

A SURVEY OF STATE REGULATIONS
RELATING TO CERTIFICATION OF TEACHERS
IN NURSERY SCHOOLS AND DAY CARE CENTERS

by

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A SURVEY OF STATE REGULATIONS
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CHAPTER I

INTRODUCTION

An increasing awareness of the needs of young children is resulting in concern among both professional and lay people as to how well those needs are being met in the United States today. (35, p. 1-3) Some of the questions being asked are: In the complex society of today how much of the responsibility for meeting the needs of very young children should be assumed by agencies outside the home? In supplementing the contributions of the home to the growth, development, and education of young children, what is the role of the day care center, nursery school, or play group? If places for group care of young children are considered to be a valuable supplement to the home, what assurance is there that these agencies are assuming the responsibility entrusted to them? Are the state governments assuming any responsibility for the education of their youngest citizens? Are there any state laws requiring certain standards for places for group care of normal children under five years of age? Do these standards safeguard the child's emotional, social, and intellectual well-being as well as his physical welfare?

Wherever children are, whatever their environment, and whatever

their experiences may be, for good or for ill, they are learning. (30, p. 5) (29, p. 8) It follows then, that whether or not a place for group care calls itself a "school," education is taking place there--the lives of young citizens are being affected. What takes place in a nursery center may, therefore, be considered a legitimate concern of the state. Such questions as the following may be asked: what kind of experiences is the child having; are these experiences on the level of his ability; do they meet his needs, or are they detrimental to his normal growth and development? Are the people who work with children in these places qualified to guide and influence them during these important formative years?

Many authorities consider that "the most important single factor in the school is the teacher." (31, p. 5) They believe that the standards of a nursery school or day care center are largely dependent upon the teachers who, through their day-to-day contacts with children and parents, determine the practices of the school or care center. Although it is recognized that there are many other important factors affecting the quality of the experiences of children in a group care center, the writer has chosen to study teacher qualifications as the factor of greatest significance.

Purpose

The purposes of this study are:

1. To review the literature regarding the significance of the nursery school and day care center in contemporary culture and the importance of the nursery teacher.

2. To determine what regulations, if any, exist in each of the forty-eight states regarding certification and other standards for persons who work in places for group care of normal children under five years of age.
3. To evaluate existing standards and make recommendations for future state action.

Need for the Study

As a result of her experiences during a number of years as a nursery school teacher and child development instructor, the writer has become not only keenly aware of the importance of early childhood education but also very much concerned about the lack of adequate regulations for places for group care of young children. These experiences have included contacts with other preschool teachers, parents of preschool children, and many other individuals, both lay and professional. Discussion with people attending such professional meetings as those of the National Association for Nursery Education, the Association for Childhood Education International, and the Southern Association on Children Under Six has tended to focus the writer's attention on the problem of qualifications of persons working with young children in nurseries over the country.

An attempt to locate research studies and related material on the topic of state regulations relating to certification and other standards for teachers in nursery schools and day care centers reveals

that information on this subject is very limited.¹ The few reports available show quite clearly the lack of such regulations in a large number of states. (2) (3) (38) (40)

Lack of standards in various states for registering, licensing, and regulating the establishment and operation of places for group care of normal children of nursery age has enabled persons without adequate qualifications to operate places for the care of young children. (43, p. 33-34) Since there is an increasing awareness and interest concerning the importance of meeting the needs of children in the formative years, a survey of existing conditions would seem to be an important contribution in order to determine what is being done today. There is need to know what qualifications are considered essential if the teacher of young children is to fulfill her responsibilities adequately. There is need, also, to determine whether or not state requirements are based on knowledge of young children's needs as well as an understanding of the importance of persons who work with nursery age children.

Scope of the Study

Limitations:

This study:

1. Is limited to a survey of present state regulations regarding

¹A study entitled Certification Requirements for Teachers of Young Children was done recently by Flora at Oklahoma A and M College. Although her report is in some respects similar to the present study, it differs in that it places major emphasis on requirements for kindergarten teachers and one of its main purposes is to

certification or other standards for teachers in nursery schools and day care centers. It does not include either local or federal regulations except as such information may, in certain instances, clarify the situation existing in a state. The survey is based on data collected during the period between February, 1956, and February, 1957.

2. Is concerned with places for group care of normal children over two, but not over five years of age, who regularly spend only a part of their day in group care. It does not include institutions set up for the care of dependent children or for children who are physically, mentally, or emotionally handicapped; nor does it include Sunday Schools, where groups of children go for only one or two hours one day per week.
3. Is limited to certification of and standards for teachers, although it is recognized that there are many other factors affecting the adequacy of group care centers.

Definitions:

1. Group care is interpreted to refer to any situation in which three or more children not of the same family are brought together regularly for part of the day (more than one hour and less than twenty-four).
2. Various names are used interchangeably in this study for

review college study plans for preparation of teachers of young children. (23)

places for group care of young children, such as nursery, child care center, and pre-school, and are intended to include both nursery schools and day nurseries or day care centers. Since a distinction between the two types of places is still rather universally made in the literature and in the material received from the various states, the same distinction has been used in this thesis. Such a designation usually refers to the nursery school either as a half-day service or as a place offering "educational advantages"; reference to a day nursery or day care center usually means a place operating for more than a half-day and primarily providing care for children as a substitute for the home during the day time hours. The day nursery or day care center may or may not offer the same type of educational program as the nursery school.

3. The term teacher is intended to include any person who works with children, whether designated as teacher, assistant, or by some other title.

Procedure

1. From a review of professional literature, the opinions of authorities in the field were obtained regarding:
 - a) The social significance of early childhood education
 - b) The importance of the teacher of pre-school children
 - c) The qualifications and training considered essential for nursery school teachers.

2. For the purpose of making a survey of existing state regulations relating to certification of teachers in nursery schools and day care centers, the following procedure was used: A personal letter was sent to the state superintendent of education in each of the forty-eight states requesting information relating to standards for teachers who work with normal children of nursery age (under five years) in places for group care (three or more children). Copies of laws and any material showing how these laws have been interpreted were requested. In order to obtain as complete information as possible, it was requested that the letter be forwarded to other state departments if the information was not available from the state department of education. For further information needed from certain states, a second letter was sent. This letter requested information from departments of welfare or health in states in which the department of education had indicated that it had no jurisdiction over places for group care of children under five years of age.¹ (See Appendix I for copies of letters)
3. Findings from the states were summarized and regulations

¹A number of questions not directly related to teacher qualifications were asked in the letters, in an attempt to obtain information needed to interpret the regulations. It was also hoped that such cues might encourage the respondents to give more complete information. Although data were received on these points in many of the replies, the information was not included in the presentation of results because it was not directly related to certification and standards for teachers, as such.

analyzed as follows:

- a) Data relating to certification requirements or other standards for nursery staff were excerpted from the letters, bulletins, and mimeographed material received from each state. From these data the certification status of each state was determined.
- b) Data from states having certification regulations were analyzed to determine the application of such regulations: Is certification of nursery teachers mandatory or optional? Does it apply to teachers in public places for group care? Private places? Does it apply to teachers in nursery schools? Day care centers? Play groups? Further analysis ascertained the requirements which must be met in each state in order to obtain the certificate for teaching in nursery schools or day care centers.
- c) Data from states having other standards for staff but no certification regulations were analyzed to find out what qualifications are required or recommended for teachers in nursery schools or day care centers. Educational requirements for nursery teachers in these states were summarized.
- d) Data from states having neither certification nor other standards for staff were examined to discover, if possible, the reasons for lack of certification and for other pertinent information regarding the situation in these states.

- e) Tables were constructed to facilitate presentation of the data.
4. Existing standards, as revealed by the survey data, were evaluated and recommendations were made for future state action relating to certification of preschool teachers.

CHAPTER II

NURSERY EDUCATION AND THE IMPORTANCE OF THE NURSERY TEACHER

Importance of the Early Years of the Child's Life

"The first five years in the cycle of child development are the most fundamental and the most formative for the simple and sufficient reason that they come first. Their influence upon the years that follow is incalculable." (27, p. 62) The amount of growth and learning which takes place during this period of a child's life is immense when compared with any other five-year period, and "it is during these years that his personality is shaped; the later years add to and modify the basic influences of the early years." (26, p. 3) "The demands of society and the findings of science are compelling us to see the cultural significance of the preschool years--the fundamental years which come first in the cycle of life and which therefore must have a certain priority in all social planning." (27, p. 12)

Research is continuing to emphasize that meeting the needs of children during these critical years is of basic importance in order that each child may have a secure foundation upon which to build the rest of his life. "A good beginning will serve as a shock absorber for the hard realities life is fairly sure to deal out; a poor beginning may leave a child too weak physically or emotionally to cope with them." (26, p. 3)

In an address before the World Organization for Early Childhood Education, Agnes Snyder said:

We know that the rudiments of all important physical, mental, social, esthetic, and spiritual learnings are established in this period; that the success or failure in any of these learnings affects all the others; that they are mutually dependent on one another; that the habits formed in eating, sleeping, and elimination are accompanied by the formation of attitudes not only toward the behaviors involved but toward self and others; that speech patterns and patterns of locomotion are tied in with motivations that persist; that the development of physical skills is both the result and the cause of social growth and that all such learnings are accompanied by a steady build-up of values--esthetic, social, spiritual. We know this much and more. (45, p. 7)

But, continued Snyder, we have not been so aware of the social implications of this knowledge:

It has taken us . . . until the twentieth century to sense that there is an inevitable relationship between what we do daily with little children and the direction our civilization will take. . . . I believe that this concept of the relationship between the fate of little children and the destiny of civilization to be the greatest challenge education has ever had to meet. (45, p. 7)

Lawrence K. Frank sums up the significance of the early years of childhood thus:

As we consider the young child in the home and in the nursery school, . . . we are faced with the major issues of the future of our culture and the direction of our whole social, economic, and political life, since an effective program of early-childhood education based upon the needs of the child will inevitably change our society far more effectively than any legislation or other social action. (24, p. 3)

Needs of Young Children

In discussing the needs of young children a number of points should be recognized: (1) Research regarding human development, behavior, and relationships has not progressed to the point where it is

possible to state with certainty the specific needs of the child and how to meet them. (2) Different cultures have varying beliefs and practices regarding needs of children. (3) Because of the foregoing facts and because of the "gravity of the larger social issues involved", one must be humble in approaching such a topic. (24, p. 3)

Fuller and others summarized what they believe to be the general needs of preschool children in the Forty-sixth Yearbook of the National Society for the Study of Education. A modification of their list follows. Young children need:

1. Wholesome physical surroundings adapted to their maturity levels.
2. An environment which provides for, permits, and encourages bodily activity and motor opportunities.
3. A daily program which is planned with respect for maturity levels.
4. Practices in home or school which facilitate optimal development of sound basic habits.
5. An environment which stimulates them to inquire and helps them to integrate their thinking with past experience.
6. An environment which provides guidance in becoming members of a social group.
7. Opportunity to live in a world where they can express their feelings and learn to understand, accept, and control their feelings.
8. An atmosphere of reasonable security in which each child knows that he is wanted, needed, valued, and appreciated by adults and that the adults in his life will try to arrive at mutual

understandings in dealing with him.

9. Some experiences that will encourage and preserve their sensitivity to the wonder of life and the universe--the basis of spiritual development.

10. Encouragement in the expression of his creative powers in ways meaningful to him, free from undue imposition of adult standards. (19, p. 153-158)

The Mid-century Whitehouse Conference emphasized a "new way of looking at children's needs" in the light of what certain conditions do to personality development. (51, p. xv-xvi) Witmer and Kotinsky present an interpretation of the "needs" basic to growth of a healthy personality at each of "the eight stages of development." Each of these "personality components" is believed to appear in early life, but "the struggle to secure them against tendencies to act otherwise comes to a climax at a time determined by emergence of the necessary physical and mental abilities." Progress from one stage to the next is thought to be dependent upon at least reasonable satisfaction of the "basic need" of the preceding stage. Three of these "basic needs" are believed to have their origin and early establishment during infancy and the pre-school period. (1) The development of a sense of trust comes from "all of the child's satisfying experiences at this early age" and results primarily from having his physical needs met without undue delay during infancy. (2) The sense of autonomy emerges next while the child is centering his energy on asserting that he is an individual with a mind and will of his own. At this time he needs opportunities to make choices, to try out his

abilities, to be self-reliant on his level, in order to develop a feeling of adequacy. (3) The sense of initiative is based on the security and independence supplied by the previous stages of development. Now the child needs opportunities to explore, imitate, try out, --to find out what he can do. His enterprise and imagination need encouragement.

The other five needs are believed to be "established" after the pre-school period: (4) sense of accomplishment, (5) sense of identity, (6) sense of intimacy, (7) parental sense, and (8) sense of integrity. (51, p. 6-25)

Items from Frank's, The Fundamental Needs of the Child, not included in the above discussions, are listed below:

A child needs:

1. To be protected from unnecessary pain, deprivation, and exploitation.
2. To be accepted as a unique individual and allowed to grow at his own rate.
3. Help in learning how to behave toward persons and things.
4. Help in accepting authority.
5. Education that does not arouse hostility and aggression.
6. Wisely administered regulation or direction and help in meeting life's tasks.

Frank concludes his discussion of children's needs with the statement, "The fundamental needs of the child are in truth the fundamental needs of society." (24)

Factors in Contemporary Culture
Which Affect Young Children

The responsibility for meeting all of these needs of children under five years of age falls largely upon the parents. Looking realistically into the culture in which parents must rear their children, one sees many difficulties involved in providing these necessities for optimum growth and development. The complexity of modern living and its effect on family life have a great deal to do with what happens to children.

