

TEACHER CERTIFICATION IN OREGON SINCE 1933

by

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A THESIS

submitted to


OREGON STATE COLLEGE

in partial fulfillment of
the requirements for the
degree of

MASTER OF EDUCATION


July 1948

APPROVED:




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ACKNOWLEDGMENT

The writer wishes to express his sincere and grateful appreciation to Doctor Riley Jenkins Clinton, Professor of Education, for the direction and guidance he has given and for the constructive criticism made in the preparation of this thesis.

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CHAPTER I

INTRODUCTION

It is the purpose of this study to present information as complete as possible concerning the laws and regulations which govern the issuance of teachers' certificates in the State of Oregon.

The theory back of the certification of teachers is that some responsible individual or body should pass upon the qualifications of each candidate for a teaching position, in order to guarantee that the children shall have properly qualified instructors.

Teacher selection is a problem of great importance because of the large numbers of teachers employed annually, and because of the responsibility resting upon school executives for selecting teachers wisely.

Now, that the war is over, much thought must be given to the certification of teachers. It will be necessary to modify our emergency certification program in order to balance the supply and demand of teachers.

During the past few years there has been unusual and satisfactory progress in raising the standards of qualifications demanded of prospective teachers through laws and regulations set up by our state. Progress in raising these educational standards has been influenced by the Oregon Educational Association.

During the war and immediately following it, there was a serious exodus from the teaching profession to other types of positions. In order to keep the schools open, it became necessary to employ persons with limited educational qualifications to teach, and to pay increased salaries. The situation became serious. Public attention was focused on the situation of the schools. Emergency certificates were issued in Oregon. In fact, the percentage has been so high that it has become alarming to the educational field.

The replacement of teachers lost to the profession, the provision of those for new positions, and the upbuilding of the education of those in service constitute an important educational undertaking for the State of Oregon.

Statement of the Problem

The problem of this study is to record a brief history and development of Oregon teacher certification

to the year 1933 and to investigate what has been done with Oregon teacher certification since the year 1933.

It is recognized that the state may prescribe such qualifications for teachers as the welfare of the profession may demand. The ultimate aim of this study is to trace these policies to the present time.

It is desired to encourage those interested in the improvement of certification laws and regulations to arrive at more intelligent solutions of the numerous problems that confront Oregon in certifying her teachers. Certification requirements are of direct concern to more than eight thousand teachers in the State of Oregon. More concern than usual is expressed at the present time due to the large numbers of emergency certificates that are now in use.

Purpose of this Study

In this study there is presented information concerning the laws and regulations which govern the issuance of teachers' certificates in Oregon in so far as they are regulated by the state legislature and the State Department of Education.

Since requirements are constantly changing, highly detailed requirements and regulations are not presented, inasmuch as the State Superintendent of

Public Instruction will furnish those interested with pamphlets outlining definitely the requirements of certification for Oregon teachers.

The fundamental purposes of this study are:

(1) to assist in the improvement of the state program of teacher certification by gathering data for study; (2) to investigate the contributing factors that lead to stronger certification; (3) to review the constantly changing requirements and to determine the factors contributing to this change; (4) to point out the trend in progressive legislation concerning teachers' certificates; and (5) to study the effect of the present emergency certificates upon the teaching profession in Oregon.

Value of the Study

Every state in the Union makes provisions for certification of its teachers. This practice is also recognized in many foreign countries.

Teacher certification constitutes one of the most effective means available to the State of Oregon for avoiding waste of public money. It is recognized that public funds are wasted in the employment by school boards of incompetent teachers. We must recognize the fact that qualifications of teachers

constitute the key to educational efficiency. The proper direction in the Oregon certification of teachers is of major concern to educators of the state today.

Since improvements in teacher certification has lasting results upon the youth around whom our educational system turns, it is of vital importance that we study the issue carefully and understand the process of Oregon teacher certification. We are then in a position to offer constructive criticism.

A general view of the present status may cause the members of the profession to become more conscious of the growth, development and needs of teacher certification.

Therefore, the primary purposes of this study are to bring together data on Oregon teacher certification, offer suggestions for improved practices that might be of service to certification officials, teachers, laymen, and others interested in our children.

Methods of Procedure

It is the general opinion of many educators that the primary purpose of teacher certification is to protect the state against incompetent teachers. It is also recognized by many administrators that successful

teachers are those who seek improvement in service. Therefore, the efforts of administrators should be directed toward the improvement of the teaching efficiency of the staff. Many educators believe that state certification of teachers should improve the qualifications of teachers in service as well as beginning teachers. A great many educators also believe that in progressive legislation of teachers' certificates, one point should always be emphasized, and that is to advance the teachers' competency as well as to prevent incompetency.

Personal contacts have been made with officials of the Oregon Education Association and the State Department of Education. In addition, administrators, teachers, and college professors have been interviewed. Many expressed an interest in this study and offered helpful suggestions. Library facilities at the Oregon State College Library, Oregon State Public Library and the Eastern Oregon College of Education were available.

Sources of Data

The information for this study was secured primarily from: (1) Oregon school laws; (2) state certification rules and regulations; (3) oral and

written data from the research department of the Oregon Education Association; (4) State Department of Education; and (5) writers in the field.

