevada*	24	2.67	335	81.22	98	14.99	146	22.32	34	5.20	16	2.45	1	.15		654 100.00
New Hampshire	39	2.13	543	29.58	296	16.12	747	40.69	112	6.10	99 teachers—5.39 per cent				1,636 100.00	
New Mexico	606	15.54	2,333	59.62	575	14.70	326	8.33	68	1.48	13	.33				3,913 100.00
North Carolina (White)	373	3.57	11,100	76.48	1,409	9.71	662	4.56	524	3.61	414	2.85	32	.22		14,514 100.00
North Carolina (Negro)	163	2.98	5,063	92.77	136	2.48	39	.71	25	.46	25	.46	8	.15		5,479 100.00
Ohio	2,111	8.90	9,977	42.08	3,852	16.25	6,201	26.16	1,322	5.58	246	1.04				23,709 100.00
Ohio (New in 1949)			1,773	18.13	878	11.19	410	16.68								2,458 100.00
*Oklahoma	745	7.59	6,236	63.56	1,346	18.72	1,485	15.14								9,812 100.00
Oregon*	1,556	27.39	1,727	30.41	1,403	24.70	681	11.99	251	4.42	53	.93	9	.16		5,680 100.00
South Carolina (White)	3,770 teachers—61.35 per cent		649 10.56		1,015 16.82		711 teachers—11.57 per cent								6,145 100.00	
South Carolina (Negro)	2,052 teachers—38.18 per cent		750 13.95		1,395 25.95		1,178 teachers—21.92 per cent								5,375 100.00	
South Dakota	80	.96	416	8.01	89	1.72	1,520	29.28	1,690	32.56	1,426	27.47				5,191 100.00
Tennessee	472	2.80	5,483	32.54	2,304	13.67	5,847	32.92	1,096	6.50	1,795	10.65	153	.91		15,850 100.00
*Texas (White)	16,991 teachers—70.56 per cent		3,340 13.87		2,565 10.65		786 3.26		85 1.75		399 1.66				24,081 100.00	
*Texas (Negro)	3,474 teachers—71.84 per cent		580 18.07		412 8.46		130 4.23		24 .80		.39				4,870 100.00	
Utah	113	3.75	1,792	59.52	752	24.98	191	6.34	300	16.81	142	7.96				3,011 100.00
*Vermont	339 teachers—15.99 per cent		302 16.92		702 39.33										1,785 100.00	
Virginia (White)	3,346 teachers—34.83 per cent		4,220 teachers—43.95 per cent												9,602 100.00	
Virginia (Negro)	1,961 teachers—45.66 per cent		1,340 teachers—39.04 per cent												3,523 100.00	
*West Virginia	4,129 teachers—40.12 per cent		1,056 10.26		3,199 31.06		306 2.99		1,077 10.46		523 5.06				10,292 100.00	
Wisconsin	867	6.71	3,561	27.66	1,695	13.12	4,163	32.31	1,946	15.06	589	4.66	101	.78		12,921 100.00
TOTAL	156,768 teachers—46.71 per cent		122,734 teachers—36.57 per cent		56,117 teachers—16.72 per cent										335,619 100.00	

* Arkansas report includes 6,116 of 7,698 teachers. * Idaho report includes 1,949 of 2,689 teachers. * Massachusetts report includes 6,864 of 13,297 teachers. * Minnesota report includes 10,193 of 11,468 teachers. Montana report includes 3,466 of 4,910 teachers. * Nevada report includes 654 of 863 teachers. * Oregon report includes 5,680 of estimated 6,900 teachers.

at least the bachelor's degree; 36 per cent have from sixty to one hundred and nineteen semester hours of credit; and 16 per cent have earned less than sixty semester hours above high school and a great number of the latter have not had any college training. In interpreting these figures it will be seen that in some of these states practically all of the elementary teachers in service have bachelor's degrees. On the other hand it will be noticed that in one state more than one-fourth of the elementary teachers now in service have completed less than thirty semester hours of college credit. These figures reveal a difference in the nature of the problems facing the respective states. In the states with a large number of teachers with degrees the problem will be to improve the quality of the teachers' background. In other states the problem will be to strive for additional college training.

Twenty-four states gave definite answers to the question "How many elementary teachers in your system do not have at least a bachelor's degree?"²⁴ From this information Table VI was compiled. Some of the replies stated a per cent of the total number of teachers who had less

²⁴ Questionnaire, Appendix A, Item 12, p. 98 .

TABLE VI²⁵

PER CENT OF TOTAL NUMBER OF ELEMENTARY TEACHERS EMPLOYED
IN 1949-50 WITH LESS THAN A BACHELOR'S DEGREE
IN TWENTY-FOUR STATES

State	Approximate Per Cent With Less Than A Bachelor's Degree	Approximate Number of Elementary Teachers
Alabama*	66%	12,939
Connecticut*	33	59,000
Delaware*	50	760
Florida*	86	11,000
Indiana*	50	15,000
Kansas	40	10,942
Kentucky	69	13,000
Louisiana*	39	11,000
Maine	60	45,000
Maryland*	54	6,525
Massachusetts	10	13,000
Michigan*	40	25,000
Minnesota	17	12,000
Mississippi	40	10,000
Missouri	50	16,000
Montana	85	3,492
New Mexico	22	4,514
North Carolina*	80	19,000
Ohio	50	23,560
Oregon	50	75,000
Pennsylvania*	57	35,000
Tennessee	25	16,000
Utah*	30	3,012
West Virginia	55	10,437

25 Data taken from Appendix A, Questionnaire, Item 12, p.98 .

* These states have a bachelor's degree as the minimum requirement for issuing new certification.

than a bachelor's degree. Several replies gave the total number of teachers and the number of teachers with less than a bachelor's degree. The author converted these answers into per cents of the total so as to provide a more uniform picture. The information in Table VI is summarized in Table VII. In analyzing these figures it will be noticed that in two states only ten to nineteen per cent of the elementary teachers have less than a bachelor's degree, whereas at the other extreme two states have from 80 to 89 per cent of their elementary teachers with less than a bachelor's degree. In one-third of the twenty-four states analyzed about 50 per cent of the elementary teachers were serving with less than a bachelor's degree.

Further analysis of Table VI reveals that about 45 per cent of the twenty-four states require at least a bachelor's degree as the minimum requirement for certifying elementary teachers. This is perhaps more easily understood by looking at the per cent of total number of teachers in 1948-1949 with emergency certificates.²⁶ This information is recorded in Table VIII.

²⁶ "Admission to the Teaching Profession". Research Bulletin, Vol. XXVII, No. 4 (Washington, D. C.: Research Division of the National Education Association of the United States, 1949), p. 131. Table I, Cols. 6, 7, 8, 9.