In his Families Under Stress, Hill says:

The modern family lives in a greater state of tension precisely because it is the great burden carrier of the social order. In a society of rapid social change, problems outnumber solutions, and the resulting uncertainties are absorbed by the members of society, who are for the most part also members of families. Because the family is the bottleneck through which all troubles pass, no other association so reflects the strains and stresses of life. (32, p. viii)

In discussing some of the factors in present day living which affect the meeting of young children's needs, it may be well to keep in mind the following statement of Rand, Sweeny, and Vincent: "The many differences between families warrant emphasis on the multiplicity of variables affecting growth rather than a cause and effect connection between specific factors." (42, p. 30)

Urbanization.--The movement from rural to urban living has concentrated more people in smaller areas. One of the problems of urbanization is inadequate housing which is a factor in health and social hazards affecting families. (42, p. 36-39) There may be lack of space for children, both in the house or apartment, and outdoors.

Many houses and most apartments are built for adults; a child has difficulty finding a place for himself and his activities there. In urban living a child's need for independence may suffer, also; for example, the dangers on town and city streets make it necessary to restrict a child to a small area within the limited range of adult supervision.

Size of families.¹--Glick presents data showing the decline in family size from 1930 to 1953. "These data demonstrate that families of moderate-to-small size have been gradually supplanting large families." (28, p. 30) Although a significant change toward a moderately increasing size has occurred since 1953, it is not expected to reach the level of the large-size families of the past. (28, p. 184-185)

The trend toward smaller families results in fewer contacts with other children within the family, the possibility of fewer children in any given neighborhood, and less likelihood of having companions one's own age with whom to play. It also creates a more concentrated adult-child relationship, which may intensify emotional aspects of living. Not only is the child in a small family more likely

¹Figures calculated from U. S. Bureau of Census data show the mean size of families in 1930 to be 4.04 persons and in 1950, 3.54. Later data from U. S. Census sample surveys show the mean size to be 3.53 in 1953, 3.59 in 1954, and 3.60 in 1955. (28, p. 30-31)

The Mid-century White House Conference Chart Book states that "about 30 per cent of families with related children have 2 children and about 40 per cent have only one child under 18 years." Fifteen per cent had 3 or more related children. (Percentages refer to the Nation's 39 million families in 1949.) (34, Chart II)

to be valued highly and have much attention centered on him, (41, p. 209-213) but he is also subject to close and constant contacts with adults, which emphasize and increase irritations of both child and adult, especially in the small houses and apartments characteristic of present-day living. (43, p. 36)

Economic status.—The economic uncertainties of many families with children¹ affect not only provision for physical and health needs, but also the emotional climate in which they live. Worry over finances and a sense of uncertainty about being able to meet the economic needs of the family create an atmosphere of insecurity good for neither adults nor children. (42, p. 32) Many families not suffering from lack of basic economic necessities still are under pressure to maintain or raise their standard of living.

Mobility.—Another aspect of contemporary culture which has its impact upon children is the mobility of families. (12, p. 130) Federal census data shows that in 1940 twelve per cent of the population lived in a different county from the one in which they lived five years before. "Current estimates are that more than thirty million Americans changed their residence during the war." (12, p. 386-387)

"The distances families move are shorter now than during the war; but to a child, moving a short distance may mean as much as moving a long distance because of changes in friends, school, and other surroundings." (36, Chart 4)

¹"One out of two children in large cities belongs to a family with 'inadequate' income." (34, Chart 23)

"Change of residence breaks the continuity of life as expressed in tangible tokens of family possession." Such things have meaning for all family members, but "the physical symbols of family unity" mean more to the young child and to the very old than to other members of the family. Relying upon the child's adaptability, adults may fail to realize that "the house and street where one lives are symbols, too, of stability. Their unchanging continuance simplifies life" for the child, who is "not fitted to grapple with complexity." Involved also are "the child's conception of himself and his family and the integration of personality and situation, . . .intangibles of life, but. . . one must not underrate their importance." (12, p. 389)

Incomplete home.---Another source of insecurity and additional problems in meeting the needs of young children is the incomplete home; that is, the home in which one parent is temporarily or permanently absent with no adequate substitute, such as (1) father in armed forces, (2) mother, a widow, (3) parents separated or divorced, (4) one parent, usually the father, employed away from home so that he is part of the household only on week-ends, and (5) illness, involving prolonged hospitalization of either parent.

Working mothers.---Often as a result of the incomplete home or economic necessity, many mothers are working outside the home. Many women today, also, have training for which there is a demand. The White House Conference Chart Book states that "one out of five mothers with children under 18 years of age works outside the home." Of these four million working mothers, one and one-half million have pre-school

age children. (36, Chart 12) This, of course, involves having a mother-substitute in the home or some form of day care away from home.

Preparation for parenthood.--A feature of our culture, and possibly one of the greatest deterrents to the adequate meeting of children's needs, is the lack of preparation for parenthood and child-rearing. The most influential "position" perhaps, which one may hold, as far as society is concerned, has no prerequisites. Parents "qualify" for the job simply by becoming parents.

Lack of preparation, however, does not mean that there is lack of interest or failure to recognize the responsibilities of parenthood. Sociologists characterize family life in the United States as "child-centered" and report that parents, in general, "desire what is best" for their children. (41, p. 192-213) Some of the opportunities for learning about children are not as generally available as they once were. Young parents in contemporary culture, for example, may be handicapped because they were members of small families and have had little or no previous contact with children. Assurance and guidance from older, more experienced persons may also be lacking because of the mobility of families today.

The emphasis on children and interest in knowledge about child rearing is reflected in the number and variety of books and pamphlets available, as well as articles appearing in current magazines and newspapers, on the subject of child-rearing. These articles may not always be scientifically accurate (13, p. 60-65), but they do create interest and a desire to learn on the part of many parents. This

material, however, may cause confusion as a result of the variety of ideas presented, or insecurity because of the difficulty in knowing how to apply child development principles. "Our respect for scientific authority," says Dr. Spock, "has created anxiety in that it has robbed young parents of a natural confidence in their ability to take care of their children and made them vulnerable to every shift of scientific discovery and opinion. In simpler days parents never doubted that they were right. Now they must ask, 'What's the latest theory?'" (37, p. 68)

Parents, then, may need not only the help of good agencies offering adequate care for their children, but also the assistance of well-trained teachers who can help them in interpreting and applying "the latest theory." The nursery school teacher who is trained in child development is in a position to work with parents in understanding and guiding their children. The teacher who has not had this educational background is often unable to render such a service.

Nursery Education in Social Planning

With the changes that have taken place in family life, the complexity of modern living, and the increased understanding of the significance of the early years of life, it is important that society recognize the problems involved, and include the preschool child in its social planning.

"On the whole, what is happening to pre-school children. . . today is a matter of chance and circumstances rather than of

intelligent guidance," says Snyder. "We are wasting the rich potentialities of childhood. . .The challenge of childhood. . .today is to study it and meet its need, to guide it toward its own potential realization, and to protect it from all who would exploit it." (45, p. 7-8)

In the United States, much of the social planning for children under five years of age has come about for other reasons than an attempt to meet the needs of this age group. "A review of federal legislation affecting young children enacted during the past fifty years reveals that most of it was not intended to provide for children. The primary considerations have been to promote some social control, to compensate some special interest group, to provide employment for adults, to release women to work in war plants, or to provide for the distribution of surplus food commodities." (5)

It should be recognized, however, that much good for children has resulted from these programs regardless of their original purposes. Dr. Bain, in her article, "Nursery Schools--a neglected area in the school program," gives credit to "wise teachers" for making possible a "wholesome educational experience for children" as a result of the movements stimulated by social crises. (6, p. 419)

With such national programs as the W. P. A. (Works Progress Administration) Nurseries during the Depression of the 1930's and the Lanham Act Schools of the World War II period, information about nursery education became more widespread. The general public became aware of the contribution which nursery schools and day care centers might

make to families and communities in providing for the needs of both children and their parents.

At the time of the first extensive project of establishing nurseries, during the 1930's, there had been in the United States at least ten years of experience and study in the laboratories at research centers. It is significant that nursery education had its impetus in the United States in the area of research rather than in social welfare, as was the case, for example, in England and France. Many of these early research centers were connected with colleges and universities. Though their primary purpose was "producing knowledge about children," they also provided a good environment for meeting the needs of the children involved and served as laboratories in which teachers gained experience with children. This background in educational centers was an extremely important factor in the effectiveness of the programs provided for children in W. P. A. nurseries. Pioneer leaders in the field of nursery education figured prominently in the venture, especially in the nationwide training program which attempted to prepare unemployed workers and teachers, who, for the most part, had had little or no previous experience with very young children, for their vital task as teachers of two, three, and four year olds. (6, p. 419) Approximately ten years later, the wartime nursery schools profited from the additional years of research and experience in both laboratory and W. P. A. nurseries.

And so, Bain concludes, these early experiences with education for groups of pre-school children, though far from ideal, made a fine

contribution during times of great need and also helped us learn much about children and the value of the nursery center in supplementing the home. (6, p. 419-421) Gans, Stendlar, and Almy concur in this opinion, stating:

Throughout its development, nursery education has repeatedly demonstrated its ability to adapt itself to the particular situation in which it functions. It has done this, moreover, with consistent concern for children's learning, which grows from his free manipulation and exploration of his environment rather than from following a pattern set by adults; concern for the involvement of the parents in the program; and concern for the mental hygiene consequences of the child's school experience. These characteristics of the development of nursery education can be regarded as unique to it, for at no other level of the educational program have such concerns been more continuous or more pervasive. (26, p. 65-66)

The decade following World War II has seen the rapid growth of a variety of types of places for group care. The cooperative nursery is one in which the high cost of personnel is counteracted by the services of the parents. Private nurseries and day care centers have sprung up all over the country, especially in urban areas where care for children of working mothers is in great demand.

The nursery school has appealed to many as a good business venture. Actually the kind of space needed, the equipment and materials children use, and an adequate staff are usually so costly that most parents cannot afford to pay a tuition high enough to net the nursery-school owner much profit. Many a private nursery director who is unwilling to operate anything less than a good school finds that the salary she is able to pay herself is considerably under what she could make as a teacher. Unfortunately, there are unscrupulous or unthinking individuals who exploit parents' desires to give their children the best opportunities or the parents' need to have the children cared for while they are at work. These persons run nursery schools which are that in name only, shortchanging children by placing them in groups too large for comfort or safety, exposing them to all kinds of safety hazards, serving them inadequate food, punishing them for behavior that is beyond their ability to control. In some cities and in some states such private schools are subject to regulation,

but in others children and their parents are at the mercy of the nursery owners.
 The net effect of these varied types of programs has been to make parents increasingly nursery school conscious. The fact that programs are so varied and that standards are so indifferently maintained has also led to a considerable amount of confusion as to both the requirements for a good nursery school program and the benefits to be derived therefrom. (26, p. 63-64)

Values of Nursery Schools and Day Care Centers

Some of the difficulties involved in meeting the needs of children and some of the problems of parents have been pointed out. The nursery school and day care center have been indicated as institutions which may offer some solutions to these problems. With the rapid growth of such schools and centers, it is well to examine what such places may have to offer children and their families.

"There is overwhelming evidence today," says Read, "that what we have been offering children is not good enough." Living in a different world from that of generations past, continues Read,

we can be glad of the many improvements in physical comforts, but the demands of life in the modern world have created new tensions, removed old safety valves and made the social and emotional development of individuals at once more difficult and more important. The conditions under which children are growing up today are probably not as good as they were a few generations ago in some respects. Nursery schools have developed in our twentieth century world as one answer to the problems created by these changed conditions. (43, p. 35)

"One emerging result" of more widespread knowledge of the significance of the early years, "is the increased respect and demand for group experience for children beginning at three years of age. Present life with its tempo, hazards, and complexities is compelling the parents in the urban community to become overprotective out of fear."

Since neighborhoods and neighbors are no longer familiar, the child is not allowed the freedom he once had. "Therefore for a child to grow socially and with increasing independence in meeting daily life situations, protective group experience must be provided. This the nursery school purposes to offer. Viewed from this function, the nursery school becomes essential for all children who, because of living in too congested areas, or in the case of the rural child, in too isolated areas, do not have the freedom to get about unencumbered by constant adult supervision." (19, p. 10)

Besides providing space which the small house with little or no yard cannot do, the nursery school, with its equipment designed especially for children, may relieve some of the frustrations felt by a child in the adult-size world of his own home. It can provide outlets for his activities and emotions, which may make the time spent at home with other members of his family more enjoyable for all concerned.

Some of the other limitations of urban living may be offset by the experiences provided at school, such as caring for pets, planting and watching a garden grow, and taking supervised excursions to places of interest. Many of the first-hand experiences which used to be a part of daily living in the home may now be so remote the child has no opportunity to become acquainted with such things as the origin of the milk he drinks, the bread he eats, or the clothes he wears.

Some of the values formerly found in large families may also be provided for the child from the smaller family of today by a good nursery school where he "can live for part of each day in groups and

share experiences with equals." (43, p. 36)

One of the greatest values of a good nursery school comes as a result of the close relationship between home and school. "No child can ever develop his fullest potentialities unless those responsible for him--his parents and his teachers--work together as a team to provide him the experiences he needs." (11) The good teacher needs to know as much as possible about the home; she is helped in understanding the child's needs by what the parents already know and understand about the child. She, in turn, can help the parents with her professional knowledge and insight.

Parent education, which has been an integral part of the good nursery school from the beginning, can help to lighten the burden of insecurity, feelings of inadequacy, tensions, et cetera, which are so much a part of present-day living. Read points out that "The nursery school is one way to transmit the experience and findings of research centers to practicing parents." (43, p. 37)

Moustakas and Berson gained insight into how parents feel about the values of nursery school by obtaining the parents' reasons for wanting their children in nursery school. These parents had already indicated their interest in nursery school by making application for their child's admittance. The reasons given by this particular group were:

1. Belief that children need supervised play, that they are safer and happier in a situation where children of similar ages and interests are brought together under adult guidance.