Writers in the field include recent current magazine articles. The purpose was to discover the trend of thought, viewpoints and suggestions that might contribute to the study. Other sources include unpublished theses which were secured through inter-library loans. These unpublished theses gave attention to many different types of certification problems in other states.

CHAPTER II

HISTORICAL BACKGROUND

Beginning of Teacher Certification in Oregon

In his dissertation, "A History of the Certification of Teachers in Oregon," 1849-1932, Matthew ¹ reviews the importance of certification of teachers when he states that "unless the certification methods employed makes necessary continued progress while in service the teaching force will not progress, and will stagnate."

The history of the certification of teachers in Oregon prior to 1933 is divided into periods following closely the periods in the history of education in Oregon. The first period was from 1849 to 1872, the county system period; the second period was from 1872 to 1911, the semi-state control period; and the third period which prefaces this study was from 1911 to 1933, the state control period. This last period which continues into the present period marks the full state system of certification.

1 Matthew, Harry Virgil, A History of the Certification of Teachers in Oregon, 1849-1932, Doctor's Dissertation, The University of Oregon, Eugene, Oregon, 1932, p. 1.

The first territorial legislature made legal provision for the establishment of a system of public schools.

The first school laws were patterned after those of the state of Iowa from whence many of the first settlers of Oregon had come. At the same time there was legal provision for the establishment of a system of public schools in 1849, there were laws which provided for the examination of certification of teachers.

Each county had a board of school examiners, which numbered three persons, who were appointed by the district court.

At the time when Oregon issued certificates upon satisfactory examination, the same plan was being used universally throughout the United States.

It must be remembered that Oregon's first schools were primarily rural and that students attended a few short months only and certification of teachers by examination was sufficient because there were only a few essential subjects taught.

The formative period in the history of the certification of teachers in Oregon was from 1842 to 1872. The county was in charge of the issuance of all certificates and since the governor of the state was burdened down with duties other than educational ones, it

was a natural course that the counties take over this duty. State funds were insufficient to carry on a state program of education; communication between state and counties was slow and inadequate; consequently, these vital factors figured conspicuously in the authority of certification automatically becoming vested in the counties and this period was called the county system period.

In 1853 an office, which was the office of the county school superintendent, was established for the general supervision of the schools of the county and for the certification of teachers. In spite of the formation of this office, very little was actually done to make a uniform system among counties throughout the state. It was entirely up to the county superintendent to decide in his own way whether or not an applicant should be issued a certificate. There were, in some instances, examining boards to assist county superintendents with this work.

Certificates were not transferable from one county to another and there was no provision made for renewal. Since no formal provision was made for renewal and endorsement, practices were illegal in some counties. Irregularity characterized the system.

Many county school superintendents were farming, teaching, or were engaging in some full-time occupation and were not able to give much time to the duties of their offices. Too, the pay for such service was small and in order to get something for the time spent, many county superintendents felt inclined to accept private fees and this practice was recognizably irregular. As is always true, some county superintendents were conscientious and professional in their work, while others were not. The only real requirement for applicants was that they pass the examination in whatever form they might be.

This was the beginning of teacher certification in the state of Oregon. Meanwhile, the state was growing in population and in wealth and such growth demanded changes in the educational set-up. There was closer communication between counties and state; there was dissatisfaction with the existing plan of certification, and by 1872 an attempt was made to establish a more uniform system of state education and a better system for certification of teachers.

Growth of Certification Prior to 1933

The years from 1872 to 1911 marked the growth of state control of certification in Oregon. As state

control became more evident and state requirements for certificates became higher; teachers were reluctant at first in taking advantage of the state certificate and state diplomas provided by the law of 1872. By granting two series of certificates with differences in requirements, the offices found that they were in a state of confusion. Teachers took the easier path to a certificate and that was by way of county school superintendents. To make state certificates more attractive and more popular with teachers, certificates were offered to graduates of state institutions of higher learning.

If a graduate of any institution could pass successfully an examination approved by the State Board of Education, he was issued proper teaching credentials. This plan was not too successful for graduates often passed examinations whether they were qualified or not.

Anyone holding a county teaching certificate could work his way up to the state certificate by his having the required amount of experience and after passing certain examinations. Two laws grew out of heated controversy over the existing state laws governing certification. These were the certification laws of 1899.²

² Oregon School Laws, 1899, Title II, Sec. 8, pp. 7-9

Examinations were required for every grade or certificate in county and state. Unless graduates of higher institutions of learning took the regular state examinations by the State Board of Education, they were not certified for teaching.

From 1895 to 1910, the private summer normal school provided teacher applicants with a chance to find their way to certification in the shortest time possible.

Teacher progress was the aim of the plan for certification, and if this could be accomplished, success would be realized.

Further growth in the certification of teachers under the state system was from 1911 to 1932. If graduates of institutions of higher learning met certain requirements, certificates were issued to them.

In 1911, according to Matthew,³ the state legislature passed the necessary legislation to place the certification of teaching on a state basis. Many types of certificates provided for in this act were in use for many years. With a sufficient number of college hours in education, it became possible for a graduate

³ Matthew, Harry Virgil, A History of the Certification of Teachers in Oregon, 1849-1932, Doctor's Dissertation, The University of Oregon, Eugene, Oregon, 1932, pp. 132-133

to receive a teaching certificate without his having to pass an examination. At the same time other states were passing similar laws regarding state certificates for teachers.