TABLE VII²⁷SUMMARY OF THE NUMBER OF EMPLOYED TEACHERS
WITH LESS THAN A BACHELOR'S DEGREE
IN TWENTY-FOUR STATES, 1949-50

Number of States	Range of Percentage
2	10-19
2	20-29
3	30-39
3	40-49
8	50-58
3	60-69
0	70-79
3	80-89

27 Data taken from Table VI, p. 40 of the present study.

TABLE VIII²⁸PERCENTAGE OF TOTAL NUMBER OF TEACHERS IN
1948-49 WITH EMERGENCY CERTIFICATES

State	Years of Posthigh-School Education			Per Cent of Total Number of Teachers in 1948-49 With Emergency Certificates
	Ele- mentary- School Teachers	Junior High- School Teachers	High- School Teachers	
Alabama	4	4	4	37.2%
Arizona	4	4	5	3.9
Arkansas	1	2	4	23.4
California	4	4	5	20.3
Colorado	3	3	4	16.4
Connecticut	4	4	4	4.2
Delaware	4	..	4	7.6
Florida	2	4	4	2.8
Georgia	2	4	4	11.7
Idaho	2 +	..	4	19.6
Illinois	4	..	4	7.2
Indiana	4	4	4	8.2
Iowa	1	4	4	6.6
Kansas	0	4	4	18.0
Kentucky	2	..	4	21.9
Louisiana	4	4	4	7.7
Maine	2	3	4	6.5
Maryland	4	4	4	12.8
Massachusetts	4	1.5
Michigan	2	2-4	4	13.2
Minnesota	2	4	4	5.1
Mississippi	2	..	4	5.3
Missouri	2	4	4	8.3
Montana	2	4	4	11.7

28. Data taken from Research Bulletin, Vol. XXVII, op. cit.,
p. 131, Table I, Cols. 6, 7, 8, 9.

TABLE VIII (Continued)

PERCENTAGE OF TOTAL NUMBER OF TEACHERS IN
1948-49 WITH EMERGENCY CERTIFICATES

State	Years of Posthigh-School Education			Per Cent of Total Number of Teachers in 1948-49 With Emergency Certificates
	Elementary-School Teachers	Junior High-School Teachers	High-School Teachers	
Nebraska	2	3-4	4	15.9
Nevada	1	3	4	5.0
New Hampshire	4	4	4	15.2
New Jersey	4	4	4	5.4
New Mexico	2	4	4	2.0
New York	4	5	5	5.2
North Carolina	4	4	4	5.0
North Dakota	2	4	4	23.0
Ohio	3	4	4	9.5
Oklahoma	2	4	3	2.6
Oregon	3	3-4	4	20.7
Pennsylvania	4	4	4	5.2
Rhode Island	4	..	4	1.3
South Carolina	4	4	4	3.9
South Dakota	2	2	4	16.6
Tennessee	2	4	4	21.7
Texas	1	4	4	3.3
Utah	4	4	4	24.6
Vermont	2	4	4	21.8
Virginia	4	4	4	13.7
Washington	4	..	5	26.6
West Virginia	4	4	4	9.2
Wisconsin	3	4	4	19.5
Wyoming	2	4	4	4.5

In the twenty-three states which grant regular certificates to teachers with two years of college or less, the average of the state percents of teachers employed in 1948-1949 holding emergency certificates was 11.4 percent, while in the nineteen states which require four years of college for even elementary school certificates, a similar average was 11.6 percent. It appears then, that the proportion of teachers employed with substandard certificates in any given state is not highly correlated with the level of legal requirements for regular certificates.²⁹

The difference in the amount of preparation is not restricted to geographical locations, but it seems to be determined to a large extent by whether the district is rural or urban. This trend is presented in Table IX.

There is no doubt that most of the teachers with less than two years of college preparation are teaching in rural elementary schools. Table III (IX, p. 46 of this study) shows the total number of teachers with less than two years' college preparation in rural and city districts of selected states. It is clear that most of the teachers with little or no college preparation are employed in the small elementary districts.³⁰

Table IX bears out the point that there is cause for much concern over the fact that such a wide diversity of requirements for elementary teachers' certification exists within the United States. The concern is heightened by the fact that the people in the United

²⁹ "Admission to the Teaching Profession," Research Bulletin, Vol. XXVII, No. 4 (Washington, D. C.: Research Division of the National Education Association of the United States, 1949), p. 130.

³⁰ Chase, op. cit., p. 73.

TABLE IX³¹

QUALIFICATIONS OF RURAL ELEMENTARY TEACHERS, 1947-48

State	Less Than 2 Years		No College	
	Rural	Urban	Rural	Urban
Georgia	3,499	366	1,779	34
Idaho	291	108	0	0
Kansas	2,633	1,500	381	74
Minnesota	1,661	568	0	0
Mississippi	6,758	876	3,512	244
New Hampshire	249	49	147	18
Tennessee	3,867	444	2,829	254
Wisconsin	2,216	80	0	0

31 Data taken from Chase, op. cit., p. 73, Table III.

States have always been a mobile people, geographically speaking.

The U. S. Department of Commerce has estimated that in 1940 nearly a fourth of the native population of the United States lived in states other than those of their birth.³²

The youth being educated in a rural school is a future citizen of the state. It seems probable that the citizen of a particular state will move to another state during his life. There is reason for educators to be concerned over the diversity of certification requirements for elementary teachers within the United States.

Table X presents requirements for degree certificates for elementary teachers in thirty-five states. These figures reveal that a good portion of the college hours are spent in specialized education courses.

Certificates based on a bachelor's degree vary a great deal in the number of semester hours required in professional education. (See Table XI, p. 49). Three states did not specify any requirement in education courses. At the other extreme there were 41 semester hours in professional education required in one state. The range among the thirty-five states in professional

³² "Migration of Public-School Teachers", (Research Division of National Education Association of the United States, Washington, D. C.: 1949), p. 5.

TABLE X³³

MINIMUM REQUIREMENTS FOR CERTIFICATES BASED ON DEGREES FOR
ELEMENTARY TEACHERS IN THIRTY-FIVE STATES, 1949-50

State	Bachelor's Degree	Professional Education Semester Hours	Practice Teaching Semester Hours
Alabama	B	30	2
Arizona	B	24	8
Arkansas	B	18	8
California	B	24	8
Colorado	B	20	4
Connecticut	B	30	90 clock hrs.
Delaware	B	30	Some no am't. given
Florida	B	41	6
Georgia	B	18	3
Illinois	B	16	5
Indiana	B	28	12
Iowa	B	26	5
Kentucky	B	28	8
Louisiana	B	24	4
Maryland	B	32	6
Massachusetts	No state certificate		
Michigan	B	20	5
Minnesota	B	30	6
Mississippi	B	24	6
Montana	B	-	-
Nevada	B	18	4
New Jersey	B	1/6 degree hrs.	150 clock hrs.
New Mexico	B	21	4
New York	B	36	12-15
North Carolina	B	21	3
Oklahoma	B	18	6
Pennsylvania	B	36	6-12
Rhode Island	B	400 clock hrs.	400 clock hrs.
South Carolina	B	21	6
Utah	B	30 quarter hrs.	12 quarter hrs.
Vermont	B	-	-
Virginia	B	18	6
Washington	B	14	6-2/3
West Virginia	B	20	5
Wyoming	B	30 quarter hrs.	2

33 Data taken from Table I of the present study.

TABLE XI³⁴

MINIMUM REQUIREMENTS IN PROFESSIONAL
EDUCATION FOR CERTIFICATES BASED ON
A BACHELOR'S DEGREE IN THIRTY-FIVE
STATES, 1949-50

Minimum Number of Semester Hours	Number of States Requiring
Unreported or not specified	3
14	1
16	1
18	5
20	3
21	3
24	4
26	1
28	2
30	4
32	1
36	2
41	1
1/6 of degree hours	1
30 quarter hours	2
400 clock hours	1

³⁴ Data taken from Table X of the present study.

education requirements for elementary certificates based on degrees, is from no specified amount in three states to forty-one semester hours in another.