2. Mother employed.
3. Only child - want playmates and friends for the child.
4. "Middle child trouble."
5. Lack of adequate play space.
6. Inability of child to get along socially.
7. Older sister enjoyed nursery school.
8. Parent education.
9. Problems caused by family circumstances:
 - a) Illness of mother
 - b) Coming baby
 - c) Grandmother over indulgent
 - d) Crowded living quarters and "rules and regulations of apartment dwelling"
 - e) "Stormy marital relations"
 - f) Emotional crises, such as parents' unresolved frustrations, tensions, etc.

Some of these parents were seeking nursery school as a "safety valve" or a "temporary relief from overwhelming responsibility."

Others were mainly interested in "enriching the child's life and developing his skills." (38, pp. 19-21)

Read lists the values of nursery school for children, thus:

We want nursery school experience to. . .

1. Promote health.
2. Promote physical growth and motor development.
3. Increase independence--the ability to meet and solve own problems.
4. Increase self-confidence--add to feeling of being an adequate person.
5. Increase feeling of security with adults, with other children,

- in a variety of situations.
6. Increase liking for others and understanding of their needs.
 7. Increase understanding of self and acceptance of reality.
 8. Increase ability to handle emotions constructively.
 9. Extend and enrich avenues of self-expression in art, music, rhythm, language.
 10. Extend and enrich understanding of the world--broaden intellectual horizons. (43, pp. 77-78)

Gans, Stendler, and Almy concisely describe the good nursery school as follows:

A good nursery school, then, under the guidance of teachers skilled in understanding behavior and in working cooperatively with parents, is a place where the young child finds:

That he can be himself and still receive appreciation, respect, and warm acceptance.

That the world has an order and a routine that he can understand and cope with at his level of development.

That getting along with other people in a friendly way becomes increasingly easier because he is helped in shared activities to understand his own rights and feelings as well as those of others.

That there is interest and challenge for his growing powers, but no pushing of them.

That his physical health and well-being are promoted and protected throughout the day.

These are criteria for a good nursery school, and in the general fashion in which they have just been stated, they are equally applicable to a nursery school serving two-year-olds, three-year-olds, or four-year-olds. When they are translated into the specific requirements for a child of a particular age, however, it is quite evident that variations will be necessary. (26, p. 74)

The benefits of nursery experience discussed in the foregoing section do not occur automatically as a result of attendance at any nursery school or care center. Emphasis must be placed upon the fact that these are values which may be gained from experience in an adequate nursery staffed by competent teachers. The effects of

situations where needs of children are not understood or met may be detrimental rather than desirable.

Importance of the Teacher

An analysis of the literature indicates that the most important single factor in making group experience for young children a desirable rather than a detrimental experience is the teacher.

The Committee on Nursery Education of the Association for Childhood Education International, in discussing the selection of a staff for the nursery school, state:

When a program is set up for young children for whatever period of time, whether for a brief morning or afternoon session or for a full day away from home, the quality of service offered depends more upon the kind and the number of teachers than upon any other single factor in the entire plan. (4, p. 2)

Read points out that "young children profit from group experience only if they can receive individual care when they need it. The school makes a significant contribution to parents and children only when it is adequately staffed." (43, p. 21)

Bain says:

Teachers of young children are very important people. Early learnings of the children they teach have lasting influence. It is important for individual children as well as for all of society that these early learnings be true and sound and good. You shouldn't take just anyone for such important work. (7)

Light emphasizes that the important learnings of young children in present day "education for freedom. . . can be assured. . . only when there is understanding guidance which assists them in interpreting their experiences." (19, p. 2)

Summarizing her address on "Teachers as Human Beings" at the National Association for Nursery Education Conference in Boston, 1955, Dr. Clothier emphasizes the importance of the nursery school teacher as well as some of the necessary qualifications:

Education is a field as broad as life itself. There is room in the profession for many kinds of personalities and the differing needs of many types of personalities can be met in this challenging field. The attributes that make a good teacher of very young children are more subtle and difficult to evaluate than are the attributes that make a good teacher of older students. It is in the preschool years that patterns are laid down which will give the child either the freedom to develop toward maturity and individuality or which will cramp him and hold him imprisoned in self-love. The nursery school teacher shares with the parent the task of helping the child both to accept and control his infantile impulses without crippling guilt because of them. Her goal is to extend the boundaries of each child's conscious control over himself and his reality. A sensitive, perceptive, warmly out-going, self-confident personality is her greatest attribute when combined with knowledge and skills that make up her professional training. The human beings that teachers are determine the human beings that children will become. (16, p. 21)

"We are forced to recognize that the health and well-being of future generations is in a large measure the result of the health and well-being of the adult that constitutes the world of the child," says Escalona. (37, p. 266)

A similar point of view was forcefully expressed by Dr. Brock Chisholm at the National Health Assembly in May, 1948. (15, pp. 178-181) With health defined as "a state of complete physical, mental, and social well-being, not merely the absence of disease," Chisholm says, we need "to take a new look at the way our children are developing." Perhaps if we can prevent our children from developing in the same way we did, they may "learn to live in peace with each other throughout the world." If this goal is to be achieved, according to

Dr. Chisholm, the child must first have complete security in infancy and second, the opportunity to grow into a pattern. This the child does, not by precept but by identifying himself with a loved admired adult. "And so," continues Chisholm, "the responsibility of parents and teachers. . .is to show children in their own persons and in their own habitual patterns the kind of citizenship that will make it possible for the human race to survive in the future." The child, then, by "growing into the pattern he sees about him" gradually develops a sense of responsibility to others in his family, community, state, and nation. But for this atomic age that is not enough: "There is an acute and immediate need. . .for people who will assume responsibility for the welfare. . .of the whole human race." We must begin to accept our responsibility in the field of social organization: voting, electing responsible people, in whose hands we place our lives and those of our children. Chisholm believes that our upbringing has made it very difficult for us to recognize that "human relations throughout the world are the important matters." He feels that present generations should see that their children are not so handicapped. (15, pp. 178-181)

If a better understanding of human relations is as important as the above discussion indicates: that is, absolutely essential for the survival of the human race, then it may well be that the function of nursery schools as laboratories for learning about human relations (43, p. 290) may be as important as their function in helping to meet the immediate needs of young children. In that case, it becomes

doubly important that nursery schools be staffed by competent teachers, capable of meeting the needs of children and interpreting wisely the happenings in the nursery school laboratory.

Teacher Qualifications and Training

Since the nursery teacher plays a significant role during a child's formative years of growth and development, it is important that she have the necessary qualifications and training for this strategic position. It is difficult, however, to determine exactly what qualifications are necessary and precisely what training is essential.

Much of the available material on this subject is based on opinion rather than research. Most of the studies that have been done on qualifications, training, and evaluation of teachers are concerned with elementary or secondary school teachers. (9) (10) (18) (48) Few of them shed much light on "what makes a good nursery school teacher."

(Fuller states that "while no established proof exists that nursery school-kindergarten-primary teachers as a group differ systematically or to any marked degree from teachers in general, it is somewhat evident that predictive measures which are used with partial success for elementary and secondary teachers will not serve the same purpose effectively in selecting teachers for young children." (25, p. 675)

Other authors have expressed this same opinion, that some attributes of competent teachers are similar at any level of teaching,

but that there are aspects of working with very young children which do differ from other levels of teaching. (16) (7) Thus there are necessarily some different problems involved in attempting to determine what qualifications and training are necessary for the nursery level teacher. Again the literature provides much opinion but little research.

Rating scales have been used as an attempt to organize these opinions and arrive at a less subjective evaluation of a teacher or student teacher's work.

Use of a semi-quantitative technique for evaluating nursery school teachers is reported by Kessler and Hosley. Their study was designed to improve the selection of teachers in a day nursery system. The rating method used was greatly dependent for validity and reliability upon the training given the raters by the investigators. The rating scale used was based on the opinions of the investigators regarding what constitutes satisfactory teaching at the nursery level. (33)

Reports of attempts to correlate certain test scores, personality ratings, supervisors ratings, et cetera with success in teaching at the early school or preschool level indicate that such research is in the beginning stages only, and that definite conclusions cannot be made as yet. (25) (44)

Reviewing research on the measurement and prediction of teaching success, Barr reports that recent studies "have employed better controls, better measuring instruments, and better statistical procedures In the field of data gathering devices both so called

objective and carefully constructed subjective instruments have been used with profit." (9, p. 190) However, he concludes that "no one appears to have developed a satisfactory working plan or system to measure teacher effectiveness." (10, p. 172)

One of the limiting factors in satisfactory research on this subject, according to Barr, is that

Teaching effectiveness has been treated as something apart from the situation giving rise to it. More needs to be known about the situational determiners of effective teaching. Much of the research seems to proceed as if the qualities in question reside in the teacher while actually teacher effectiveness may be essentially a relationship between teachers, pupils, and other persons concerned with the educational undertaking, all affected by limiting and facilitating aspects of the immediate situation. (10, p. 172)

Although Moustakas and Berson's study is a survey and description of current theory and practice among nursery teachers rather than an attempt to determine the characteristics most desirable for teachers of young children, it does make a contribution to present knowledge regarding the teacher-child relationships in the situation, as Barr suggests is needed. Such a description may be an important basis for further consideration of the contribution of different types of teaching to adequate nursery experience for young children. (38)

Since research in this area is so limited, the present study must rely largely upon the opinions of authorities in the field regarding the characteristics of good nursery teachers. The following discussion is a compilation of such opinions.

Clothier (16), Symonds (46), Fallick (22), and others interested in the problem of effective teaching at various levels, have

pointed out that teaching is in a large measure a function of the teacher's personality as much as her knowledge or her techniques. As in so many areas of human relationships, it is difficult to describe or define personality or to reduce it to any formula or set of traits which may be handled statistically. The functioning of these traits in a given situation with a given child or group of children is the significant thing and is subject to many variables. Many different types of personalities, too, may be represented among good teachers.

In much of the literature, one will find, rather than a list of qualifications or a description of a good nursery school teacher, a section describing a "typical day," showing what the good teacher does and how she handles typical situations. Included are examples of her relationship with individual children as well as her consideration of the needs of the group. The "typical day" is usually followed by a section explaining how the teacher functioned in meeting the needs of the children on this particular day. The characteristics which made it possible for her to handle situations adequately, to respond wisely to individual and group needs are pointed out. (43, pp. 28-32) (26, pp. 66-74) These characteristics, listed separately, without the description of "the day" would have had much less meaning for the reader. Thus it follows that it is almost impossible to abstract the characteristics from the situation in which they function, and have them retain their significance.

The A. C. E. I. Committee on Nursery Education, however, has attempted to list what they term "some qualifications which are basic:"

Specific training in the understanding and guidance of two to six-year-old children.

A warm and outgoing personality and the ability to give affection without overwhelming or smothering.

Good health and physical stamina, such as willingness and ability to spend considerable time out-of-doors in cold weather.

Ability to work well with both adults and children; ability to offer and accept suggestions.

Attitude of continued growth on the job. (4, p. 2)

Bain, using a similar basic list, elaborates upon some of the characteristics in order to point up their particular significance.

She puts first among the essential qualities, the ability to work with adults; for she says,

The very survival of life depends upon the cooperation of adults who have responsibility for the very young. And teachers find themselves working shoulder to shoulder with parents, physicians, nurses, the guardians of community safety and welfare, the workers in industry, the vendors of commodities, the politicians and officers of government, in fact, all who shape the forces of society in which children live. (7)

She emphasizes the importance of the teacher as "a citizen with rights and responsibilities in home and community and in world affairs," with a special contribution to make because of her "knowledge of fundamental human needs."

Turning to specific qualities related to work with children, Bain lists the love of children and "having a knack" with them as of prime importance, then immediately adds that the teacher should also have the scientific knowledge about child growth and development which research offers. Of equal importance is the wisdom necessary to make use of that knowledge with individual children. In addition teachers "need great reservoirs of knowledge in many fields so that they themselves will know the relationship of children's small

beginnings to the facts and beliefs that make up human knowledge."

Another characteristic stressed by Bain might be classified as emotional and social maturity. People who wish to retreat from an adult world should not attempt to find security in working with children for at least two reasons: (1) children need adult guidance, and (2) teachers must work "shoulder to shoulder" with other adults. The emotionally and socially mature person is able to find satisfaction in her own personal life. She has the ability to:

1. make a place for herself in home and community,
2. derive personal satisfaction from loving and being loved, and from fulfillment of the purposes in life which are important to her,
3. face and deal with the facts of life,
4. take criticism without devastation,
5. experience anger without malice,
6. endure suspense.

The teacher of young children, according to Bain, should have the temperament suited to working with young children, including "delight in evidences of small beginnings" and "control to watch what each child is doing, to protect and insure safety, and at the same time use judgement and skill in giving help that will neither be domination nor interference so that children will be helped to learn how to discover things for themselves." Deriving "downright fun from the experience" with children is desirable.

As well as these intellectual, social, and emotional qualities,

physical endurance, concludes Bain, is necessary to meet the constant demands of this type of work. (7)

Landreth adds to the qualifications already listed: a pleasant speaking voice, attractive appearance, and a sense of humor, as "characteristics generally agreed upon as desirable in a nursery school teacher." (34, p. 47)

Moustakas and Berson feel that "the greatest strength of the teacher is her own uniqueness." (39, p. 172) She is "most effective if she accepts herself as a valuable person and functions in terms of herself." (39, p. 146) "When the teacher is free to experiment, explore and discover an ever-expanding and meaningful basis for her work, then she is able to see and develop rich, dynamic approaches to human relationships. Through such a process of self growth, whatever theory the teacher develops will be meaningful to her and translatable into practice as it continually evolves from her own experiences and deliberations." (39, p. 53)

Snyder feels that teachers of preschool children should, "First of all, understand the significance of the education of young children and feel a profound dedication to it." She asks the question:

How do such teachers come to be? It is difficult to say except that life itself has most to do with it, and that the education of the teacher, like the education of children, must be concerned with his total personal development. To teach him sensitivity to the world about him--to open his eyes, ears, and all his other senses to the world of people, things, and ideas; to know himself, like himself, and accept his strengths and limitations; to understand human growth and development; to know and love people; to know and love children both for what they are and for their potentialities, to face up to his own problems and to

attack them intelligently--these are the essentials of his education.