In 1929 a certain amount of work in specified fields was required to be included in the number of hours of education required.

Since 1916, the examination has played little part in the preparation of a high school teacher. The examination method of obtaining certification was more common in the elementary than in the secondary teaching field.

Oregon law provides that a teacher who holds a certificate over a long period of time can teach even though she has been out of the field for some time. This is an apparent weakness of Oregon certification. This is especially true of a life certificate. It seems logical to believe that if a teacher is out of the profession for a long period of time, the certificate should be invalidated.

The most important factor in this period was the requirement of teacher training of those people planning to enter the profession. Even high schools had courses in teacher training at a time when institutions of higher learning were not able to supply

the demand for teachers. Institutions of higher learning finally were able to meet all demands for teacher training.

If teachers came from other states, their certificates, grades, and credits were accepted if they met certain requirements. The law finally provided that only diplomas of graduation would be accepted as bases upon which Oregon certificates were issued.

Certification of teachers will constantly be in the process of change. As educational policies and conditions change, requirements are set up to meet these changes.

The tendency just prior to 1933 was to issue short term certificates to beginning teachers and those certificates could be extended for a longer period of time. Life certificates were beginning to become hard to obtain. A teacher had to prove himself capable. This included academic training and sufficient experience to qualify for a life certificate.

CHAPTER III

THE STUDY OF TEACHER CERTIFICATION

Trends in Teacher Certification

The number of officials authorized to issue teachers' certificates has gradually diminished as education has progressed in Oregon. As shown in the history of this study, concentration of authority has moved from numerous local officials of towns to county school superintendents, and then to the State Department of Education. This review discloses the evolution toward centralized authority. Typically the certificates issued by local school authorities were valid for short terms and were issued on the basis of unstandardized examinations or interviews. As professional standards in education improved, certificates to teach became valid for longer terms and were issued on the basis of college credentials. In the evolution of the authority to issue certificates, the unstandardized type of examination began to be eliminated.

There has been a marked tendency in very recent years in Oregon to revise Oregon certification requirements in order to place more emphasis on the issuance of certificates on a conditional basis rather than on

a permanent, unconditional basis. This program has the support of many of the state's educational leaders, and apparently it has the support of a great many teachers. Since the program weighs heavily against the poorly trained teacher, many educators feel that the profession of teaching has been given a better status.

Paralleling the decrease in the number of teachers certificated upon examination is a marked increase in the issuance of certificates upon the basis of college credit. In a number of large cities, examinations are still used in the selection and employment of teachers in the United States. This is not emphasized in Oregon at the present time because of the supply and demand of teachers. Examinations have been used as a method of evaluating candidates' qualifications for teaching and administrative positions in Oregon cities, but these examinations were not used as a basis for issuing state certificates to teach.

An outstanding trend during the present time is the lengthening and enrichment of the courses of study for prospective teachers. Colleges and universities have placed more emphasis on teacher training. This was due to schools and colleges of education having increased in numbers and importance, and their offerings in professional education has been broadened and

enriched. It stands to reason that the steady growth during recent years in the standards of teacher-education programs and certification requirements may be expected to continue for a number of years. Placing the responsibility for issuing teachers' certificates in the hands of the state board of education reflects the present level of development in the concentration of this kind of authority.

The requirements for obtaining teachers' certificates are becoming sufficiently high to discourage those from using teaching as a mere "stepping stone". This has been true in the past, but today the majority of our young people are entering the teaching profession with seriousness of purpose. One of the reasons is because the training required for a teaching certificate includes both academic and professional preparation.

The Federal Security Agency has just completed a study on the teacher certification requirements of several states. It is an interesting comparison with our own state. The concluding statement reads, in part:

Rather important advances in certification in a few states, and minor gains in many others, are shown in the most encouraging state reports that have been received since the time of Pearl Harbor. Nevertheless, it is important to recall that certification requirements can be raised no faster than the supply of teachers

and prospective teachers permits. This supply, in turn, is dependent upon the vocational attractiveness of teaching in comparison with other occupations that compete for college prepared workers. Although gratifying, salary increases on an average have no more than kept pace with living costs to date, and improvements in working and service conditions have also been relatively modest. The competitive place of teaching in the employment market is still not very favorable. Consequently, the supply of newly prepared teachers and of teachers in preparation is still inadequate to meet the present and future needs of the elementary schools, where approximately two-thirds of all public school teachers are employed. Only if the campaign of public information which has been so helpful in leading to recent modest gains in the improvement of teaching service is continued with vigor, is there real promise for widespread and important advances in teacher certification standards during the next biennium.⁴

Factors Influencing Teacher Certification

Gabbert, Chairman of the Oregon State Teachers'

Association Certification Committee in 1944 writes,

The present unsettled condition means that the State Department of Education cannot be bound by hard and fast rules to be followed over a long period of time as in normal years. This was recognized by the last legislature. Their action was an endeavor to enable the State Department to serve the children of Oregon, as well as possible, during the emergency. The regular and normal requirements were left intact, but provisions were made for the issuing of emergency certificates to

⁴ Frazier, Benjamin W., "Summary of Teacher Certification Requirements, 1947-48," Federal Security Agency, Circular no. 233, February 1948

be revoked [discontinued] when fully trained and regularly certified instructors were available again. The problems of certification are bound to become keener as time goes on.⁵

The certification committee was set up by the Oregon Education Association at the request of the Superintendent of Public Instruction. In determining policies of teacher certification, this committee is acting only in the advisory capacity to the State Department of Education.