Table XII reflects wide diversity in practice teaching requirements for degree certificates. The range is from no specification to twelve semester hours and 400 clock hours.³⁵

These statistics from thirty-five states show that specialized courses in education are becoming a requirement for elementary certificates.

Issuance of certificates to the teaching profession requires more than just a minimum amount of training beyond high school. There are general requirements which must be met by teachers in many of these states. Table XIII presents the general requirements specified in each state.

Twenty-nine states require citizenship of the United States as a prerequisite to certification.

Today eighteen states prescribe oaths for teachers for the purpose of assuring loyalty to those charged with the education of the country's youth. Eleven states require oaths of allegiance as a condition of certification.

³⁵ Thirty clock hours is the equivalent of one semester hour.

TABLE XII³⁶

MINIMUM REQUIREMENTS IN PRACTICE TEACHING FOR
 CERTIFICATES BASED ON A BACHELOR'S DEGREE
 IN THIRTY-FIVE STATES, 1949-50

Minimum Number of Semester Hours	Number of States Requiring
Unreported or not specified	4
2	2
3	2
4	4
5	5
6	9
8	3
12	2
12 quarter hrs.	1
90 clock hrs.	1
150 clock hrs.	1
400 clock hrs.	1

36 Data taken from Table X of the present study.

TABLE XIII³⁷

GENERAL REQUIREMENTS FOR CERTIFICATION OF ELEMENTARY TEACHERS, 1950

State	Must Be United States Citizen?	Must Take Oath of Allegiance?	Must Be Minimum Age?	Must Pay Fee For Certificate?	Must Have Health Certificate?
Alabama	No	No	17	\$2	No
Arizona	Yes	Yes*	18	No	Yes
Arkansas	Yes	No	18	\$2	No
California	Yes	Yes*	18	\$3	Yes
Colorado	No	Yes*	18	\$4	No
Connecticut	Yes	No	18	No	Yes
Delaware	No	No	20	No	Yes
Florida	Yes	Yes*	20	\$3	Yes
Georgia	No	No	18	\$1	No
Idaho	Yes	No	18	\$5	Yes
Illinois	Yes	No	20	No	Yes
Indiana	Yes	Yes*	No Requirement	\$1	Yes
Iowa	No	No	18	\$2 and \$5	No
Kansas	No	No	No Requirement	\$1 and \$3	No
Kentucky	Yes	No	18	\$2	No
Louisiana	No	No	18	No	No

37 Data taken from Bibliography, Section C, pp.91-96, ; Appendix B, pp. 99-101.

* Oaths of allegiance required as a condition of certification.

TABLE XIII (Continued)

GENERAL REQUIREMENTS FOR CERTIFICATION OF ELEMENTARY TEACHERS, 1950

State	Must Be United States Citizen?	Must Take Oath of Allegiance?	Must Be Minimum Age?	Must Pay Fee For Certificate?	Must Have Health Certificate?
Maine	No	No	17	No	No
Maryland	Yes	Yes	No Requirement	No	Yes
Massachusetts	No State Certification				
Michigan	Yes	Yes*	18	No	No
Minnesota	No	No	No Requirement	\$1	No
Mississippi	Yes	No	18	\$1	No
Missouri	No	No	No Requirement	No	No
Montana	Yes	Yes	18	\$5	Yes
Nebraska	Yes	No	No Requirement	\$2	Yes
Nevada	Yes	No	18	\$1 to \$5	Yes
New Hampshire	No	Yes	No Requirement	No	No
New Jersey	Yes	Yes*	18	\$5	Yes
New Mexico	Yes	No	18	\$1	No
New York	Yes	No	18	\$3	No
North Carolina	No	No	18	No	No
North Dakota	Yes	Yes*	18	\$3 and \$5	No

* Oaths of allegiance required as a condition of certification.

TABLE XIII (Continued)

GENERAL REQUIREMENTS FOR CERTIFICATION OF ELEMENTARY TEACHERS, 1950

State	Must Be United States Citizen?	Must Take Oath of Allegiance?	Must Be Minimum Age?	Must Pay Fee For Certificate?	Must Have Health Certificate?
Ohio	No	No	No Requirement	\$1	No
Oklahoma	Yes	Yes	20	No	No
Oregon	Yes	No	18	\$2	No
Pennsylvania	Yes	No	18	No	Yes
Rhode Island	Yes	Yes	19	No	No
South Carolina	No	No	No Requirement	No	Yes
South Dakota	Yes	Yes	18	\$1 and \$2	No
Tennessee	Yes	Yes	18	\$2	No
Texas	Yes	Yes	18	\$1 and \$2	No
Utah	No	No	18	No	Yes
Vermont	No	Yes	18	No	No
Virginia	No	No	18	No	Yes
Washington	Yes	Yes*	18	\$1	Yes
West Virginia	Yes	No	18	\$1	No
Wisconsin	No	No	No Requirement	\$4	No
Wyoming	Yes	No	18	\$1	No

* Oaths of allegiance required as a condition of certification.

Some states require oaths of allegiance as part of each employment contract. Fear of disloyalty seems to be a tendency during a national crisis.

Most of the legislative activity directed toward requiring oaths of teachers comes during national emergencies in which zealous citizens fear the influence of allegedly disloyal teachers... Teacher-oath legislation reached its peak during World War I. Prohibition of memberships in subversive groups was born in World War II. Although it is to be expected that a certain amount of inquiry regarding the loyalty of teachers will continue as long as the present tension exists in the world, the dangers of persecution of teachers call for vigilance both by public and the profession.³⁸

The oaths of allegiance usually include the following pledges: to support the United States Constitution and the constitution of the particular state; to discharge faithfully the duties of a teacher; to indoctrinate pupils with love of country; and to refrain from membership in a subversive group.

Thirty-seven states mention a minimum age for certification. Thirty of these states require a candidate to be at least eighteen years of age. Four states require a minimum age of twenty years. Only two states mention seventeen years as being acceptable. From Table XIV it is clear that a trend is slowly but definitely emerging for

³⁸ Research Bulletin, op. cit., p. 167.