To accomplish these a teacher education program must provide experiences conducive to these learnings. They are much the same as those provided for children, much the same in content and in technique. The difference is merely in extent, complexity, and depth. (45, p. 14)

Requirements and courses vary in the colleges offering training for working with young children. Just as many different types of personalities may make good teachers, different ways of educating teachers may provide the necessary knowledge, understanding, and skills. Most colleges specializing in such education have certain general requirements in common. Some of them are:

1. Good general education, supplying the "reservoirs of knowledge needed for personal life, citizenship, and teaching."
2. "Opportunities to use initiative, do one's own thinking, and to become acquainted with records of the world's best thinkers."
3. A variety of experiences acquainting the student with agencies influencing modern living, with different cultures, occupations and conditions of life.
4. Scientific study of human development, including experience with children, youth, and adults.
5. Specific training in nursery education with student teaching at the nursery age level.
6. Understanding of self as well as others; opportunity for individual guidance toward good personal adjustment. (Adapted from Bain, 7)

A look at the training of teachers in nursery schools and centers in the United States indicates a wide variety of backgrounds. In their study of nursery schools and child care centers¹ in the United States, Moustakas and Berson found the most variation in teacher qualifications and training in the private schools. "Few, in the [private] schools studied, were trained and experienced in child development." (38, pp. 59-60) The training of these teachers included such fields as "nursing, physical education, psychology, social case work, business and the arts." (38, p. 59) "One encounters everything from the intellectually sophisticated and well-trained teacher to the naive, well-meaning woman who 'loves children' and seems to offer little above the baby-sitting level." These authors feel that "this great range of background may be due to lack of adequate professional and legal requirements for a nursery school license and inadequate enforcement of existing requirements." (38, p. 56)

Among teachers and directors of cooperative schools, on the other hand, they found a "remarkable consistency in the quality of educational background and academic qualifications." In the cooperative schools which they studied "these teachers had proportionately more college degrees than teachers and directors in private, day care, public schools, and parochial nursery schools. Only teachers in

¹Moustakas and Berson divided the places which they studied into two major groups, depending upon philosophy, purpose, and function, with subdivisions according to sponsorship, as follows: nursery schools: cooperative, private, public (in public schools), parochial, laboratory, schools for exceptional children, and community nursery schools; day care centers: private, public, and community day care centers. (38, pp. 9-10)

college and laboratory schools and schools for exceptional children rated above this group in academic degrees." (38, p. 36) The laboratory nursery school directors and teachers were the "highest in academic achievement and richest in background experience." Of the 130 head teachers in the laboratory schools participating in the study, only 16 did not have master's degrees and the doctor's degree was held by one out of six. (38, p. 107)

Of the three types of care centers included in the study by Moustakas and Berson, the private centers, like the private schools, rated low in academic training of staff members. "The majority of 'teachers' in these centers are inadequately trained and have had only meager experience with young children; three $\overline{\text{of the 44}}$ in this study were without a high school diploma. Only twelve had a college degree. Approximately half the group had never before worked with children. In many centers one adult was responsible for all the children--sometimes as many as 22 children of widely varying ages." (38, p. 160)

The authors found public school child care centers to "compare favorably with good nursery schools, though the preparation of the teachers and their previous teaching experience are on the whole more limited." All the head teachers had had some child development training and nursery education in college, although only half of them had college degrees. (38, pp. 173-174)

In the community child care centers studied, fifty-five percent of the directors or head teachers held college degrees. (38, p.

197) This percentage is higher than the percentage in the other two types of care centers but the same as in the private nursery schools, which had the lowest percentage among the nursery schools.

Seventy-five percent of the nursery school teachers, in all schools studied, held college degrees, while only forty-four percent of those in the child care centers had degrees. (See Table 1, adapted from Moustakas and Berson, 38)

TABLE 1

EDUCATION OF DIRECTORS OR HEAD TEACHERS IN NURSERY SCHOOLS AND CHILD CARE CENTERS¹

Type of Center	Nursery Schools							Child Care Centers		
	Coopera- tive	Pri- vate	Public School	Paroch- ial	Labor- atory	Excep- tional Children	Commu- nity	Pri- vate	Public School	Commu- nity
Number of Teachers	116	200	20	37	130	30	18	44	90	150
Education of Director or Head Teacher (in approximate percentages)										
High School Only	1	5	0	0	-	-	11	30*	0	3
College, but not a degree	26	40	20	30	-	20	22	43	50	42
Bachelor's degree	49	38	15	46	12	40	62	18	34	37
Master's degree	24	17	65	24	72	27	5	9	15	17
Doctor's degree	0	0	0	0	16	13	0	0	1	1

¹Adapted from tables in Moustakas and Berson's The Nursery School and Child Care Center. (38)

*Seven percent of these teachers did not have a high school diploma.

CHAPTER III

STATE REGULATIONS FOR CERTIFICATION AND OTHER STANDARDS FOR TEACHERS IN NURSERY SCHOOLS AND DAY CARE CENTERS

The needs of society and the needs of children indicate the importance of providing adequate education for young children. If such education is to be adequate, the teacher is of prime importance. Yet in many parts of the United States it is possible for anyone, regardless of qualifications or training, to open a business to provide care and/or education for nursery age children.

People in a number of states, or localities within them, have become concerned about the welfare and optimum development of their youngest citizens. They have attempted to regulate the establishment and operation of preschool centers by means of state or local legislation. Certification of teachers is one such means of legislative control. Certificates indicating certain training and experience are required of teachers in the commonly accepted areas of education, the elementary and secondary schools, as safeguards for the welfare of the pupils under their guidance. While these requirements vary from state to state, there are common elements of training or preparation necessary. With the inclusion of kindergartens--and a few nursery schools--in the public schools, there is a trend toward the extension of certification requirements downward to include teachers of children below regular school age. In some states these regulations apply

to private as well as public schools.

It is difficult to determine from current literature the extent to which such requirements have been developed for nursery school teachers. The purposes of this section, then, are (1) to present data on existing regulations in each of the forty-eight states relating to the certification of teachers in nursery schools, day care centers, and play groups, (2) to evaluate existing standards, and (3) to make recommendations for future state action.

There are certain limitations to the accurate presentation of such a survey. Considerable variation in the interpretation and enforcement of laws is found in different states. For example, school laws applying to elementary and secondary schools may have been interpreted, in a particular state, to apply to schools for children below the age of entrance into elementary school; they may have been interpreted not to apply; or there may never have been an official interpretation. Regulations and policies in this field are constantly changing. New laws may be passed or new standards may be set up for carrying out existing laws. Reinterpretation of a law or the implementation of laws previously not enforced may alter the situation at any time. In some cases laws are loosely written, wording may be ambiguous, or definition of terms may be lacking. Another source of confusion is the fact that the responsibility of different departments--Education, Welfare or Health--may not be clearly designated.

From careful study of the information received from state departments and with the help of interpretive letters from state

officials, an attempt has been made to obtain and present as accurate a picture of the existing situation in each state as possible with these limitations.

Presentation and Analysis of Findings

The information presented in this chapter is based on the data obtained directly through correspondence with the state departments responsible for work with nursery teachers, namely, Education, Welfare, and Health. In response to letters sent to departments of education, replies were received from each of the forty-eight states. Further information was requested from the departments of welfare or health in thirty-five states. Answers were received from thirty-three of these states.

Data relating to certification requirements or other standards for nursery staff were excerpted from the letters, bulletins, and mimeographed material received from each state. From these data the certification status of each state was determined. The forty-eight states were then divided into three groups: Group I, those having legislative provisions for certification, either required or optional; Group II, those having some standards for staff, although at present they do not have certification as such; and Group III, those with no requirements for certification or standards for staff. The states in each of these three groups are listed in Table 2.

Data from states having certification regulations were analyzed to determine the answers to the following questions: Is certification of nursery teachers mandatory or optional? Does it apply to

TABLE 2
 CERTIFICATION STATUS OF THE FORTY-EIGHT STATES

Group I States Having Certification, Required or Optional	Group II States Having No Certification But Having Other Standards for Staff, Required or Optional	Group III States Having Neither Certification Nor Other Standards for Staff
California Connecticut Florida Louisiana Maryland Michigan Minnesota New Jersey New York Pennsylvania Rhode Island Virginia Washington Wisconsin	Alabama Colorado Delaware Idaho Illinois Indiana Iowa Kansas Kentucky Massachusetts Mississippi Missouri Montana Nebraska New Mexico North Carolina Ohio Oregon South Carolina Tennessee Texas Utah West Virginia	Arizona Arkansas Georgia Maine Nevada New Hampshire North Dakota Oklahoma South Dakota Vermont Wyoming

teachers in public places for group care of young children? Private places? Does it apply to teachers in nursery schools? Day care centers? Play groups? Further analysis was made to ascertain the requirements which must be met in each state in order to obtain the certificate for teaching in nursery schools or day care centers.

Data from states having other standards for staff but no certification regulations were analyzed to find out what qualifications are required or recommended for teachers in nursery schools or day care centers. Educational requirements for nursery teachers in these states were summarized.

Data from states having neither certification nor other standards for staff were examined to discover reasons for lack of certification and for other pertinent information regarding the situation in these states.

Presentation and analysis of findings in each of the three groups of states follows.

Group I - States Having Certification Requirements

The first group, listed in Table 2, includes all states which have formulated regulations for teachers of children under five years of age and in which certificates are available, whether such certification is mandatory or optional. Fourteen of the forty-eight states are in this group. Regulations of each of these states with respect to teachers in public or private nursery schools, day nurseries or day care centers, and play groups, are summarized in Table 3.

TABLE 3

STATE CERTIFICATION REGULATIONS

R Required - Teacher must hold valid certificate to teach.

O Optional - Teacher is not required to have a certificate but may elect to do so.

State	Nursery Schools		Day Nurseries, Care Centers, etc.		Play Groups		Notes
	Public	Private	Public	Private	Public	Private	
California	*	O	Required for Child Care Centers	O	Required if Connected with Public Schools	O	*Public places for group care are called Child Care Centers rather than Nursery Schools.
Connecticut	R	O	R	O	R	O	
Florida	R	O*	**	**	*	*	*Depends on local legislation. **Population Laws give State Department of Welfare authority in 3 counties.

TABLE 3—Continued

State	Nursery Schools		Day Nurseries, Care Centers, etc.		Play Groups		Notes
	Public	Private	Public	Private	Public	Private	
Louisiana	R*	**	***	***	—	—	*There are no public nursery schools at present. **Required of head teacher in state-approved nursery school. ***Welfare Dept. has authority.
Maryland	R*	O**	**	**	**	**	*There are no public schools in Maryland at present. **Are urged to work toward the requirement.
Michigan	R	R	R	R	—	—	Requirement applies to head teachers or directors.
Minnesota	R	R*	O*	O*	—	—	*Required for director or head teacher if designated as a "school."

Table 3--Continued

State	Nursery Schools		Day Nurseries, Care Centers, etc.		Play Groups		Notes
	Public	Private	Public	Private	Public	Private	
New Jersey	R	R	R	R	R	R	Exceptions include: 1. Church operated centers, for members only 2. Institutions 3. Municipally-operated centers.
New York	R	0	0	0	--	--	
Pennsylvania	R	R	*	*	--	--	*Because of the wording of the Act, day care centers not included in preschool law.
Rhode Island	0	0	0	0	--	--	Required for approval by State Board of Education. (Voluntary)
Virginia	R*	0	0	0	--	--	*Nursery schools, however, are not yet established as part of public schools.

TABLE 3--Continued

State	Nursery Schools		Day Nurseries, Care Centers, etc.		Play Groups		Notes
	Public	Private	Public	Private	Public	Private	
Washington	R*	0	0	0	--	--	*No public schools operate nursery schools at this time.
Wisconsin	R*	R**	R*	**	R*	--	*At present there are no public nursery groups in Wisconsin. **Required if place is designated as a school.

It will be noted that all of the states in this group except Rhode Island require certification for teachers in public nursery schools. Although not all of these states have public nursery schools at the present time, certification is available and would be required if such schools were established as part of the public school system. In Michigan, New Jersey, Pennsylvania, and Wisconsin, private as well as public places designated as nursery schools must employ teachers holding valid certificates. In Minnesota certification is required if a private place is "advertised" as a nursery "school" or claims to offer nursery education. Certification is optional in private schools in California, Connecticut, Florida, Louisiana, New York, Rhode Island, Virginia, and Washington. In Maryland, all non-public nursery school teachers are "advised to work toward the requirement" and are "expected to have at least considerable college credit and some professional preparation." They are not necessarily required to hold a certificate.

Two states, Michigan and New Jersey, require a certificate to teach in day nurseries or day care centers, whether public or private. In California, Connecticut, and Wisconsin teachers in public centers must be certified, while those in private centers need not be. In the rest of the states in this group certification in the day nursery type of center is optional; however, Welfare Departments in most of these states have set up certain standards for staff members, which are either recommended or required. These standards are similar to those discussed in connection with the second group of states.

Play groups are specifically included in the definition of places for group care in four states: California, Connecticut, New Jersey, and Wisconsin. New Jersey requires such places to employ certified teachers. Connecticut, California, and Wisconsin have such regulations for public groups only. Information as to interpretation of regulations to include play groups was lacking for the other states in this group.