The history of teacher certification shows that the State Department of Education will advance the requirements for certification as rapidly as the supply of teachers will permit, provided that the department receives the support and encouragement of the profession and the public. If teachers' salaries continue to improve after increases have repaired some of the war damage upon teaching personnel, advancement again should be made in teacher certification. In order that we may meet the social, political, and scientific problems of the postwar world, there must be more consideration on the investment of education by the parents and taxpayers. There are

⁵ Gabbert, Donald, "Problems of Certification in War Time," Oregon Education Journal, vol. 18, no. 5, pp. 7-8, February 1944

excellent prospects that teaching will attain its full professional status if this hope is realized. Many educators are beginning to feel that efforts should be directed toward securing better candidates for teacher preparation and toward raising the certification standard for admission to their profession. The public cannot be blamed if the teaching profession continues to accept emergency, non-certificated teachers. There is a general agreement that the improvement of salaries and certification of teaching personnel should be planned as means of helping to assure better educational service in the state of Oregon. The qualifications of teachers must reach definite and well-established standards if the public continues to invest public funds and continues to have faith in the teaching profession. During the past few years many legally certified but professionally under-qualified teachers were being appointed to positions for which they were given scant consideration before the war. There has been a great loss in educational services because teachers have been forced to teach out of their field. This has caused dissatisfaction and has brought about excessive teacher turn-over in some districts.

Academic Training of Teachers Employed in Oregon

Because of the departure of men for service in the armed forces of the United States, the high wages in industry, and the low pre-war level of teachers' salaries, teacher education schools and departments in Oregon suffered enrollment decreases during the war period. At the end of the war these schools have increased somewhat in enrollments. The demand for teachers has brought about an increase in salaries, but the problem has not yet been solved. It takes time to train a teacher properly. Besides, the increase in salaries has not been enough to attract young people into the teaching profession. We have lost and will continue to lose teachers because of the new retirement law. Many educators feel the need of actually recruiting prospective teachers into the teaching field. Schools of Education in Oregon have been taxed to the limit in an effort to provide well-trained teachers especially since the war period.

In the preparation of teachers, Oregon schools of education and departments are divided into two types: (1) the preparation of teachers for the elementary schools, and (2) preparation of teachers for the secondary schools. Both divisions prepare

teachers for the junior high school teaching field.

In a survey of teacher education in Oregon we find:

Within the state itself there has been a well-defined trend away from the employment of normal school graduates in the junior high schools. In 1932-33, 143 out of 327 teachers employed in junior high schools were graduates of normal schools only. In 1937-38, the number of teachers employed in junior high schools had increased to 458, but the number of normal school graduates had decreased to 131. While this is only a small decrease in actual numbers, proportionally it is a large decrease; in other words, in 1932-33, 44 per cent of the junior high school teachers reported normal schools at their highest level of training; five years later this proportion had decreased to 29 per cent. It is evident that the employing agencies of our schools regard the junior high school as belonging to the secondary rather than to the elementary level. Further evidence is to be found in an analysis of the "new" teachers entering the junior high schools in the year 1936-37. In that year there were 86 "new" teachers, 11 of whom had completed only normal school training, while 75 reported college graduation.

In light of the above factors, it may be safely concluded that any study of teacher preparation in Oregon should classify the junior high school positions as secondary rather than elementary.⁶

In the last few years there has been different emphasis on the training of the junior high school teachers. This has been brought about since the normal schools have been changed to the Colleges of

⁶ Oregon State System of Higher Education, "Teacher Education in Oregon," Report of a Special Committee. p. 9, 1940

Education and the two-year training program changed to a three-year and four-year program. The granting of degrees in elementary education by Oregon Colleges of Education has changed the status of training of the junior high school teacher.

In reporting to the State Board of Higher Education, Howard states:

The education and training of teachers for elementary and junior high schools is recognized as the basic function of the College of Education. In order to carry out that function well, the professional instruction must be maintained at a high level, and should be made vital and effective by close coordination with well-organized and well-equipped laboratory schools. A three-year curriculum provides essential professional training for teachers in the elementary grades and complies with state requirements for certification, but is necessarily limited in general-education offerings. The four-year curriculum leading to the degree of Science in Elementary Education is designed to develop professionally trained teachers. ⁷

In his report to the State Board of Higher Education, Stevenson⁸ reports: that one of the three chief functions of the Southern Oregon College of Education is, "to prepare teachers for elementary and junior high school on the basis of a three-year program and

⁷ Oregon State System of Higher Education. Bulletin, Biennial Report, no. 172, pp. 166, Oct. 1946

⁸ Ibid., p. 169

a four-year curriculum [program] leading to a Bachelor of Science in Elementary Education degree."

Maaske⁹ wrote in his report to the State Board of Higher Education, "The primary function of the Eastern Oregon College of Education is to prepare teachers for the elementary and junior high schools of the state, through a three-year diploma program and a four-year curriculum [program] in the degree of Bachelor of Science in Elementary Education."