TABLE XIV³⁹COMPARISON OF MINIMUM AGE REQUIREMENTS FOR CERTIFICATION
OF ELEMENTARY TEACHERS, 1911, 1937, 1950

Age	Number of States		
	1911 ^a	1937 ^a	1950 ^b
16	2	-	-
17	8	4	2
18	25	30	10
19	-	1	1
20	-	2	4
21	1	-	-
No Fixed Requirements	12	11	10

39 Data taken from

- a Benjamin W. Frazier, Development of State Programs for Certification of Teachers (Washington, D. C.: United States Printing Office, 1938), No. 12, p. 78.
- b Table XIII of the present study.

raising the minimum age of the beginning teacher.

Twenty-nine states require a candidate to pay a fee for the issuance of a certificate. This cost ranges from \$1 to \$5. There are eighteen states which do not mention a fee for certificates. The investigator found no evidence that any changes in this phase of the general requirements had taken place recently.

Health certificates are required for the new teachers in the school systems of eighteen states. X-Ray checks against the presence of tuberculosis are usually required. Frazier⁴⁰ points out that more than half of the states require proof of good health. Although the proof required is slight in some cases. It is the opinion of the writer that good health is essential to a capable teacher. It appears that there are far too few states requiring valid health certificates.

Table XV points out that sixteen states require special courses for certification. "Special courses" mean courses peculiar to a given state, generally required by state law. These courses are in several categories. Most of them are in state history, constitution, and law.

⁴⁰ Benjamin W. Frazier, "Renewal of Progress in Teacher Certification", School Life, XXX (April, 1948), pp. 18-21.

TABLE XV⁴¹STATES REQUIRING SPECIFIC COURSES AS BASIS FOR
CERTIFICATION OF ELEMENTARY TEACHERS, 1950

State	Course
Arizona	Arizona Constitution U. S. Constitution
Arkansas	Conservation of Natural Resources
Illinois	American History, Government of State and Nation
Minnesota	Alcohol Education
Nebraska	Physiology, Hygiene or Health with a Unit on Narcotics
Nevada	Nevada Constitution
New Jersey	Health Education
Louisiana	Louisiana History
Oklahoma	Oklahoma History
Oregon	Oregon History, Oregon School Law and System of Education
Rhode Island	Rhode Island Education
Texas	Texas Constitution
Utah	School Health Education
Washington	Washington History and Government Washington School Law
West Virginia	West Virginia History, Government, and Geography
Wyoming	Wyoming Constitution

41 Data taken from Bibliography Section C, pp. 91-96.

Frequently the out-of-state applicants are given a period of one year to obtain the required course. Since such course requirements are set by only a minority of the states, it seems obvious that these courses are not advocated as a prerequisite for good teachers.

The study of requirements for the certification of elementary teachers shows the following trends and tendencies:

- (1) the differentiation of certificates according to the amount of preparation and experience;
- (2) the strengthening of the requirement of in-service preparation as a means of renewing certificates;
- (3) the gradual abolition of life certificates;
- (4) the establishment of prerequisites for the lowest type certificate;
- (5) the specialization for certificates for elementary grades;
- (6) the requirement of certain specialized courses in education in the candidate's program of studies;
- (7) a higher professional preparation among teachers;
- (8) the substitution of teaching experience for required practice teaching;
- (9) the changing of former subject-teaching in teacher preparatory institutions into integrated

learning experiences which involve many areas
of knowledge for the candidate;
(10) the minimum requirement of a bachelor's
degree for certification.

CHAPTER IV

ISSUANCE OF CERTIFICATES

In what authorities is the issuance of certificates vested? On what bases are certificates issued?

The authority for issuing certificates is vested in: (1) state board or state legal education agency; (2) legislature; (3) joint power, legislature and state board.

Certificates are issued upon three bases: (1) college credentials; (2) examination; (3) inter-state exchange.

The number of officials authorized to issue certificates has gradually diminished as education progressed in the United States. The concentration of authority moved, in general, from numerous local officials of town and county superintendents and then to the state departments of education.

The desirability of having state departments issue certificates is voiced by Conant:

Whatever historians, or political theorists may say, the implicit assumption of the average citizen about his school involves the fundamental notion of local control. . .

The constitutional unit on matters of education, however, is not in the town or city, but the state. . . In each of the forty-eight states of the Union,

public education is organized by laws and state constitutions.⁴²

Overn seems to believe that the centralization of authority to issue teachers' certificates is associated with the growth and the importance which the profession of teaching has attained in the United States. He states:

With state certification, it is possible to raise the minimum acceptable standard of training, to recognize specific preparation for each type of teaching job, to minimize unfair discrimination among various parts of the state in minimum training, age, and health requirements, and to eliminate barriers through reciprocal agreements among the states. It is easier for states than for local authorities to refuse certificates to poorly prepared teachers who are willing to serve their local districts for unreasonably small pay. State control encourages the free movement of teachers and discourages inbreeding.⁴³

The states have, from time to time, changed their administrative organizations which issue teachers' certificates. Table XVI shows the number of states with the several types of organizations in effect in 1898, 1903, 1911, 1921, 1926, and 1937. The data in this table prior to 1937 are according to Cook.⁴⁴ The data of 1937 are

⁴² James Bryant Conant, Education in a Divided World. (Cambridge, Mass.: Harvard University Press, 1948), p. 183.

⁴³ Overn, op. cit., p. 271.

⁴⁴ Cook, op. cit., p. 16 .

TABLE XVI⁴⁵

SHOWING TENDENCY TOWARD CENTRALIZATION OF CERTIFICATING
AUTHORITY IN STATE DEPARTMENTS OF EDUCATION,
1898, 1911, 1926, 1937

	1898	1911	1926	1937
State Systems (States issue all certificates)	3	15	36	36
State-Controlled Systems (States prescribe rules, give questions, county issues some certificates)	1	2	4	1
Semi-State System	17	18	5	2
State-County Systems	18	7	2	3
State-Local System			1	1
State, county, and teachers' college				2
State and teachers' college				3

⁴⁵ Data prior to 1927 according to Cook, op. cit., p. 5.
Data for 1937 according to Woellner, op. cit., p. 752.

compiled by Woellner.⁴⁶ From these data it appears that the centralizing in the state department of the control of certification grew steadily across the years to 1926. There seems to be a dormant period between 1926 and 1937.

Table XVII shows the scope of responsibility exercised by the state boards of education in 1947-1948 as disclosed by Chase.⁴⁷ The diffusion of certification authority has almost disappeared. Thirty-nine states now use the state organization for granting teachers certificates. Stinnett⁴⁸ points out that in five states (California, Colorado, Iowa, Kentucky, and Maryland) the authority is divided between the legislature and education agency. In three states (Nebraska, North Dakota, and Texas) the legislature retains the authority to detail certification requirements by law. The following states authorize one or more cities to certify their own teachers: Delaware (Wilmington); Illinois (Chicago); Maryland (Baltimore); New York (New York City and

⁴⁶ Robert C. Woellner, "The Authority to Issue Teachers' Certificates in the United States", Elementary School Journal, XXXVIII (June, 1938), p. 752.

⁴⁷ Chase, op. cit., p. 183.