Replies indicate that certification is required for head teachers and directors in all types of places whether public or private in Michigan. In New Jersey, it is required for all teachers with the exception of (1) church centers operated for members only, (2) institutions, and (3) municipally operated centers.

The educational requirements for certification in the states which provide certificates for nursery teachers are presented in Table 4. Of the fourteen states in which such a certificate is available, eleven require a Bachelor's Degree as the minimum amount of college preparation acceptable for certification. The other three, California, Michigan, and Washington, offer a credential or certificate based on two years of college preparation, but issue one based on the Bachelor's Degree also. In ten of the fourteen states, courses in nursery education are required, ranging from six to thirty-six semester hours. In over half of these states, twenty-four hours or more of specialization in this area are required.

Student teaching is specified in the requirements of all but two of the fourteen states, with the number of semester hours ranging

TABLE 4

EDUCATIONAL REQUIREMENTS FOR CERTIFICATION IN STATES PROVIDING FOR CERTIFICATION

State	Degree or College Preparation Required	Courses Required in Nursery Education (in Semester Hours)	Student Teaching		Notes
			No. of Hrs.	Level	
California*	1. Kgn-prim. or general elementary credential, or 2. Bachelor's Degree from institution accepted for cred. purposes, with major in a) Nursery Education b) Homemaking Edn - major in Child Dev. or Fam. Lv., or 3. 60 units in institution accepted for credential purposes, or Calif. Jr. College.	--	--	N. Sch. or Elem.	*Info. concerns credential for teaching in public child care centers.
Connecticut	Bachelor's Degree from approved institution.	*	6-12 hrs.	*	*Courses and experience appropriate to level for which certificate is issued.

TABLE 4--Continued

State	Degree or College Preparation Required	Courses Required in Nursery Education (in Semester Hours)	Student Teaching		Notes
			No. of Hrs.	Level	
Florida	Bachelor's Degree--Major in 1. Early Childhood Edn or 2. Elem. Edn plus 6 hrs. in Nur. Kgn.		6 hrs.	N.-Kgn.	
Louisiana	1. Master's Degree in Early Childhood Edn from Institution recognized for N. Sch. or 2. Bachelor's Degree* 26 hrs. from approved college 3. Elem. Cert. requirement (4 yrs. college) plus 6 hrs. or 4. Elem. Cert. requirement plus 6 hrs. plus		.4 hrs.3 yrs. tch. or exp. .3 sem. hrs. N. Sch.	N. Sch.	*This certificate applies only to those eligible to receive it prior to Sept., 1953.

TABLE 4--Continued

State	Degree or College Preparation Required	Courses Required in Nursery Education (in Semester Hours)	Student Teaching		Notes
			No. of Hrs.	Level	
Maryland	Bachelor's Degree	32 hrs. in Pre-school or Elem. Edn.	6 sem. hrs.	N. Sch.	
Michigan	2 yrs. min. - Early Childhood Edn (N. Sch., Kgn., Elem.) 4 yrs. recommended for head teachers.	15 hrs. in N. Edn & Child Dev.			
Minnesota	1. Bachelor's Degree in N.-Kgn.-Primary (granted at present only by Univ. of Minn.) 2. Graduates in Education with spec. preparation for Kgn. level.		6 sem. hrs. "	N.-Kgn. 3-6 yrs.	2 yrs. of college with specialized courses in Kgn. is minimum for teachers currently employed. Others must have 4 yr. degree.

TABLE 4--Continued

State	Degree or College Preparation Required	Courses Required in Nursery Education (in Semester Hours)	Student Teaching		Notes
			No. of Hrs.	Level	
New Jersey	1. Bachelor's Degree	30 hrs.	150 clock hrs. (90 in student teaching. 60 may be in observation & participation.)	N. Sch.	
	2. Elem. certificate, plus	6 hrs.	60 clock hrs.	N. Sch.	
New York	Bachelor's Degree in Early Childhood Education	24 hrs. (including student teaching)	12 hrs.	N. Sch. Kgn., Prim.	
Pennsylvania	Bachelor's Degree in Kgn.-Prim. or Home Economics	18 hrs. (including student teaching)	4 hrs. 120 clock hrs.	2-4 yrs. old	

TABLE 4--Continued

State	Degree or College Preparation Required	Courses Required in Nursery Education (in Semester Hours)	Student Teaching		Notes
			No. of Hrs.	Level	
Rhode Island	1. Bachelor's Degree from a 4-yr. Teacher's College with major in a) Early Childhood Edn or b) Child Dev. or	. . . 36 hrs. . .	6 hrs. (180 clock hrs.)	Children under six	
	2. Bachelor's Degree from liberal arts college with 1 yr. spec. training in care of children under six		6 hrs. (180 clock hrs.)	Children under six	
Virginia	Bachelor's Degree	24 hrs.	3 hrs.	N. Sch.	
Washington	1. Kgn.-Prim. credential or 2. Bachelor's Degree in a) N. Sch. Edn b) H. Ec. with major in Ch. Dev. c) Ch. Dev. with student teaching in Early Ch. Edn. or	—	—	—	

TABLE 4--Continued

State	Degree or College Preparation Required	Courses Required in Nursery Education (in Semester Hours)	Student Teaching		Notes
			No. of Hrs.	Level	
Washington (Continued)	<p>3. 2 yrs. college and 4 wks. course in N. Edn, or</p> <p>4. Recommendation of St. Dept. of Edn on evidence of training and experience equivalent to above.</p>				
Wisconsin	Bachelor's Degree from accredited School, providing major in N. Sch. Edn.	30 hrs.	<p>135 clock hours</p> <p>or</p> <p>240 hours. (with 120 hours. . . .)</p>	<p>2-4 yrs.</p> <p>4-6 yrs.</p> <p>2-4 yrs.)</p>	

from three to twelve. In the majority of states, the student teaching must be done on the "nursery level" or with "children ages two to four years inclusive." Student teaching on the nursery school or elementary level is permitted by California for teaching in its Child Care Centers, which include children of school age. Florida and Minnesota requirements list nursery or kindergarten level as acceptable, while "nursery school, kindergarten or primary level" are accepted in New York. Rhode Island's regulations say "under six" and in Connecticut "experience appropriate to the level for which the certificate is issued," is specified.

Group II - States Having No Certification,
But Having Other Standards for Staff

The second group consisting of twenty-three states (listed in Table 2) includes those which do not have certification for pre-school teachers, but have set up some standards, either required or optional, for staff members in places for group care of children under five years of age, including nursery schools and day nurseries or day care centers. Included in this group of states are Indiana and Texas, which are in the process of setting up standards.

The most frequently listed reason for not having certification requirements in these states is the fact that the state department of education has no jurisdiction over schools or other places for children under five years of age.

Examination of the standards which have been set up in these states as being desirable qualifications for those who work with

pre-school age children reveals that most of them include the following:

1. Health:
 - a) Good health
 - b) Physical examination (required yearly in some states)
 - c) Health certificate issued by qualified physician.
2. Knowledge and Training:
 - a) Certain recommendations as to academic training and/or experience. Certification regulations for elementary teachers used as guides in some states.
 - b) Understanding of child growth and development
 - c) Ability to work with parents, and other teachers, as well as with children.
3. Personal and social characteristics:
 - a) Pleasing personality and appearance
 - b) Good character
 - c) Social competency - socially well-adjusted
 - d) Emotional stability - emotionally well-adjusted
 - e) Age and temperament suited to working with young children.

While these are desirable qualifications for the teacher to possess, all, except the requirement for a health certificate and some specifications as to academic training, are highly subjective. They are open to question as to interpretation and enforcement.

The use of certification regulations for elementary teachers,

though specific in nature, may be questionable for determining educational qualifications for teaching in nursery schools or care centers. In Nebraska the "Suggested Standards" state that the director should have had some teaching experience in elementary schools. It is desirable that a teacher have an acquaintance with and some knowledge of the total school program. The developmental level of children in elementary schools and the methods and techniques appropriate for use at that level, however, differ so much from those in desirable preschool situations that training and experience on the elementary level alone, without specific emphasis on the preschool, are not adequate. Green and Woods emphasize in their Nursery School Handbook that "training for kindergarten and elementary school teaching does not in itself fit one to teach children of nursery age." (30, p. 11) Neither does experience in elementary school in itself fit one for teaching preschool age children.

The states in Group II vary considerably in the standards listed for staff, from the very general suggestion that staff members should "like and understand young children," to the requirement that the director or head teacher have a college degree with special emphasis on working with preschool age children.

A summary of academic recommendations, either required or optional, for those who work with nursery age children in the states in this group is presented in Table 5. Examination of the information in this table shows that, of the twenty-three states which have some standards listed for staff, five have no recommendations for academic

TABLE 5

ACADEMIC REQUIREMENTS OR RECOMMENDATIONS OF
STATES HAVING SOME STANDARDS FOR STAFF
OTHER THAN CERTIFICATION

State	Nursery Schools	Day Care Centers	Notes
Alabama	—	<p>Director usually should have:</p> <ol style="list-style-type: none"> 1. Experience with young children 2. Training in Nursery-kindergarten Education, etc. <p>Assistant: Preference should be given to persons with training and/or experience in working with young children in Education, Social Welfare, or Public Health.</p>	In-service training is recommended.
Colorado	—	—	No specific educational requirements.
Delaware	—	Same as Alabama (above)	

TABLE 5--Continued

State	Nursery Schools	Day Care Centers	Notes
Idaho	Recommend that Director meet requirement for teacher certification: 2 yrs. college, for provisional certificate; Bachelor's Degree, for standard certificate.	—	
Illinois	All members of staff: High School education, preferably <u>advanced</u> training in child care, also.*		*Minimum standards for licensed nursery schools, day care centers, or play groups.
Indiana	*	*	*Information incomplete. Standards in process of formulation.

TABLE 5--Continued

State	Nursery Schools	Day Care Centers	Notes
Iowa	Nurseries licensed as <u>schools</u> must have <u>one</u> teacher with credit from accredited college or university. 16 hours in Nursery Education and Family Life plus 3 hours student teaching.	Teachers should have at least a high school education or the equivalent, and experience or training in working with children.	Pre-service and in-service training recommended.
Kansas	A person must show academic training and/or experience which would qualify her as a nursery school teacher.	--	
Kentucky	For regular permit: <u>One</u> member of staff must have: 18 hrs. college credit in Nursery Education, and related fields. <u>Others</u> must have high school diploma and be prepared to take in-service training. For provisional permit: One or more members of staff must have high school diploma. One or more members of staff must have had experience in handling children's groups.		The Minimum Standards state that these requirements will eventually be revised toward the Bachelor's Degree.

TABLE 5--Continued

State	Nursery Schools	Day Care Centers	Notes
Massachusetts	<p>Recommended:*</p> <p>Minimum:</p> <p>Director - Training required for certification of elementary school teachers, including 6 hrs. in early childhood education.</p> <p>Preferred:</p> <p>Director - should meet standards for teachers (below) or have master's degree from approved school of social work.</p> <p>Teacher -</p> <p>4 yrs. of education beyond high school, including 1 yr. (or 2 yrs. if 4 yrs. does not include degree) professional training:</p> <p>1. Major in nursery education.</p>	<p>Recommended:*</p> <p>Minimum:</p> <p>Director - small day care center (40 or less children): 1 yr. of successful experience or training in care of young children.</p> <p>Large day care center: same as for Nursery School (see column to the left.)</p> <p>Preferred:</p> <p>Same as for Nursery Schools.</p>	<p>*Local boards of health have jurisdiction over all places for group care of nursery age children. These recommendations, therefore, are only suggested standards.</p>

TABLE 5--Continued

State	Nursery Schools	Day Care Centers	Notes
Massachusetts (Continued)	2. Minimum of 24 credits of specialized courses. 3. Minimum of 12 credits of supervised experience (8 hrs. should be with children under five yrs. of age.)		
Mississippi	Person in charge usually should have: 1. Experience with young children 2. College training in fields of nursery-kindergarten, education, child psychology, physical and mental hygiene, parent education, understanding of family needs and relationships and of community resources.	Teachers in public day care centers should have a minimum of 2 yrs. of college work and intensive training courses for their specific job. Successful experience may be substituted for 1 yr. of college in special circumstances.	Pre-service training of 6 weeks is recommended if person is not trained in specific field for which employed and if she has not had experience within 3 yr. period prior to employment in a child care center. Continuous in-service training should be provided.

TABLE 5--Continued

State	Nursery Schools	Day Care Centers	Notes
Missouri	--	--	No specific educational requirements.
Montana	State Department of Education recommends: 2 yrs. of teacher training in institution granting diploma.	--	
Nebraska	<p>Recommended: Minimum: Junior Elementary Certificate based on 2 yrs. college, including nursery education and student teaching.</p> <p>Preferred: Senior Elementary Certificate based on 4 yrs. college. Head teacher should have had some elementary school experience. Assistant teacher should have valid certificate but need not have such extensive college work.</p>	--	

TABLE 5--Continued

State	Nursery Schools	Day Care Centers	Notes
New Mexico	--	--	No specific educational requirements.
North Carolina	For Approved Schools: Minimum: Bachelor's degree in elementary education with major in early childhood education.	Requirement for licensed day nursery: One full time staff member must have some college training or have R. N.	
Ohio	--	Recommended: Director - preferably a college graduate with some training in early childhood education, and several years experience working with young children in groups. Assistant teacher - should be college graduate with major in early childhood education, if available; if not, then graduate from high school or from child care training course in vocational school	

TABLE 5--Continued

State	Nursery Schools	Day Care Centers	Notes
Oregon	--	--	No specific educational requirements.
South Carolina	--	--	"
Tennessee	<p>Recommended: Teacher should hold valid certificate issued by State Department of Education.</p>	<p>Recommended: Director and Head Teacher: Degree with major in Nursery School Education, Early Childhood Education, Home Economics, Family Life Education, or Child Development with emphasis on the early years. All teachers should have above training; if not, should add to knowledge with courses, extension classes, etc.</p>	
Texas	*	*	*Qualifications not yet defined. Standards in process of formulation.