In the same biennial report the University of Oregon and Oregon State College make no specific mention of training junior high school teachers. They both refer to the secondary school training program.

Oregon candidates for teaching positions have a wide choice of teacher training institutions. The State Department of Education recognizes under the Oregon State System of Higher Education the following schools: University of Oregon, Oregon State College, Oregon College of Education, Southern Oregon College of Education, and the Eastern Oregon College of Education.

The independent colleges and normal schools as recognized by the State Department of Education are

⁹ Oregon State System of Higher Education. Bulletin, Biennial Report, no. 172, p. 173, Oct. 1946

as follows: Cascade College, Lewis and Clark College, Linfield College, Maryhurst College, Mt. Angel College and Seminary, Mt. Angel Normal School, Multnomah College, Northwest Christian College, Pacific College, Pacific University, Portland School of Music, Reed College, St. Helen's Hall Junior College, Teachers' College at Marylhurst, University of Portland, and Willamette University.

Farrell has this to say concerning education in the Oregon state educational institutions:

University of Oregon. General education courses and training for education administrators. Major curricula preparing for teaching of literature, languages, social sciences, general science, arts, biological science, physical science, mathematics, music, physical education, business administration, and approved combination of subjects. Training to prepare teachers for work with atypical children.

Oregon State College. Major curricula preparing for teaching of biological and physical sciences, mathematics, agriculture, home economics, industrial arts, commercial education, and approved combinations of subject; major in educational and vocational guidance. ¹⁰

Colleges of Education. The education and training of teachers for elementary and junior high schools is recognized as the basic function of all three colleges of education. ¹¹

¹⁰ Oregon Blue Book, p. 75, 1947-48

¹¹ Ibid., p. 72

Training ranges from a three-year diploma program in several of Oregon's colleges to graduate study leading to master's and doctor's degrees in several major fields administered through graduate schools. Practically any phase of teacher training can be found in Oregon colleges and universities.

One apparent weakness in the Oregon training program for teachers is the lack of training facilities for kindergarten teachers. Maaske, president of the Eastern Oregon College of Education, said:

As soon as practicable, a program for the preparation of kindergarten teachers should be initiated, and a kindergarten unit established in the campus elementary school. There is an increased demand in the state, especially in the better public school systems, for such teachers.¹²

In his recommendation to the Oregon State System of Higher Education, Howard¹³, president of the Oregon College of Education, states: "Provisions should be made for equipment and facilities for teacher training in kindergarten, at an estimated cost of \$2,500".

Many administrators believe that a study should be made by colleges of education in Oregon to be used for selection of candidates in the schools of education.

¹² Oregon State System of Higher Education. Bulletin, Biennial Report, no. 172, p. 178, Oct. 1946

¹³ Ibid., p. 187

The School of Education at Oregon State College has now developed a program for selecting candidates for teacher training. The general purpose of this program is to select superior students and to discourage or eliminate those who should prepare for some other field. In general the requirements demand a high rank in high-school scholarship; a satisfactory intelligence test score; the absence of serious handicaps of speaking, hearing, and seeing; a satisfactory status of health; social competency; and emotional stability.

The president has appointed a committee* on Selection and Certification of Teachers. The functions of this committee are: (1) to advise and approve candidates who may wish to take the teacher training course; (2) to determine deficiencies in candidates and suggest courses and techniques to alleviate such difficulties; (3) to build up a set of criteria which may be used as a basis for judging aptitude and probable success; (4) to provide tests, techniques, and devices which may be employed in determining suitability and probable success; and (5) to advise students who do not measure up to the criteria against

* Faculty Organizations and Committees, Oregon State College, Corvallis, April 1946

taking work leading to a teacher's certificate and to aid them in finding more suitable occupations or professions.

Students make application for admission to the School of Education during the sophomore year. When the application for teacher training is made, it is understood by the applicant that the Committee on Selection and Certification will decide whether the student is: (1) accepted for teacher training without deficiencies, or (2) accepted with recommendations that specified deficiencies be removed, or (3) rejected as a candidate for teacher training, if remedial measures fail.

When making application, the student is interviewed by members of the committee. A regular form is prepared for this purpose. Information concerning the student is obtained by the interviewers on: (1) extra-curricular activities, (2) special abilities, (3) hobbies and interests, (4) personal data, and (5) attitudes on and aptitudes for teaching.

Other information for the applicant's folder is obtained from school officials. This includes: (1) A.C.E., (2) G.P.A., (3) educational background, (4) English placement, (5) mathematics placement, and

(6) health and physical records. Personality rating is obtained on a rating blank from those who know the candidate.

The following forms are used at Oregon State College for teacher candidates and placed in the student's folder: (1) Form A of the college personnel forms, (2) Personality Rating Scale, (3) Application Form, (4) Record of Interview Form, and (5) Form for Final Action of the Committee.

Educational leaders at Oregon State College have recognized the fact that public education in this state is demanding and meeting increasingly higher standards. These standards cannot be met unless the best of our youth are trained as teachers. Generally speaking, Oregon teacher-training institutions have been slow to set up selective entrance requirements. Oregon educational leaders are recognizing that this condition cannot go on or teacher-training institutions will be placed in the position of having to take the students excluded from other professional schools and colleges of liberal arts.