⁴⁸ T. M. Stinnett, Harold J. Bowers, and E. B. Robert, "Interstate Reciprocity In Teacher Education-Certification," The Journal of Teacher Education, I (March, 1950), p. 74.

TABLE XVII⁴⁹SCOPE OF RESPONSIBILITIES WITH RESPECT TO TEACHER CERTIFICATION
EXERCISED BY STATE BOARD OF EDUCATION, 1947-48

State	General Responsibility	Limited Aspects Only
Alabama	x	
Arizona	x	
Arkansas	x	
California	x	
Colorado		x
Connecticut	x	
Delaware	x	
Florida	x	
Georgia	x	
Idaho	x	
Illinois	No State Board	
Indiana	x	
Iowa	No State Board	
Kansas		x
Kentucky	x	
Louisiana	x	
Maine	No State Board	
Maryland	x	
Massachusetts	No State Certification in Grades Below Ninth	
Michigan		x
Minnesota	x	
Mississippi		x
Missouri	x	
Montana	x	

49 Chase, op. cit., Table 9, p. 183.

TABLE XVII (Continued)

SCOPE OF RESPONSIBILITIES WITH RESPECT TO TEACHER CERTIFICATION
EXERCISED BY STATE BOARD OF EDUCATION, 1947-48

State	General Responsibility	Limited Aspects Only
Nebraska	No State Board	
Nevada	x	
New Hampshire	x	
New Jersey	x	
New Mexico	x	
New York	x	
North Carolina	x	
North Dakota	No State Board	
Ohio	No State Board	
Oklahoma	x	
Oregon		x
Pennsylvania	x	
Rhode Island	No State Board	
South Carolina	x	
South Dakota	No State Board	
Tennessee	x	
Texas		x
Utah	x	
Vermont	x	
Virginia	x	
Washington	x	
West Virginia	x	
Wisconsin	No State Board	
Wyoming	x	

Buffalo); New Jersey; North Dakota; and Oregon. In general, city requirements are higher than those of the states.

The greatest number of certificates is issued on college credentials. Every state issues one or more certificates on this basis. The required college credentials are discussed in Chapter III of this study. The discussion referred to the requirements of: (1) semester hours in college work; (2) semester hours in professional education; (3) semester hours in practice teaching; (4) special courses; (5) general qualifications. It is obvious that there is a definite increase in the minimum requirements for certifying elementary teachers.

One of the greatest problems facing educators today appears to be the problem of providing a richer and more fruitful background for the prospective teachers. Maul⁵⁰ seems to think that the upgrading of elementary teachers has been largely restricted to the increase of quantitative requirements. He states:

There is little evidence, however, that these QUANTITATIVE requirements also include uniform QUALITATIVE requirements. In other words, the possession of a certain number of college credit hours does not, in any way, necessarily imply that the holder of these credits has pursued college

50 Maul, op. cit., p. 35.

courses designed to improve the ability of the potential elementary school teacher. . . .⁵¹

In addition to college credentials as a basis of issuing certificates a few states still issue at least one certificate upon the basis of examination. In Florida, North Dakota, Tennessee, and Illinois the law authorizes the issuing of certificates on examination, but the procedure is seldom used. It seems that the practice of issuing certificates on examination has almost faded out, except in Missouri. Stinnett⁵² and others cited the issuance of about 2500 elementary certificates by examination in Missouri in 1949-50.

The practice of inter-state exchange of certificates has recently taken new growth. Rivlin⁵³ points out that the number of states that issued certificates on an exchange basis declined from thirty-eight states in 1921 to eight states in 1940. The present investigation discloses the practice of reciprocal certification in twenty-six states.

Reciprocal agreements are largely limited to adjoining states or groups of states. The most significant

51 Ibid., p. 35.

52 Stinnett, op. cit., p. 74.

53 Henry N. Rivlin, editor, "Teacher Certification", Encyclopedia of Modern Education, (New York City: F. Hubner & Co., Inc., 1943) p. 804.

achievement made by any group of states is that of eight states in 1950: Connecticut; Massachusetts; Maine; New Hampshire; New Jersey; New York; Rhode Island; and Vermont. Reciprocity among these eight states is now a reality, legally ratified by the state boards of education or chief state legal authority.⁵⁴

Ohio, Indiana, Illinois, Kansas, Iowa, Missouri, South Dakota, Michigan, and Nebraska agreed upon a reciprocity plan in 1946. The extent to which this is practiced is not known. Rosene states:

We are not sure that the reciprocity plan which was agreed upon at a conference in Minneapolis on December 5, 1946, is still followed in all the other states in this area. However, we wish to state that Nebraska is following this agreement to the letter. . . .⁵⁵

Further information concerning the number of states that have reciprocal practice is cited by Frazier.⁵⁶ He points out that states issuing exchange certificates include: Delaware; Idaho; Kentucky; and Montana. Most of these states will issue certificates providing the requirements of that particular state are substantially met.

⁵⁴ "Eight-State Reciprocity Compact", op. cit., p. 1 .

⁵⁵ Excerpt from correspondence with W. A. Rosene, Director of Certification, Lincoln, Nebraska, June 27, 1950.

⁵⁶ Frazier, "Renewal of Progress in Teacher Certification", op. cit., p. 19.

These reports show that at least twenty-six states are now engaged in active reciprocal practices. Many educators today believe that inter-state exchange of teachers is desirable. This is borne out by the following statement by Overn:

It is not good to destroy the free interchange of teachers from one state to another because that will cause inbreeding, provincialism, lack of sympathy, and lack of proper integration of the National citizenship. It will breed distrust among states. . . . In a nation such as ours, in which there is considerable movement of population, teachers, also, should be free to move about, in order to make possible an interchange of ideas.⁵⁷

If some knowledge of the extent to which teachers move about gives a basis for judging the desirability of reciprocity of teachers' certificates some evidence may be gained by interpreting Tables XVI, p. 63 and XVII, pp. 65-66.

The replies of twenty-two states to the question "What per cent of your elementary teachers are educated in your state?"⁵⁸ resulted in Table XVIII. More than 25 per cent of the teachers in these twenty-two states

⁵⁷ Alfred Victor Overn, The Teacher in Modern Education, (New York: D. Appleton-Century Co., 1935) p. 277.

⁵⁸ Questionnaire, Appendix A, Item 13, pp. 97-98 .

TABLE XVIII⁵⁹

PERCENT OF ELEMENTARY TEACHERS IN SERVICE
IN TWENTY-TWO STATES, WHO WERE EDUCATED
IN THE STATE, 1949-50

State	Percent
Alabama	90%
California	55
Connecticut	73
Florida	86
Idaho	35-40
Illinois	80
Indiana	80
Kansas	86.4
Louisiana	85
Maine	80
Massachusetts	70
Michigan	75
Minnesota	80-90
Mississippi	80
Missouri	85
North Carolina	75
North Dakota	75
Oregon	75
Pennsylvania	95
Tennessee	80
Utah	95
West Virginia	99

59 Questionnaire, Appendix A, Item, 13, pp. 97-98 .

are educated outside of the state in which they teach. In view of this it seems that the teacher preparing institutions should work toward uniformity in training programs.