TABLE 5--Continued

State	Nursery Schools	Day Care Centers	Notes
Utah	--	<p>Recommended: Director or head teacher -</p> <ol style="list-style-type: none"> 1. Should be professionally trained with educational background in professional field related to child development and parent education. 2. Should have experience in group care of children. 	
West Virginia	--	<p>Requirements: Director shall be high school graduate, preferably with some training in nursery and kindergarten education, or shall have had at least 2 yrs. satisfactory experience working with pre-school age children.</p>	

training for any of the people who work in any type of place for group care of young children.¹ Five states list no academic requirements for teachers in nursery schools but recommend or require some training for workers in day care centers.² Four states recommend certain training for nursery school teachers but list none for persons who work in day care centers.³ The standards of seven states include both nursery schools and day care centers in their specifications for academic preparation of teachers.⁴ Two states in this group were in the process of setting up standards at the time data were collected and no information regarding academic regulations was obtained.⁵

In the sixteen states in Group II which include academic training for staff in their standards, there is a range of recommendations from no specification of amount or type of training to definite requirements for a certain number of college credits including certain areas of subject matter.

No specific amount or type of training.--Kansas lists no requirements for teachers in day care centers but specifies that, to have a place considered as a nursery school, a person "must show

¹Colorado, Missouri, New Mexico, Oregon, South Carolina.

²Alabama, Delaware, Ohio, Utah, West Virginia.

³Idaho, Kansas, Montana, Nebraska.

⁴Illinois, Iowa, Kentucky, Massachusetts, Mississippi, North Carolina, Tennessee.

⁵Indiana and Texas.

academic training and/or experience which would qualify her as a nursery school teacher." Amount and type of training are not specified. Minimum standards in Alabama, Delaware, and Utah do not include nursery schools but specify that the director of a day nursery should be professionally trained. What constitutes "professional training" is not outlined. The director of a small day care center in Massachusetts, in order to meet suggested minimum standards, is expected to have "one year of successful experience or training in the care of young children."

High school diploma.---In Illinois all members of the staff of licensed nursery schools, day care centers, or play groups must have at least a high school education. For a provisional permit in Kentucky, one or more members of the staff of a nursery school or day care center must have a high school diploma; and for a regular permit all staff members must have graduated from high school and be prepared to take in-service training, if they do not have at least eighteen hours of college credit. West Virginia standards require the director of a day care center to be a high school graduate. Iowa regulations state that teachers in day care centers should have at least a high school education or its equivalent. Ohio recommendations say that assistant teachers in day care centers should be graduates of high school or a vocational school child care training course, if college graduates with a major in early childhood education are not available.

Some college training.---Mississippi minimum standards state

that the person in charge of a nursery school or day care center usually should have college training in nursery-kindergarten and related fields. Teachers in public day care centers should have a minimum of two years of college work. For a regular permit in Kentucky, a nursery school or day care center must have at least one staff member with eighteen hours of college credit in nursery education and related fields. In Iowa nurseries licensed as schools must have one teacher with sixteen hours of college credit in nursery education plus three hours of student teaching. Montana and Nebraska State Departments of Education recommend that nursery school teachers have a minimum of two years of college. Nebraska recommends inclusion of nursery education courses and student teaching. For a licensed day nursery in North Carolina one full time staff member must have some college training or be a registered nurse.

Bachelor's degree.--Six states either require or recommend the bachelor's degree as a minimum or as the preferred amount of training.¹ It is recommended in Idaho and preferred in Nebraska for teachers in nursery schools. Recommendations for day care centers in Ohio indicate that a college graduate with a major in early childhood education is preferred for the position of director and also for assistant teachers, if available. In North Carolina, a bachelor's degree in elementary education with a major in early

¹Idaho, Massachusetts, Nebraska, North Carolina, Ohio, Tennessee.

childhood education is the minimum requirement for teaching in a school approved by the State Department of Education. Teaching in public preschools in Tennessee requires the degree and it is recommended for those working in day care centers, also. Suggested standards in Massachusetts recommend the bachelor's degree for both director and teachers in nursery schools and large day care centers. Training should include a major in nursery education and student teaching.

Group III - States Having Neither Certification
Nor Other Standards for Staff

Eleven of the forty-eight states (listed under Group III, Table 2) have no state regulations regarding certification or standards for staff in nursery schools, day care centers, and play groups. As with the states in Group II, the most frequently listed reason for not having certification in these states is that the State Department of Education has no jurisdiction over places for group care of children of nursery age. Some of the states report that all such places are private and that the State Department of Education has jurisdiction only over public schools. Others mention that no state funds are available for schools for children under five or six years of age, and therefore no regulations have been set up.

Lack of standards other than certification for staff is attributed to the fact that neither the State Department of Education nor the Departments of Health or Welfare have been given any legal responsibility. Two of the states in this group, Arkansas and New

Hampshire, have some state legislation, but information from the Welfare Department of each state indicates that the regulations do not include standards for staff. In Arkansas the law depends on local legislation for implementation. In New Hampshire the regulations cover physical facilities only.

The following discussion, including excerpts from representative letters, gives a picture of the situation in this group of states.

Arizona.--A letter from the State Department of Public Instruction states that "The State has no jurisdiction over private nursery schools or day care centers."¹ The regulations for certification of teachers in Arizona would indicate that, if there were public nursery schools in the State, the teachers would be required to have a certificate. The Arizona bulletin states that "No one shall be permitted to teach in the public schools of the State unless he is the holder of a valid certificate. . . . The purpose of this regulation is to keep all uncertified teachers out of the classroom regardless of how they are paid, either out of private or public funds, or whether they are paid at all." (Appendix II, 2, p. 14) There are, however, no regulations regarding nursery school teachers listed in the bulletin, though certain requirements are outlined for kindergarten teachers. Nursery schools, it appears, are not considered as classrooms.

¹Arizona State Department of Public Instruction. Letter. Phoenix, January 28, 1956.

A letter from the State Department of Public Welfare confirms this report and expresses regret that such regulations are not available.¹

Arkansas.---The only information obtained from the Arkansas State Department of Education was that the state "does not offer certificates for persons to teach children under six years of age."² A reply from the State Department of Welfare, however, reports that a state law provides for licensing of "all children's institutions, both public and private," but to be enforced the law must be implemented by local ordinance, hence any regulations for staff depend on local rather than state legislation.³

Georgia.---The State Department of Education in Georgia reports that "The state does not participate in supporting nursery schools and kindergartens and we have not developed requirements for training of teachers in these fields."⁴ The Welfare Department has not assumed responsibility for supervision of nursery schools and day care centers because of lack of funds and staff.⁵

¹Director, Child Welfare Services Division, Department of Public Welfare. Letter. Phoenix, Arizona, December 10, 1956.

²State Department of Education. Letter. Little Rock, Arkansas, March 29, 1956.

³Director of Child Welfare, Department of Public Welfare. Letter. Little Rock, Arkansas, December 14, 1956.

⁴State Department of Education. Letter. Atlanta, Georgia, January 30, 1956.

⁵State Department of Public Welfare. Letter. Atlanta, Georgia, November 27, 1956.

North Dakota.--The North Dakota State Department of Education makes the following statement: "Since our State is more or less a rural State we doubt that there are many such centers" ¹ Correspondence with the State Welfare Board supplies the information that it is rarely "called upon to license any day care center." When such requests are received "foster home standards insofar as they are applicable" are used in addition to a check on health and safety factors by local authorities. There are "no specific standards or certification for those who work with such groups other than good health and suitable personality as required of any foster parent." ²

Evaluation of Existing Standards and
Recommendations for Future
State Action

Although thirty-seven of the forty-eight states have either certification regulations or other standards for staff, these regulations vary from state to state. They do not all include specific educational requirements and in most of the states they do not apply to all places for group care of nursery age children. Thirty states list academic training in their standards for staff, but only twenty-seven include the specific amount and type of training

¹Department of Public Instruction. Letter. Bismarck, North Dakota, February 2, 1956.

²Child Welfare Consultant, Public Welfare Board of North Dakota. Letter. Bismarck, North Dakota, November 30, 1956.

recommended. An even smaller number of states require that nursery personnel comply with the educational standards which have been set up. In none of the forty-eight states are such regulations required of all teachers in both public and private nurseries of all types for children under five years of age.

There is wide variation, also, in the academic training needed to meet the educational standards in each of the thirty states reporting such regulations. Although a few do not specify the kind or amount of training required, most of the states either require or recommend at least a high school education. In twenty-four of the thirty states some college training or a bachelor's degree is listed as the required or recommended amount of educational preparation for teaching in nursery schools and/or day nurseries. Although these regulations do not apply to teachers in all types of nursery centers there is a definite trend toward requiring or recommending at least some college level preparation for working with young children. A majority of the regulations require or prefer that the college training include work in nursery education, but in some states unrelated courses or a degree in some other field is acceptable.

One of the main reasons reported by state officials for not raising academic requirements or enforcing more strongly the existing requirements is the lack of trained persons. More professionally trained people are needed not only in the nursery centers themselves but also in the state departments responsible for

supervision. The following excerpts from letters received from welfare departments indicate some of the problems of this nature and how they are being met in some of the states:

Kansas, a state with no specified educational requirements, reports:

The chief factor in preventing our requiring specific educational standards for operators is the scarcity of trained personnel and the fact that, if such requirements were set, it is not possible to meet the demand for trained people for these centers. We are, therefore, encouraging people to secure more training through work shops and extension courses and attendance at evening classes, etc. with the hope that eventually standards can be raised. In the meantime, we find that many of the women who do not have formal training are doing a creditable job caring for the children.¹

California, with credential requirements for teachers in the child care centers and recommended standards for all other groups, states:

Our standards for teachers are largely recommended standards. These were as high as the committee members considered it feasible to make them in view of the dearth of sufficient qualified nursery school teachers in the state. Our field staff, in working with licensed facilities, have encouraged and stimulated the setting up of courses for licensees and, we believe there has been substantial improvement in the educational background of licensees as a result of the spelling out of recommended training for teachers in the standards, and as a result of our efforts to make use of available training courses and to encourage the establishment of such courses where they did not exist before.²

Minnesota, with definite certification requirements for

¹Group Care Supervisor, Child Welfare Division, State Department of Social Welfare. Letter. Topeka, Kansas, February 18, 1957.

²State Department of Social Welfare. Letter. Sacramento, California, November 8, 1956.

teachers in both nursery schools and day nurseries, says:

Although our 1955 Standards state that teachers in nursery schools "must be duly trained and certified," this has been an impractical ruling because only graduates of the Institute of Child Welfare, University of Minnesota are granted the Nursery-Kindergarten-Primary Certificate and these represent only a fraction of the trained personnel working in this field. Graduates in education from other accredited liberal arts colleges and universities are certified as Kindergarten-primary teachers.

For licensing purposes, a person certified as a kindergarten-primary teacher whose practice teaching was done in a nursery or kindergarten setting . . . meets our present requirements as a "nursery school teacher."¹

The following are typical problems regarding the lack of trained personnel at the supervisory level:

In Georgia, although the State Department of Public Welfare "has legal responsibility for licensing and supervising all Child-Caring Agencies and Institutions, . . . due to lack of funds and staff [it is] not in a position to fulfil this responsibility in relation to Day Care Centers and Nursery Schools."²

Alabama does not actually make a distinction between nursery schools and day nurseries, but has had to limit the license requirement to facilities operating more than three hours a day because of lack of staff to work with the places having shorter hours.³

Texas has a similar problem which is being met in a different way: "Because of limited budget, we do not have enough people to

¹State Department of Social Welfare. Letter. St. Paul, Minnesota, November 16, 1956.

²State Department of Public Welfare. Letter. Atlanta, Georgia, November 27, 1956.

³Director, Bureau of Child Welfare, Department of Pensions and Security. Letter. Montgomery, Alabama, November 27, 1956.

give uniform coverage to the state, but are concentrating our efforts in metropolitan areas where the largest number of children can be served."¹

The need for nursery personnel will probably continue for a long time to exceed the supply of well-qualified, professionally trained teachers (8, pp. 10-11); therefore, it would seem that requirements should be such that persons now operating centers may be allowed a period of time during which to meet standards. Some provision should also be made for persons not able to qualify for a certificate but capable of making a valuable contribution by working with a trained nursery school teacher.

Wise leaders are attempting to raise standards gradually, making it possible for places "with promise" to stay in operation and improve their services.

More states have educational standards for nursery school teachers than for workers in day nurseries. In most states, also, the educational requirements for nursery school teachers are higher than for day nursery teachers. Some authorities suggest, however, that teachers in a day nursery actually should have the higher qualifications, if any distinction is made, since they spend a longer period of time with the children and do more in the way of supplementing the home environment. (1, p. 47) (33, p. 450)

One of the reasons for requiring higher educational

¹Licensing Worker, Child Welfare Division, State Department of Public Welfare. Letter. Austin, Texas, February 9, 1956.

standards for nursery school teachers is that nursery centers have been divided into two categories on the basis of whether an "educational program" or a "day care program" is provided. The educational program has been assumed to require an educationally trained teacher while any "responsible, motherly" person, it was supposed, could provide the "care" needed by the children in a day nursery.