The School of Education at Oregon State College believes that teaching offers advantages and opportunities for leadership, and therefore has set up

criteria that are believed should challenge the best students graduating from the high schools of the state.

The list of criteria which will be used by the committee follows: (1) personal data, (2) educational background, (3) extra-curricular activities, (4) hobbies and interest, (5) special abilities, (6) A.C.E., (7) English placement, (8) mathematics placement, (9) G.P.A., (10) health and physical records, (11) speech defects, (12) attitudes on and aptitudes for teaching, and (13) personality.

Recent Developments

In 1931 certificates¹⁴ granted by the authority of the state of Oregon and authorizing the holder to teach in the public schools were classified as follows: Life state certificate, five-year state certificate, primary five-year state certificate, one-year state certificate, special certificate, temporary county certificate, and special district certificate. All certificates, except the temporary county certificate and the special district certificate were issued by the superintendent of public instruction.

¹⁴ Oregon, Laws, Statutes, 35-2503, p. 115, 1931

A life state certificate, valid throughout the state for life, shall be granted to an applicant who has had at least sixty (60) months of successful teaching experience, not less than fifteen (15) of which shall have been in this state, and shall pass an examination before the state board of examiners with a general average of not less than eighty-five per cent and shall not fall below seventy per cent in any one of the following subjects: Arithmetic, writing, orthography, reading, physiology, school law, civil government, grammar, geography, theory and practice of teaching, U. S. history, psychology, American literature, English literature, algebra, physical geography, plane geometry, botany, physics, bookkeeping, composition, general history, geology and history of education.¹⁵

A five-year certificate, valid throughout the state for five years, shall be issued to an applicant who has taught at least twelve school months with approved success and who shall pass an examination with a general average of not less than eighty-five per cent and shall not fall below seventy per cent in any of the following subjects: Writing, orthography, arithmetic, physiology, grammar, geography, theory and practice of teaching, reading, U. S. history, civil government, school law, psychology, American literature, algebra, physical geography, and composition.¹⁶

The primary five-year state certificate originally was valid throughout the state for five years in the first, second and third grades only. This certificate was repealed by the thirty-sixth legislative assembly; however, the certificate could be renewed. The plan was to attend an institution of higher

¹⁵ Oregon, Laws, Statutes, 35-2512, p. 117, 1931

¹⁶ Ibid., 35-2508, p. 116, 1931

learning for thirty-two consecutive weeks within six years from the date of issuance of the certificate. The work was then certified by the president of the institution. Another plan was to teach at least thirty-two months with approved success throughout the life of the certificate.

The one-year certificate was earned by examination or by completing four years' work in an accredited high school; provided that the applicant completed a teachers' training course as provided by law.

The special certificate was issued by the superintendent of public instruction if satisfied by evidence of the applicant's fitness to teach the special subject. This included such subjects as art, music, library, commercial subjects, physical education, domestic science, penmanship, and kindergarten.

The temporary county certificate was issued to an applicant by the county school superintendent valid only in the county where issued. The applicant must show evidence of holding a certificate in another state.

A special district certificate was issued to applicants teaching in districts with at least 100,000 people by a board of examiners. The county school

superintendent and the city superintendent were members of the board.

Certificates were issued to normal school graduates of a standard normal school to teach in any grammar school or in any one-year, two-year, or three-year high school in Oregon. The law also provided that any teacher employed in a four-year high school must be a graduate of some standard college or university if he did not hold a life state certificate secured by examination given by the state department of education.

Very little change was made in teacher certification in 1933 and 1935, however, one important change was made in elementary certification. There was a definite trend for elementary trained teachers to stay in their field. Under the old law a graduate of the normal school could teach in any grade with the exception of a standard high school. In other words, he could teach in the ninth, tenth, and eleventh grades if the high school was not standard. Another change was made that provided graduates of normal schools a shorter time to receive their five-year certificates.

Four important certification laws were enacted by the thirty-ninth Oregon Legislative Assembly 1937.

Any teacher employed in a four-year high school of this state, except as otherwise provided by law, shall meet the

following requirements: From the time this act goes into effect until January 1, 1939, he shall be a graduate of a standard college or university; from January 1, 1939, to January 1, 1941, he shall be a graduate of a standard college or university and have an additional 15 term hours of courses approved by the state board of education; from January 1, 1941, to January 1, 1943, he shall be a graduate of a standard college or university and have an additional 30 term hours of courses approved by the state board of education; and after January 1, 1943, he shall be a graduate of a standard college or university and have an additional 45 term hours of courses approved by the state board of education.¹⁷

Under a new law¹⁸, the superintendent of public instruction would not be authorized to issue life certificates on the secondary level. This same law also called for 22 term hours in education, which must include a minimum of three term hours each in secondary education, principles of secondary teaching, educational psychology, and supervised teaching for the high school level.

The third important law has given the state board of education authority to set up rules and regulations establishing qualifications and procedures for the issuance of special credentials for school administrators.

The fourth regulation states that after September 1, 1937, elementary teachers shall have

¹⁷ Oregon, Laws, Statutes, 35-2524a, p. 123, 1937

¹⁸ Ibid., 35-2525a

completed five term hours of supervised teaching and four term hours of Oregon history, Oregon school law and Oregon system of education. It further states that high school teachers shall complete three-term hours of supervised teaching and four-term hours of courses in Oregon history, Oregon school law, and Oregon system of education.