Table XIX shows that 30 per cent of the teachers employed have served in states other than their present state. Further analysis of Table XIX reveals that as many as 92 per cent of the teachers have never served outside of the state, whereas, in another state only 33 per cent had never served elsewhere. There are wide differences from state to state, in the proportion of teachers with out-of-state service.

Inasmuch as a large percentage of teachers never teach in the state in which they are educated and a large percentage of teachers serve in more than one state (during their years of work) it appears that reciprocity of teachers' certificates is desirable.

There are many barriers to the free movement of teachers from one state to another. Three outstanding barriers are: (1) diversity of requirements for certificates; (2) lack of provisions for allowing credit to experienced teachers for prior service in other states toward retirement benefits in the receiving state; (3) lack of provisions for allowing credit to experienced teachers for

TABLE XIX⁶⁰

PERCENTAGE OF ALL IN-SERVICE TEACHERS WHO
NEVER SERVED ELSEWHERE, 1948-49

State	Percentage of Teachers
Alabama	92.0
Arizona	46.1
Arkansas	65.3
California	64.8
Colorado	56.9
Connecticut	62.3
Delaware	57.1
Florida	48.4
Georgia	74.6
Idaho	57.5
Illinois	77.9
Indiana	78.3
Iowa	49.2
Kansas	69.3
Kentucky	85.3
Louisiana	75.5
Maine	87.5
Maryland	70.3
Massachusetts	70.6
Michigan	78.5
Minnesota	41.0
Mississippi	80.2
Missouri	75.1
Montana	44.4

60 Madaline K. Remalien, "The Migration of Public-School Teachers", Research Division, National Education Association (Washington, D. C.: 1949), p. 14. (Mimeographed).

TABLE XIX (Continued)

PERCENTAGE OF ALL IN-SERVICE TEACHERS WHO
NEVER SERVED ELSEWHERE, 1948-49

State	Percentage of Teachers
Nebraska	65.8
Nevada	40.0
New Hampshire	60.5
New Jersey	66.7
New Mexico	37.2
New York	86.2
North Carolina	79.0
North Dakota	62.5
Ohio	82.4
Oklahoma	77.5
Oregon	43.4
Pennsylvania	90.3
Rhode Island	65.9
South Carolina	77.6
South Dakota	62.5
Tennessee	67.3
Texas	84.9
Utah	67.1
Vermont	67.4
Virginia	70.2
Washington	49.6
West Virginia	83.3
Wisconsin	78.6
Wyoming	33.3

prior-out-of state service toward placement on state or local salary schedule.

Diversity of requirements for certificates in the various states appears in many ways as shown throughout Chapter III of this study. The requirements for the lowest regular elementary certificates differ in the following phases: (1) number of semester hours in college training; (2) number of semester hours in professional education; (3) number of semester hours in practice teaching; (4) general requirements; (5) special courses. These diversities are presented in Tables II, pp. 31-32; IV, p. 36; XIII, pp. 52-54; and XV, p. 58 of this study.

By analyzing these Tables it seems obvious that the wide diversity in the requirements for the lowest elementary certificate presents handicaps to in-migrating teachers.

The lack of provisions for allowing credit to experienced teachers for prior service in other states toward retirement benefits in the receiving states perhaps is the major barrier. Answers to the question, "Toward retirement benefits, do you allow new teachers credit for prior out-of-state service?"⁶¹ are compiled in Table XX.

⁶¹ Questionnaire, Appendix A, Item 2, p. 97 .

TABLE XX⁶²

PROVISIONS IN STATE TEACHER RETIREMENT SYSTEM FOR
TRANSFER OF PRIOR OUT-OF-STATE SERVICE, 1949-1950

State	Toward Retirement Benefits, Do You Allow New Teachers Credit for Prior Out-of-State Service?	How Many Years Are Allowed The Transferring Teacher?
Alabama	No	
Arizona	No	
Arkansas	No	
California	No	
Colorado	No	
Connecticut	Yes	10
Delaware	No	
Florida	Yes	10
Georgia	No	
Idaho	No	
Illinois	Yes	10
Indiana	Yes	8
Iowa	No	
Kansas	No	
Kentucky	Yes	8
Louisiana	No	
Maine	Yes	10
Maryland	No	
Massachusetts	Yes	
Michigan	Yes	15
Minnesota	Yes	
Mississippi	Yes	10
Missouri	No	
Montana	Yes	10

62 Questionnaire, Appendix A, Item 2, p. 97.

TABLE XX (Continued)

PROVISIONS IN STATE TEACHER RETIREMENT SYSTEM FOR
TRANSFER OF PRIOR OUT-OF-STATE SERVICE, 1949-1950

State	Toward Retirement Benefits, Do You Allow New Teachers Credit for Prior Out-of-State Service?	How Many Years Are Allowed The Transferring Teacher?
Nebraska	No	
Nevada	Yes	10
New Hampshire	Yes	10
New Jersey	Yes	
New Mexico	Yes	5
New York	Yes	10
North Carolina	No	
North Dakota	Yes	7
Ohio	Yes	
Oklahoma	No	
Oregon	No	
Pennsylvania	No	
Rhode Island	Yes	10
South Carolina	No	
South Dakota	Yes	15
Tennessee	No	
Texas	No	
Utah	No	
Vermont	No	
Virginia	No	
Washington	Yes	10
West Virginia	Yes	
Wisconsin	Yes	5
Wyoming	No	

Only twenty-three states reported any plan for allowing credit for such service. The credit allowance varied widely, the range being from five to fifteen years. The experienced teacher who has completed fifteen years or twenty years service in one state and is within a few years of qualifying for the State's retirement benefits usually cannot go to another state regardless of the possible salary increase, if his years of prior service cannot be transferred and counted toward retirement benefits. This problem can be illustrated by referring to an actual case cited by Stinnett and others:

"A member of the staff of a state department of education accumulated, in this position and as a teacher in the public schools of the state, 15 years of service in the state teacher retirement system. He then accepted a position in a large city in the same state which had its own retirement system but provided for no transfer of prior service. Giving up credit for his prior service, he had to start over to build up a retirement annuity in the city system. Four years later, he accepted the presidency of a state college just across the state line in an adjoining state. He had to give up membership in the city retirement system and make a fresh start to build retirement benefits in the retirement system of the new state, thus sacrificing a total of 19 years of service credit."⁶³

The problem of transferring retirement credit is complicated, but a workable solution seems possible. The

63 Stinnett, op. cit., p. 71.

National Council on Teacher Retirement of the NEA, through a Reciprocity Committee, submitted a report to the National Council at Atlantic City (Feb. 1950).⁶⁴ This report was to be used as the basis for the possible development of specific suggestions for the modification of existing state laws in such a way as to provide a uniform plan for allowing credit for prior teaching service in other states.

The replies to a question concerning credit allowance for prior out-of-state service toward placement on the salary scale have been compiled in Table XXI.