The present study indicates that, as far as legislation in many states is concerned, these old definitions are still being used. This policy is causing considerable confusion in a number of states. It has been the basis for putting nursery schools under the jurisdiction of state departments of education and day nurseries under departments of welfare. With the recognition that "education" takes place in day nurseries, also, and that nursery schools often "care" for children of working mothers, it may be difficult to determine whether a place is a school or a care center. Does it come under the jurisdiction of the state department of education or welfare? Such a situation may allow inadequately prepared persons to conduct places for group care because no agency is definitely responsible or has clear-cut legal authority to act. It may also deprive persons who wish to provide adequate care, but who need guidance in doing so, from obtaining the supervision and help they need from state agencies.

Different states are meeting this problem in various ways. A letter from the Department of Social Welfare of the State of California says, "Because we found it practically impossible to

distinguish clearly the nursery school from day care, the Department [of Welfare] has assumed . . . jurisdiction over such private facilities for preschool children considering them 'care' rather than education under our broad licensing law giving us responsibility for places for the 'reception or care' of children." The Department of Education has no jurisdiction over private nursery schools in California; the Department of Welfare, therefore, has assumed this responsibility.¹

Some states make their distinction on the basis of whether or not the teacher has certain educational qualifications. For example, a place for group care may be licensed as a school in Wisconsin or Kansas only if the teacher has certain academic qualifications. This policy is used to "encourage persons to secure more training," according to the reply from the State Department of Social Welfare in Kansas.²

The report from Montana states that the law is not clear on this point and that the "operator, or his board of directors, determines what the major purpose of the operation is." If the primary purpose is the "care of children," and "education of children" is secondary, the Department of Public Welfare does the licensing. If the reverse is true, then the State Board of Education has

¹State Department of Social Welfare. Letter. Sacramento, California, November 8, 1956.

²Group Care Supervisor, Child Welfare Division, State Department of Social Welfare. Letter. Topeka, Kansas, February 18, 1957.

jurisdiction. Since the law is not clear on the extent of licensing authority, the operator is allowed to take the initiative.

Therefore, states the letter, "we know that all places . . . are not licensed because some operators do not take the initiative to obtain a license."¹

In Mississippi a nursery school is considered to be a place which operates on a half day basis, and a day nursery is one caring for children all day.²

These problems point up the need for clarification of terminology and a revision of loosely written, ambiguous or confusing laws and standards.

It would seem that standards could be improved considerably in a number of states by clear definition of the terms used for various types of places for group care of young children. Any distinction between a nursery school and a day nursery or day care center should be made on some other basis than whether or not the place "purports to offer an educational program." The philosophy of Green and Woods regarding terminology supports this policy.

We now know that any type of program, including the home and the neighborhood is educational, because a child is learning every minute of the day. This education may or may not be desirable, but we cannot stop a child from learning We hope that the time will come when there will be no variation in the quality of programs offered young children, and that the

¹Director, Division of Child Welfare Services, State Department of Public Welfare. Letter. Helena, Montana, November 19, 1956.

²State Department of Public Welfare. Letter. Jackson, Mississippi, November 21, 1956.

differences will be those of purpose and sponsorship, and not of educational standards. (30, p. 5)

Another source of confusion, evident as one attempts to interpret the standards, and noted frequently in the letters from state officials, is the difficulty of determining whether or not certain regulations or minimum standards are mandatory or optional. In some states this problem has been solved by distinguishing very clearly in the written standards between "rules" which must be carried out, and "recommendations" which should be followed if possible but are not necessarily required to meet minimum standards. One state may use bold face type for required rules in its standards and smaller, lighter type for optional recommendations; another labels each section of the standards bulletin either "Rule" or "Recommendation"; while a third may designate rules by using the words "must" or "shall" and recommendations by using "should" or "it is desirable to."

A number of states hope to be able soon to rewrite and clarify their laws as well as their standards for implementing their laws. Some states are in the process of doing so at present, and others have recently passed or revised their laws relating to licensing and supervision of centers for young children. The nursery school consultant, in the Social Welfare Department of Michigan, emphasizes that great care should be taken in the wording of the law. If it is "simply but effectively stated," she says, "revisions may

be made without further legislation."¹

The day care consultant, Ohio Department of Public Welfare, writes,

Fundamental to a good day care certification program is good legislation, clearly stated, and covering all types of nursery centers. I would suggest, also, that the group responsible for developing or compiling the standards be widely representative of both public and private organizations and individuals, publicly recognized as being interested in and concerned with the health, education, and welfare of children. Wide representation and sponsorship will help to assure adoption of standards and rules when the time comes to test their use. It is good, too, to consult with parents and nursery directors for ideas and for reactions to some of the proposed standards before they jell into positive statements.²

Information from state officials indicates a trend toward recognizing that all places for group care of young children should have available the services of all three departments - Education, Welfare, and Health. In some states licensing and supervision are already handled by means of interdepartmental cooperation, in others certain aspects are taken care of cooperatively, while some states report that they are working toward such a policy. The following information and excerpts from letters indicate some of the levels of interdepartmental cooperation in various states:

It is the feeling of many people in the field of early childhood education that New Jersey took a big step forward with the licensing law in that it coordinates the services of Education, Health and Welfare in child care centers. While the responsibility for approval of nursery groups has been placed with the State Department of Education, this Department works closely

¹Nursery School Consultant, Department of Social Welfare. Letter. Lansing, Michigan, February 28, 1957.

²Day Care Consultant, State Department of Public Welfare. Letter. Columbus, Ohio, August 5, 1955.

with the State Department of Institutions and Agencies and the State Department of Health. (Appendix II, 35, p. 5)

The letter from Michigan reports, "One factor which we find most valuable is the three agency responsibility - Health, Education and Social Welfare. This is carefully maintained at the state, district and local levels."¹

In Minnesota the Public Welfare Department is the licensing and supervising agency. The certification of teachers is the responsibility of the Department of Education.²

Wisconsin reports that, although the State Department of Education has no legal jurisdiction over nurseries, it cooperates on certification by reviewing and approving the applicants' qualifications for nursery school teaching.³

In Massachusetts state legislation provides for licensing by local boards of health. However, the State Departments of Education, Public Welfare, Public Health, and Mental Hygiene have sponsored the publication of a minimum and preferred standards bulletin which local boards may use as a guide if they wish. (Appendix II, 24)

Although legal provision is made in Georgia for supervision of all types of nursery centers, by the Department of Public Welfare,

¹Nursery School Consultant, Department of Social Welfare. Letter. Lansing, Michigan, February 28, 1957.

²State Department of Social Welfare. Letter. St. Paul, Minnesota, November 16, 1956.

³Supervisor, Day Care, Division for Children and Youth, State Department of Public Welfare. Letter. Madison, Wisconsin, November 19, 1956.

such service has not been possible because of lack of funds and staff. The letter from the Georgia Department of Public Welfare states "We believe that all such facilities should come within the provision of the law (but) we would want to work very closely and cooperatively with the Health and Education Departments when we are able to get into this area."¹

"We regret to state that Wyoming, as yet, has no licensing legislation for any types of child care . . .," says the Director of the Public Welfare Division of Children's Services in Wyoming. "We hope within the near future we will have such protection which will be governed by standards arrived at by the Departments of Health, Education, Welfare, and Fire."²

From the practices reported in the various states, one might conclude that it is rather generally assumed that the Department of Education should be the certifying agency, regardless of which department is given the responsibility for licensing.

The purpose of teacher certification, or the requirement of certain academic and professional preparation for teaching, according to Woellner, is to assure the citizens of the state that their children will be under the guidance of competent teachers. (49, p. 183) He questions that present practice gives such assurance,

¹State Department of Public Welfare. Letter. Atlanta, Georgia, November 27, 1956.

²Director, Division of Children's Services, Department of Public Welfare. Letter. Cheyenne, Wyoming, November 26, 1956.

since neither academic nor professional preparation is specifically defined and "both are expressed in terms of course credits obtained in institutions of higher learning." (50, p. 251) He believes that not enough is known about the content of courses specified nor is there sufficient knowledge as to what academic preparation is essential for successful teaching.

The present status of research in the area of teaching at the preschool level would indicate that Woellner's evaluation of teacher certification in general also applies to certification and standards for nursery teachers. It would seem that at the present time state requirements for nursery teachers are not necessarily based on knowledge of young children's needs and an understanding of the importance of persons who work with nursery age children. Better understanding of children's needs, the role of the teacher, the preparation provided by training institutions, and a more extensive survey of the policies and practices regarding certification and standards in each state are needed before a satisfactory qualitative evaluation can be made. Letters received from many of the states, however, do indicate a definite positive trend toward requiring more adequate preparation for nursery teaching.

There is evidence that the setting up of educational standards does not, of itself, assure the competence of nursery teachers; nor does it necessarily indicate that teachers who meet these standards have the personality qualifications thought to be desirable for those who work with young children. Consequently

considerable responsibility falls upon the training institutions for adequate screening of applicants and for counseling and guidance which will either help student teachers to develop the necessary qualifications or serve to divert to other pursuits persons unsuited for working with young children.

Responsibility must also be assumed by parents, community leaders and lay persons. They need to be able to recognize acceptable standards - to distinguish between a desirable and an undesirable place for young children and to know how to tell whether or not a teacher is well-qualified. Nursery teachers themselves, from all types of centers, also have important contributions to make in the establishment and carrying out of standards.

It is important, then, that all persons in the community become aware of the need for regulations regarding centers for young children and those who operate and work in them. Securing the interest, enlightened concern, and cooperation of everyone involved is vital in the process of improving standards to assure the well-being of children in nursery centers. (20, p. 29)

Since there are "important and lasting social implications in bringing young children together in groups over any length of time," it is important that "any person regularly working with them should be professionally qualified." (38, p. 204) This study has attempted to determine the extent to which regulations regarding teacher qualifications exist at the state level in each of the forty-eight states. It has also presented some of the problems

involved in providing such protection. In addition it has indicated the difficulty of determining at present how well the regulations for certification or other standards for academic training function in providing professionally qualified teachers for nursery age children.

Other aspects of adequacy of nursery centers, such as sanitation, safety provisions, space, et cetera are more easily evaluated. Judith Cauman, Day Care Consultant, Child Welfare League of America, points out that "the relative ease of evaluation is almost in inverse relationship to its importance." She emphasizes that "our real task, however, is not to lower our sights to what is easily measured but rather to devise means of evaluating what we really care about." (14, p. 8) Devising such means for evaluating state regulations relating to teachers in nursery schools and day care centers is the present challenge to those who "really care" about the welfare of young children.

CHAPTER IV

SUMMARY

The purposes of this study were:

1. To review the literature regarding the significance of the nursery school and day care center in contemporary culture and the importance of the nursery teacher and her qualifications.
2. To determine what regulations, if any, exist in each of the forty-eight states regarding certification or other standards for persons who work in places for group care of normal children under five years of age.
3. To evaluate existing standards and make recommendations for future state action.

Review of Literature

Literature regarding the need for nursery schools and the importance of the teacher in schools for young children emphasizes the following points:

1. Research has shown the early years of childhood to be significant for optimum growth and development; society, therefore, must consider these early years in its social planning.
2. In contemporary society meeting the needs of young children is complicated by many problems.
3. Places for group care of young children have developed as one

way of supplementing the home in meeting children's needs.

4. Since group care of young children may be desirable or undesirable, depending upon such factors as the type of program offered, the physical facilities provided, and the qualifications of the teacher, there is need for regulation of such centers by designated state agencies.
5. Although many other factors are involved, the teacher is considered of prime importance in determining the kind of experience a child will have in a nursery center. The teacher not only determines to a great extent what goes on in the nursery school, but also has a significant effect upon personality development because she is one of the important people whom the young child is likely to imitate and with whom he may identify.
6. Authorities emphasize certain personality characteristics as well as both training and experience in nursery education as important requirements for teachers. It is difficult, however, to specify the exact qualifications and kind or amount of training needed to become a well-qualified nursery teacher. Most studies relating to teacher qualifications are concerned with the elementary or secondary level. Research regarding the preschool teacher seems to be in the beginning stages; thus the summary of desirable qualification in the present study relies primarily upon the opinions of authorities in the field.
7. Very little current information on state regulations relating to standards for teachers in nursery schools and day care centers is available, indicating a need for such studies as the present

one.

8. Information which is available indicates a lack of adequate standards in many of the states, making it possible for persons regardless of qualifications or training to establish places for group care of children and to work with children in such places.

Existing Regulations Regarding Certification
and Other Standards for Teachers of
Nursery Age Children

A survey was made of regulations for certification or other standards for nursery teachers in each of the forty-eight states by means of correspondence with the State Departments of Education, Welfare, and Health. Examination of the data obtained revealed the following:

1. Fourteen of the forty-eight states have certification for nursery teachers, twenty-three states have no certification but do have other standards for staff, and eleven states have neither certification nor other standards for staff.
2. In none of the states is certification mandatory for all teachers in all types of places providing care for children under five years of age.
3. Educational requirements for certification vary considerably from state to state. Eleven of the fourteen states in which a certificate may be issued require a Bachelor's Degree as the minimum amount of college preparation acceptable for certification. In ten states courses in nursery education are required.

Student teaching with young children is required by all but two of the fourteen states.

4. Of the twenty-three states having other standards but no certification, sixteen list some recommendations for academic training. Ten of these recommend some college training as a minimum amount of preparation and six of the ten indicate the bachelor's degree as the preferred amount. In five states a high school diploma is specified as a minimum requirement and in five states there are no academic requirements or recommendations. Data on academic regulations were lacking for two states, which were setting up standards at the time this information was obtained.
5. The reason mentioned most frequently for lack of certification requirements is that the state department of education has been given no jurisdiction over schools or other places for children under five years of age. Lack of professionally trained personnel was given as the main reason for not raising academic requirements or enforcing more strongly existing standards.
6. Considerable confusion seems to exist in connection with establishment and implementation of standards for group care of young children as shown by the replies. Certain issues are not clear. For example:
 - a) One source of confusion is the difficulty of determining whether or not certain regulations or "minimum standards" are mandatory or optional.
 - b) The practice of placing nursery schools under the

jurisdiction of the state department of education and day nurseries or day care centers under departments of welfare or health has created much uncertainty as to which authority should assume responsibility. The fact that wherever a child may be, he is experiencing and learning, does not seem to have been given recognition and the result is lack of coordination in the services of state agencies.