The fortieth Oregon Legislative Assembly, 1939, made only a few minor revisions in Oregon teachers' certification laws. At this session, the lawmakers provided for health certificates for teachers. A teacher now must file with the county school superintendent a certificate of health issued by a duly licensed physician showing that he is free from tuberculosis and other communicable diseases. The state board of health shall furnish the required certificate blanks.

This legislative assembly authorized the state board of education to adopt rules and regulations establishing qualifications for the issuance of certificates for one year to a teacher coming to an Oregon school from another state in interchange with an Oregon teacher.

In 1941, the forty-first Oregon Legislative Assembly had little to do with Oregon teacher certification. One important measure was passed.

Any vocational teacher holding a valid vocational certificate issued by the state board for vocational education permitting him to teach agriculture, home economics, or trade or industrial subjects, or such subjects provided for under the state board for vocational education in the secondary schools of Oregon, may be issued special certificates permitting him to teach in not more than two fields of subject matter in addition to those heretofore mentioned. Not more than three classes per day requiring such special certification may be taught by any teacher.¹⁹

It is pointed out that this special certificate will not be granted more than three times.

The superintendent of public instruction in considering the supply and demand of teachers in Oregon recommended to the forty-second legislative assembly, 1943, that action be taken to relieve the teacher shortage in Oregon. There was a definite shortage of teachers brought about by the war conditions.

The remedy so far as the schools are concerned is to grant the superintendent of public instruction, when properly authorized by the State Board of Education, authority to issue emergency certificates to the best qualified persons available.²⁰

19 Oregon, Laws, Statutes, Sec. 1, 35-2539, p. 16, 1941 Supplement

20 Oregon Education, Biennial Report of Superintendent of Public Instruction, p. 15, June 1941-42

Many teachers were drained out of the schools by various defense activities and entrance into the armed forces during the war years. Many young people who were preparing to teach became interested in the industries. This produced an acute shortage of teachers in Oregon. This was not especially peculiar to education as many pursuits were disrupted, more or less, by the war. The shortage among the teaching profession would probably have been less acute if salaries had been higher and security of teachers greater. Conditions clearly indicated that there was a need for measures to provide for the certification of teachers for the period of the emergency. It seemed quite certain that members of the legislature would introduce measures to modify certification laws and to set up emergency certification of teachers if the teaching profession, the state department of education, or others interested in Oregon schools did not take a lead.

Had members of the legislature introduced unsponsored legislation dealing with teacher certification, it is quite likely that the gains made in obtaining higher standards for teacher certification would have been sacrificed.

Recommendations began to shape up. Surveys were started by the Oregon State Teachers' Association, the city superintendents' association of Oregon, and the advisory committee of the elementary teachers' association of Oregon had several meetings to study the issue. The state department of education was well out in advance of all organizations in the state, inasmuch as it had in preparation a proposed code for the revision of teacher certification laws in Oregon.

These conditions brought important certification problems before the forty-second legislative assembly in 1943. As a result, some changes were made in the existing laws. One major difference between the new laws and the existing laws is that the new law provided for the granting of one-year emergency certificates on the basis of standards to be established by the state board of education. The emergency one-year certificates were not renewable and could only be issued if and when the state board of education declared that an emergency existed because of an acute shortage in the supply of regularly certified teachers.

The committee representing the Oregon State Teachers' Association recommended that a teacher who is otherwise qualified for certification in Oregon be granted a certificate on the basis of such

qualifications with the provision that the required courses in Oregon school law and Oregon history be completed before the certificate be renewed. The committee also recommended that special refresher courses be offered to teachers who have been out of the field for some time and also to out-of-state teachers.

The majority of the existing laws relating to teacher certification was repealed and new laws were enacted.

The following types of teachers' certificates were granted by the authority of the state of Oregon²¹, subject to certain provisions of the state board of education: Emergency certificates, special one-year certificate, special five-year certificate, one-year elementary state certificate, one-year secondary state certificate, five-year elementary state certificate, and five-year secondary state certificate.

Emergency certificates, valid for a period not to exceed one year, to teach in the elementary schools, junior high schools or high schools, may be issued by the superintendent of public instruction when the state board of education shall have declared that an emergency exists because of an acute shortage in the supply of regularly certified teachers. The superintendent of public instruction shall determine the fitness of any person to qualify for an emergency

²¹ Oregon, Laws, Statutes, Sec. 3, Chapter 139, p. 11, 1943 Supplement

certificate on the basis and rules and regulations approved by the state board of education.²²

The one-year elementary state certificate was issued to qualified applicants who have completed a three-year standard elementary teacher training course or its equivalent. The one-year secondary state certificate was issued to qualified teachers who have completed a five-year standard secondary teacher training course as determined by the state superintendent of public instruction.

The one-year elementary and secondary certificates could be converted into a five-year certificate after the candidate has taught successfully for six months.

Another important measure placed the vocational teachers' certificate to teach academic subjects into special certificate bracket.

Other interesting facts concerning the emergency certificates are:

On March 16, 1943, the state board of education declared that an emergency exists; this emergency declaration to be extended from year to year only as long as the teacher shortage continues. It may be terminated at the end of any fiscal year.