The time allowance of prior service for placement on the salary scale varied from four years to full credit. In nineteen states the amount of time for which credit is given is left entirely up to the local school systems. There does not seem to be an easy solution to this problem. The problem is more difficult to solve because the solution seems to depend upon the numerous local districts within each state.

Lewis⁶⁵ believes that mobility characterizes the teaching profession to a much greater extent than any of

⁶⁴ This report is not available at the present time. However, it should be available in the near future.

⁶⁵ Ervin Eugene Lewis, Personal Problems of the Teaching Staff (New York: The Century Co., 1925), p. 115.

TABLE XXI⁶⁶

PROVISIONS MADE TOWARD PLACEMENT ON STATE OR LOCAL SALARY
SCHEDULE FOR PRIOR OUT-OF-STATE SERVICE, 1949-50

State	Toward Salary Scale Placement Do You Allow New Teachers Credit For Prior Out-of- State Service?	How Many Years Are Allowed The Trans- ferring Teacher?	Does the Num- ber of Years Allowed De- pend Upon the Local School System?
Alabama	No		
Arizona	Yes	1/2 up to 5 yrs.	No
Arkansas	Yes		Yes
California	Yes		Yes
Colorado	No		
Connecticut	Yes		Yes
Delaware	Yes	Full	No
Florida	Yes	Full	No
Idaho	Yes	Full	No
Illinois	Yes		Yes
Indiana	Yes		Yes
Kansas	No		
Kentucky	Yes		
Maine	Yes		
Maryland	Yes		Yes
Massachusetts	Yes		Yes
Michigan	Yes		Yes
Minnesota	Yes		Yes
Mississippi	No		Yes
Missouri	Yes		
Montana	No		Yes
Nebraska	Yes		
Nevada	Yes		Yes

66 Questionnaire, Appendix A, Item 3, p. 97.

TABLE XXI (Continued)

PROVISIONS MADE TOWARD PLACEMENT ON STATE OR LOCAL SALARY
SCHEDULE FOR PRIOR OUT-OF-STATE SERVICE, 1949-50

State	Toward Salary Scale Placement Do You Allow New Teachers Credit For Prior Out-of- State Service?	How Many Years Are Allowed The Trans- ferring Teacher?	Does the Num- ber of Years Allowed De- pend Upon the Local School System?
New Hampshire	Yes		Yes
New Jersey	Yes		Yes
New Mexico	Yes	4 or 5	
New York	Yes	Full	
North Carolina	Yes	Full	Yes
North Dakota	Yes		
Ohio	Yes		
Oklahoma	-		Yes
Oregon	Yes		Yes
Pennsylvania	No		
Rhode Island	Yes		Yes
Tennessee	Yes		Yes
Utah	Yes		Yes
Vermont	No		
Virginia	Yes	4	Yes
West Virginia	No		
Wisconsin	No		
Wyoming	No		

the other learned professions. Therefore, it seems that reciprocity in teacher certification is desirable.

The study of the issuance of certificates shows the following trends and tendencies:

- (1) the requirements of certain specialized courses in the candidates program of studies;
- (2) the gradual abandonment of examination as the basis of issuing certificates;
- (3) the tendency toward the exchange of certificates on reciprocal basis;
- (4) the movement toward the centralization of certification in the state department of education.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

The issuance of elementary teachers' certificates, based on college credentials, by the state board of education reflects the present level of certification development. The steps in the evolution of the certification of teachers are: (1) oral examination; (2) written examination; (3) Normal School attendance; and (4) college credentials.

The authorization of certification for elementary teachers has passed almost entirely from local authority to state departments of education. The various states have quite generally drawn specifications for certification without much regard to a universal pattern. As a result wide diversity in minimum requirements for elementary teachers' certification exists today among the states.

Standards for certification have grown quite detailed in most states in the past thirty years. The scholastic requirements have been raised in quantity and quality. The majority of the states require a specified amount of professional education which usually must include a few semester hours in practice teaching. In twenty-two states the elementary teacher is certified on the completion of

a bachelor's degree. A total of forty states now require a minimum of two or more years of college credit as a prerequisite for certification.

Of the total number of elementary teachers in service in thirty-five states, in 1948-49, about 46 per cent held at least a bachelor's degree, whereas, at the other extreme approximately 16 per cent had less than sixty semester hours of college credit. A little over 11 per cent of all the teachers in service were holders of emergency certificates. Furthermore, most of the teachers with less than two years of college preparation were teaching in rural elementary schools.

Today, sixteen states have special courses included in the scholastic requirements for certification.

In addition to scholastic requirements, as prerequisites to certification, the following general requirements are specified in certain states: (1) twenty-nine states require United States citizenship; (2) eighteen states prescribe oaths of allegiance; (3) thirty-seven states mention a minimum age; (4) twenty-nine states require a fee for the issuance of a certificate; and (5) eighteen states require health certificates. There is little uniformity in the number of states that have certain general requirements for certifying elementary teachers. It would seem that more states should include

these items in the certification requirements, if the number of states now enforcing them is a measure of their importance.

The authority for issuing certificates has moved, in general, from numerous local officials of town and county superintendents to the state departments of education. The diffusion of certification authority has almost disappeared. In thirty-nine states the state board of education has the responsibility of issuing certificates. In five other states the authority is shared between the legislature and education agency. The centralization of certification in the state department of education is almost universal.

The practice of issuing certificates on the basis of college credentials is increasing. Every state now issues at least one certificate on this basis. Certification by examination, which in the early years of this country was almost universal, has been almost completely abandoned. The interstate-exchange of certificates on a reciprocal basis is practiced in twenty-six states. Reciprocity in teacher certification is desirable since many teachers teach in more than one state during their career.

The review of requirements for certifying teachers

in the various states shows no definite uniformity of requirements, as yet. Nevertheless, there is probably greater uniformity than there was when local authorities examined candidates. Great progress has been made in the quantity and quality of scholastic requirements for the certification of teachers. However, there are many implications for further study of the problem of certifying teachers. This should challenge students in education and public certificating officials to continue attempts to improve the process involved in providing the best educational leadership possible.

Cognizance should be taken of the limitation as well as the strength of certification. To date, certification has been successful chiefly in measuring the duration of education of a candidate. Certification is a matter of evaluating records. Going behind those records to discover the quality of content they represent is almost impossible. Certification can extend the time that shall be devoted to preservice preparation but does little to determine what fills up that extended time. Certification can require a certain number of semester hours in education courses, but it has little power to affect what happens in those hours. Perhaps institutions that prepare teachers provide the most readily available place

for improvement of certification. This advancement seems to lie within the curriculum planning of the professional school.

It seems that the effectiveness of preservice training can be increased by requiring that a teacher-in-training spend a minimum of two college years in studying special phases of general education which are basic to all others.