7. Information in letters received from state officials indicate that it is generally assumed that the state department of education should be the certifying agency regardless of which department is designated as the licensing agency for places for group care of young children. There does seem to be an increasing awareness of the functions and contributions of each department of the state government and an increasing recognition of the efficacy of all working together where the welfare of young children is concerned.
8. The present status of research regarding teaching at the pre-school level indicates that certification practices in most of the United States do not fulfill their purpose of assuring citizens of the state that their children are under the guidance of competent teachers. Letters from state officials, however, show that there is a trend toward requiring more adequate preparation of preschool teachers.

Recommendations for Future State Action

As a result of the writer's training in the field of nursery education and experience as a nursery teacher, and examination of data from the present survey of existing conditions, the following recommendations are made:

1. There is need for clarification of policies and terminology and a revision of loosely written, ambiguous, or confusing laws and standards.
 - a) Both laws and written standards should make a clear distinction between "rules" which "must" be carried out, and "recommendations" which should be followed if possible, but are not necessarily required in order to meet minimum standards.
 - b) Terms used for various types of places for group care of children should be clearly defined and such definitions should be made on a sound basis. For example, since all places for young children are in effect both "caring for" and "educating" the children, the distinction between a nursery school and a day care center should be made on some other basis than whether or not the place "purports to offer an educational program."
2. The services of all three state departments--Education, Welfare, and Health should be available to all places for group care of young children. Interdepartmental cooperation, such as is already practiced in some states, seems to offer most promise at present for adequate supervision of and service to nursery

- centers.
3. Adequate certification requirements for persons who work with children in nursery centers should be developed in each of the forty-eight states.
 - a) These requirements should be based on a college or university program offering specialized training for working with nursery age children.
 - b) Since it is evident that academic requirements alone do not insure inadequate preparation and personality for working with young children, a careful screening process should be practiced.
 - (1) Applicants for admission to college programs should be carefully chosen.
 - (2) As it becomes evident during the training period that any person is not suited for working with young children, he should be guided to other pursuits.
 4. Certification requirements should be such that persons now operating centers may be allowed a period of time during which to meet standards. Standards, at present should make some provision for persons who may not be able to qualify for a certificate, but may make a valuable contribution by working with a trained nursery school teacher. Such provision is currently necessary because of the lack of trained personnel and the likelihood that need for nursery personnel will continue to exceed the supply of well-qualified, professionally trained teachers.

5. Securing the interest, enlightened concern, and cooperation of everyone involved is important in the process of improving standards. Sound practice should include:
- a) Involving nursery personnel from all types of centers in formulation of and/or carrying out standards.
 - b) Helping parents and others in the community become aware of the need for regulations, especially regarding nursery personnel, to assure the well-being of children in nursery centers.
 - c) Helping parents to recognize acceptable standards--how to distinguish between a desirable and an undesirable place for young children and how to tell whether or not a teacher is well-qualified.
6. Research concerned with the determination of qualifications essential to adequate nursery teaching should be given consideration relative to its importance. Efforts should be directed, also, toward devising more satisfactory means for evaluating existing regulations regarding teachers in nursery centers.

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APPENDIX I

Letters

Education Department
Florida State University
Tallahassee, Florida
January 20, 1956

(Letter sent to State Departments
of Education)

I am conducting a survey of state requirements for the certification of teachers in nursery schools, day care centers, and play groups for the purpose of determining the standards in each state.

I would like to find out what legislation, if any, exists in your state relating to standards for teachers who work with normal children of nursery age (under five years) in places for group care (four or more children). The term "teacher" is intended to include any person who works with the children, whether designated as teacher, assistant, or by some other title.

Any assistance you can give me in making this study will be very much appreciated.

I need copies of all laws which might in any way apply; for example, any laws requiring:

1. Certification of teachers
2. Qualifications for other staff members who work with the children
3. Limitation of
 - Number of children per group
 - Number of children per teacher, or
 - Number of children per teacher and assistant

Any material available which would show how these laws have been interpreted and implemented in your state would be very helpful, too.

Your state may have these regulations under a different department, such as Health or Welfare. If this information is not available in your department, would you please refer my request to the person who could supply the information?

I believe the results of this survey will be valuable to educators, lawmakers, and all who are interested in the welfare of children.

Your cooperation will be greatly appreciated.

Sincerely yours,

(Mrs.) Leora Bentley Bliss

Department of Home and Family Life
School of Home Economics
Florida State University
Tallahassee, Florida
November 12, 1956

(Letter sent to State Departments of Welfare or Health)

I am attempting to obtain information for a study of state regulations relating to standards for teachers in nursery schools, day nurseries, day care centers, and play groups. Correspondence with the State Department of Education indicates that it has no jurisdiction over places for care of children under five years of age; nor does it have any responsibility for requirements for teachers or others who work with preschool age children.

I am enclosing a copy of the letter originally sent to the State Department of Education, and will appreciate any assistance you can give me in obtaining the information requested. Perhaps you can help me with the following questions, also:

What is the responsibility of your department in regard to group care of children under five years of age? Is any distinction made in your state between different types of places, such as nursery schools, day nurseries, day care centers, or play groups? If so, what is the definition of each, and the function of each?

Are all such places subject to your jurisdiction? If not, which ones do you supervise and to what extent? Does any other state agency have jurisdiction over any places which you do not? If so, which ones and to what extent?

I am especially interested in regulations regarding standards for teachers:

- Do you have standards or certification for those who work with children under five years of age?
- If so, what are the standards?
- Do they apply to both public and private places?
- Are they required or optional?
- If required, is there a penalty for violation?

I will be very grateful for your help in answering these questions and supplying any additional information which may help me to understand the situation in your state.

Sincerely yours,

(Mrs.) Leora Bentley Bliss

APPENDIX II

Bulletins, Pamphlets, and Mimeographed Material from
State Departments of Education, Health, and Welfare

BULLETINS, PAMPHLETS, AND MIMEOGRAPHED MATERIAL FROM
STATE DEPARTMENTS OF EDUCATION, HEALTH, AND WELFARE

Alabama

1. Minimum standards for child caring institutions. Montgomery, Alabama, State Board of Welfare, 1952. 88 p.

Arizona

2. Rules and regulations for the certification of teachers and administrators in Arizona. Rev. Phoenix, State Board of Education, 1955. 40 p.

California

3. Standards for child care centers. Excerpts from California Administrative Code, Title 5, Education, Article 16. Sacramento, n.d. n.p. (Mimeographed)
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Colorado

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Connecticut

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Idaho

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Illinois

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Indiana

13. Private nursery-kindergarten certification. Indianapolis, Department of Public Instruction, n.d. 2 p. (Mimeographed)

Iowa

14. Nursery care for children in Iowa. A guide for the development and operation of nurseries. Des Moines, Department of Social Welfare, 1955. 58 p.

Kansas

15. Maternity hospitals or homes, and homes for infants or children (as amended, 1951 legislature). General Statutes of Kansas. Topeka, 1952. n.p. (Mimeographed)
16. Working standards for day care homes for children. Topeka, Board of Health, 1954. 8 p.
17. Standards for group care of preschool children. Topeka, Kansas State Board of Health. (1956) 16 p.

Kentucky

18. House bill no. 464. Frankfort, General Assembly, Commonwealth of Kentucky, February 1956. 4 numb. leaves. (Mimeographed)
19. Regulations for pre-school child care centers. Frankfort, Ky., State Department of Education (1956). 5 numb. leaves. (Mimeographed)

Louisiana

20. Louisiana standards for state certification of school personnel. Baton Rouge, State Department of Education of Louisiana, 1954. 39 p. (Bulletin No. 746)

Maryland

21. Maryland standards for nonpublic schools -- nursery schools and kindergartens. Baltimore, Maryland State Department of Education (1954).
22. Certificates of approval required of Maryland nonpublic schools. (1945, ch 1943, sec 14A. 1947, ch. 489) Baltimore, 1948.

Massachusetts

23. An act regulating agencies conducting day nurseries or similar establishments. Acts of 1950, chap. 205. Boston, State of Massachusetts, 1951. (Mimeographed)
24. Recommended minimum and preferred standards for agencies giving day care to children under seven years of age. Boston, Department of Public Health, May 1952. 26 p.

25. Your child deserves the best in day care. Boston, State Department of Education, Public Health, Public Welfare, et al., n. d. n. p.

Michigan

26. Requirements for the certification of nursery school teachers. (Received from Michigan State Department of Social Welfare, Dec. 1956) n. p. (Mimeographed)
27. Rules and regulations for the licensing of day care centers and nursery schools. Lansing, Department of Social Welfare, 1951. n. p.
28. Nursery education. Lansing, Superintendent of Public Instruction, 1945. 11 numb. leaves. (Bulletin No. 3056)

Minnesota

29. Standards for group day care of pre-school and school-age children. St. Paul, State of Minnesota Department of Public Welfare, 1956. 8 numb. leaves. (Typed copy -- standards not yet published.)

Mississippi

30. Standards of day care centers for children in Mississippi. Jackson, State Department of Public Welfare, 1952. 16 numb. leaves. (Mimeographed)

Missouri

31. Laws of the State of Missouri - Rules and regulations governing day care homes or day nurseries and standards for these homes. Jefferson City, State Department of Public Health and Welfare, August 1955.

Montana

32. Licensing standards for foster care. Helena, Montana, Department of Public Welfare, n. d. 35 numb. leaves. (Mimeographed)

Nebraska

33. Nursery school in Nebraska -- suggested standards. Lincoln, Department of Education, May 1955. 11 p.
34. Minimum standards for licensing child-caring homes and day-care centers in Nebraska. Lincoln, Department of Assistance and Child Welfare, 1951. 20 p.

New Jersey

35. The child from two to five. Standards for approval of child care centers. Trenton, State of New Jersey Department of Education, 1952. 20 p.

New Mexico

36. Regulations governing the construction, equipment, sanitation and operation of child care facilities. Santa Fe, New Mexico Department of Public Health, 1953. 13 p.

New York

37. Certificates for teaching service. Albany, N. Y., State Department of Education, n. d. 6 p.
38. So you are starting a nursery school! Albany, N. Y., State Department of Education, 1956. 12 numb. leaves. (Mimeographed)
39. Day care of children in New York State. Rules of the State Board of Social Welfare, Albany, 1955. 14 p.

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40. Do you want to be a teacher in North Carolina? Raleigh, State Superintendent of Public Instruction, 1951. 35 p. (Pub. No. 280)
41. Schools for young children -- Nursery schools and kindergartens. Raleigh, N. C., State Superintendent of Public Instruction, 1955. 32 p. (Pub. No. 305)
42. Regulations for day care in foster family homes, day nurseries, other day care facilities. Raleigh, N. C., State Board of Public Welfare (1954). 12 numb. leaves. (Mimeographed)

Ohio

43. Rules and recommended standards for certification of day care centers, group care homes, family day care homes. Columbus, Ohio, Department of Public Welfare, 1954. 26 numb. leaves. (Mimeographed)
44. Standards recommended for day care centers. Columbus, Ohio, Department of Public Welfare, 1954. 20 numb. leaves. (Mimeographed)

Oregon

45. Law and rules and regulations governing day nurseries in Oregon. Portland, Oregon State Board of Health, 1955. n. p.

Pennsylvania

46. Certification of teachers in nursery schools. Harrisburg, Pa., Department of Public Instruction, 1946. 1 p.
47. Rules and regulations governing private academic schools and agents. Harrisburg, Pa., Department of Public Instruction, 1953. 17 numb. leaves. (Mimeographed)

Rhode Island

48. Educational services for very young children. Standards for approval. Providence, R. I., State Board of Education, 1954. 15 numb. leaves. (Mimeographed)

South Carolina

49. Rules and regulations relating to licensing day care facilities and nurseries. Columbia, S. C., Department of Public Welfare, 1956. 22 numb. leaves. (Mimeographed)

Tennessee

50. Minimum requirements and desirable standards for day care centers. Nashville, Tennessee Department of Public Welfare, 1955. 28 p.

51. Tentative rules and regulations for operating schools for children under six years of age. Nashville, Tenn., State Board of Education, 1945. n. p. (Mimeographed)

Texas

52. Licensing law -- Child-caring and child-placing facilities. House bill 15, as amended. Rev. 1953. (Part of the Public Welfare Act of 1941, amended and revised.) Austin, Texas, 1953. n. p.
53. Minimum standards for day care centers. Austin, Texas, Department of Public Welfare, 1950. 14 numb. leaves. (Mimeographed)

Utah

54. Day care centers. Salt Lake City, Department of Public Welfare, 1953. n. p.

Virginia

55. Certification regulations for teachers and qualifications for administrators and supervisors. Richmond, Va., State Department of Education, 1950. 27 p.
56. Nursery schools and kindergartens in Virginia. Richmond, State Board of Education, 1955. 45 numb. leaves. (Mimeographed)

Washington

57. Rules and regulations for day nurseries. Olympia, Wash., State Department of Public Assistance, 1955. 8 numb. leaves. (Mimeographed)

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58. Minimum standards for day care centers for pre-school children. Charleston, W. Va., State Department of Public Assistance, 1951. 15 numb. leaves. (Mimeographed)

Wisconsin

59. Requirements for nursery school teacher certification. Madison, Wisc., State Department of Public Welfare, 1955. (Mimeographed)

60. Standards and regulations for day care centers in the state of Wisconsin. Madison, Department of Welfare, 1956. 18 numb. leaves. (Mimeographed)

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