These two years should be followed by a full college year of observation by the teacher-in-training. This observation needs to be extended over a long period of time so as to give a full, long range view of the development of a school program in a class room similar to real teaching situation. Observation may confuse rather than aid the teacher-in-training if the time is too short to provide a study of the full reactions of pupils to the introduction, the materializing and ending of a school year's training under a competent teacher (who is also the supervisor). The period of observation must be paralleled by conferences and guided study of theory courses.

In the fourth year of college the teacher-in-training should be in an actual teaching situation where she has the full responsibility. She should be supervised but in such a way that the pupils would not be conscious of the observation. (This might be accomplished by the use of a

mirror observatory in which only one-way visibility is possible.)

The fifth year should be a full year of probationary teaching. This could be carried on in any school system. The candidate would not be a certified teacher until satisfactory results of this year were measured.

Strong emphasis should continue to be put upon growth in service through summer session work.

Certification standards may be raised by increased practicability of professional education courses. The certificate is valuable in direct proportion to the criterion of qualification on which it is issued.

Finally it may be said that certificates based on degrees do not make teachers. They only make better teachers out of those people who have intelligence and personality necessary for success in elementary school teaching.

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APPENDIXES

APPENDIX A

QUESTIONNAIRE TO CERTIFICATION OFFICIALS

1. Please send a copy of the requirements for teacher certification in your state.

If the following questions are not answered in the above, please answer.
2. Toward retirement benefits, do you allow new teachers credit for prior, out-of-state service? Yes.
How much? No.
3. Toward Salary scale placement, do you allow new teachers credit for prior, out-of-state experience? Yes. How much? No.
4. What changes in certification is planned for your system within the next six years?
5. In the past 20 years, what change in certification requisites has occurred as a result of hiring teachers from other states?
6. Do you have agreements with other school systems regarding reciprocity? Yes. No. If yes, please explain.
7. With what Regional Compact of reciprocity are you affiliated?
8. Can you aid this survey by naming educational groups which have recently held or are planning to hold group studies on reciprocity?
9. Are there any statutory provisions in your state which would hinder reciprocal agreements with other states? Yes. No. If yes, please explain.

10. Is a national certification of teachers favored by your system? _____ Yes. _____ No.
If yes, who should administer this certification?
11. Approximately how many elementary teaching positions do you have in your system?
12. How many elementary teachers in your system do not have at least a Bachelor's Degree?
13. What percent of your elementary teachers are educated in your state?
14. From what state, other than your own, do most of your teachers come?

_____ Signature

_____ Title

APPENDIX B

CERTIFICATION OFFICIALS

- ALABAMA - W. Morrison McCall, Director, Division of Instruction.
- ARIZONA - W. Fred Miller, Director of Certification.
- ARKANSAS - Clifford S. Blackburn, Director, Division, Teacher Education and Certification.
- CALIFORNIA - James C. Stone, Consultant in Teacher Education.
- COLORADO - Eleanor L. Casebolt, Supervisor of Teacher Certification.
- CONNECTICUT - Henry C. Herge, Chief, Bureau of Higher Education and Teacher Certification.
- DELAWARE - Robert C. Stewart, Director of Research and Publications.
- FLORIDA - J. T. Kelly, Supervisor of Teacher Education and Certification.
- GEORGIA - L. M. Lester, Director, Division of Teacher Training and Certification.
- IDAHO - Ross E. Barney, Assistant State Superintendent.
- ILLINOIS - Luther J. Black, Secretary, State Teachers Examining Board.
- INDIANA - J. Fred Hull, Director, Teacher Training and Certification.
- IOWA - Wayland W. Osborn, Executive Secretary, State Board of Educational Examiners, and Director of Certification.
- KANSAS - F. Floyd Herr, Director of Certification and College Accreditation.
- KENTUCKY - Louise Combs, Assistant Director, Division of Teacher Education and Certification.
- LOUISIANA - J. E. Williams, Supervisor, Teacher Education and Certification.

- MAINE - Ermo H. Scott, Director, Teacher Education and Certification.
- MARYLAND - Merle S. Bateman, Director of Certification and Accreditation.
- MASSACHUSETTS - Patrick J. Sullivan, Director, Division of Elementary and Secondary Education and State Teachers Colleges.
- MICHIGAN - Eugene Richardson, Consultant, Teacher Education and Certification.
- MINNESOTA - Floyd R. Adams, Director, Teacher Personnel.
- MISSISSIPPI - James T. Coleman, Supervisor, Teacher Education and Certification, and Placement.
- MISSOURI - Irwin F. Coyle, Director of Teacher Education and Certification.
- MONTANA - Esther Schmidt, Director of Certification.
- NEBRASKA - W. A. Rosens, Director of Certification.
- NEVADA - Helen Hughes, Certification Clerk.
- NEW HAMPSHIRE - Russell H. Leavitt, Chief, Division of Instruction.
- NEW JERSEY - Everett C. Preston, Secretary, State Board of Education.
- NEW MEXICO - Ellen W. Vaughan, Director of Certification.
- NEW YORK - Carroll V. Newsom, Assistant Commissioner for Teacher Education.
- NORTH CAROLINA - James E. Hillman, Director, Division of Professional Services.
- NORTH DAKOTA - Lorene York, Director of Teacher Certification.
- OHIO - Harold J. Bowers, Supervisor, Division of Teacher Education and Certification.

- OKLAHOMA - E. H. Bingham, Director of Certification and Teacher Education.
- OREGON - Walter E. Snyder, Assistant Superintendent, Special Education and Teacher Certification.
- PENNSYLVANIA - Henry Klonower, Director, Teacher Education and Certification.
- RHODE ISLAND - William P. Robinson, Jr., Supervisor of Teacher Certification.
- SOUTH CAROLINA - Ellison M. Smith, Director, Teacher Education and Certification.
- SOUTH DAKOTA - Tillie Snyder, Director of Certification.
- TENNESSEE - C. M. Hardison, Director of Teacher Education.
- TEXAS - C. L. Kuykendall, Chairman, Board of Examiners.
- UTAH - N. Blaine Winters, Director of Teacher Personnel.
- VERMONT - Arthur B. Elliott, Director, Teacher Education and Certification.
- VIRGINIA - J. L. Blair Buck, Coordinator of Teacher Education
- WASHINGTON - Wendell Allen, Consultant, Teacher Education; Boydie Rich, Supervisor of Certification.
- WEST VIRGINIA - Genevieve Starcher, Director, Division of Teacher Certification.
- WISCONSIN - R. F. Lewis, First Assistant State Superintendent.
- WYOMING - Roy E. Robertson, State Certification Officer.

VITA

Grace Bales Ramos. At present the applicant is a sixth grade teacher at Ginter Park School, Richmond, Virginia. She has taught in the Richmond Public School System for five years. The two years prior to this, she taught at Fork Union Military Academy in Fluvanna County and in the Henrico County School System, respectively.

She received the Bachelor of Science Degree in Education from Madison College, Harrisonburg, Virginia, in 1942. In the summer of 1945, she entered the Graduate School of the University of Richmond. After two summers of non-attendance, she resumed her studies in the summer of 1949 and completed the required semester hours of graduate study. Since that time, she has been working on the present thesis.