²² Oregon, Laws, Statutes, Sec. 10, Chapter 139, p. 12, 1943 Supplement

Before an emergency certificate may be issued the applicant must have had the offer of a teaching position and must obtain the recommendation of the employing district. Such certificates are valid only in the district or districts for which they are issued.

All emergency certificates expire on June 30 following the date of issuance and are not renewable. If, however, the emergency continues, an individual may be eligible for a new emergency certificate.²³

The committee on emergency certification of the Oregon State Teachers' Association reported to the Representative Council on December first and second, 1944. It was the feeling of this group that the regulations governing permanent certification were not impaired or endangered by the emergency rules and regulations. It was pointed out by the committee that the emergency provisions were so organized that the provisions permitting the less qualified teachers to secure emergency certificates may be discontinued, while the better qualified teachers, though not fully meeting regular requirements, could be retained if the shortage of teachers indicates such action to be desirable.

Four months later the certification committee was called back in session. The report has this to say:

²³ Putnam, Rex, Circular of Certification for the State of Oregon, p. 9, Apr. 15, 1947

The present teacher shortage has brought certification laws in all states under close scrutiny. There is pressure everywhere to lower the requirements that more people may qualify for a certificate. It is obvious that the situation would be helped by increased pay for teachers. It is also obvious that the quality of teaching is dropped during this time. It is imperative that gains that have been made in professional requirements for Oregon not be lost during this period of stress.

.....

The lack of enrollees in our teacher training centers is one fact that has bearing on the problem of certification. The new opportunities offered to women in the way of equal wages for manual labor are cutting off our former principal source of supply of teachers, especially elementary teachers.

.....

It is the opinion of the committee that so far the matter of certification in Oregon has been very well handled and that we have received fine cooperation from the legislature. It is also the hope of the committee that all school people in Oregon will continue to study the problems of certification presented by salary schedules, decreased enrollment in teacher colleges, and other complications brought about by a changing order.²⁴

At the close of the war, work of the certification committees became increasingly important. Modification required a great deal of study. Surveys of veterans returning to the teaching field and the college output of teachers were a great problem.

²⁴ Report of the Committee on Certification, Oregon State Teachers' Association. March 31, 1944.
Unpublished

Table I shows about thirty per cent of Oregon teachers were holding emergency certificates. Up to August first, 1945, figures for the coming year are in the same ratio.

Table II outlines the provisions which emergency certificates were issued from 1944 to 1948.

On May 21, 1946 representatives of teacher training institutions, the Oregon Education Association, and a group of school administrators met at the invitation of the superintendent of public instruction to study the teacher certification problems of Oregon.²⁵

It was proposed at this meeting that all candidates for the regular one-year secondary certificate must teach at least one year in Oregon on a provisional certificate. Two plans were set up for study. Plan A provided for the completion of the bachelor's degree and a four-year training course. Plan B called for the completion of the bachelor's degree and a five-year training course. Table III shows the progressive steps as outlined by the committee. The candidate for a one-year regular certificate who has qualified for a provisional certificate under Provision II A must complete the five-year teacher training program as

²⁵ Putnam, Rex, Report on the Conference of Temporary Certification, Unpublished, 1946

Table I

Emergency Certificates Issued in Oregon*

Class of School	1944-45	1945-46	1946-47	1947-48
Elementary	1162	1488	1393	930
Junior high school	47	61	67	46
7th and 8th grades	-	10	17	18
High school	394	587	597	375
Special	208	211	264	174
Handicapped	-	13	22	12
Nursery school	25	12	-	-
Kindergarten	2	3	-	-
Primary	<u>1</u>	<u>1</u>	<u>-</u>	<u>-</u>
Totals	1838	2386	2359	1555

* State Department of Education

Table II

Provisions Under Which Emergency
Certificates Were Issued*

Provision No.	1944-45	1945-46	1946-47	1947-48
1. Two-year elementary training course and out-of-state certification.	632	808	920	585
2. Persons are within one year of meeting present regular requirements including 3 quarter hours supervised teaching and the recommendation of the teacher training institution.	153	145	173	171
3. Persons having college degrees plus nine hours of education.	56	195	185	151
4. Teachers having state certificates but who have not met teacher training requirements listed above.	722	871	555	435
5. Persons recommended by county school superintendents to teach in certain special fields.	214	210	264	174
6. Persons who hold a high school certificate and are employed to teach in grades 7 and 8 of an elementary school.	-	11	12	16
Nursery school.	25	12	-	-
Kindergarten.	2	2	-	-
7. Sec. II. Rules and regulations for handicapped.	-	13	22	12
Totals	1838	2386	2359	1555

* State Department of Education

Table III

Chart Showing Progressive Steps in Connection With
Suggested Certification Program on the High
School Teaching Level*

Provisional Certificates				:
				: Regular
				: Certificate
First Cer-	First	Second	Third	:
tificate	:Renewal:	Renewal	Renewal	: Regular
				: Certificate
II A	II A	II A and 15 hours	II A and 30 hours	II A and 45 hours
II B	----	----	----	II B and one year teaching

* State Department of Education

defined by the state board of education. The candidate for a one-year regular certificate who has qualified for a provisional certificate under II B must have at least one year of successful teaching experience in Oregon. The committee would have a candidate teach two years on a provisional certificate based on graduation from a four year teacher training course. Such a pattern would also apply to the out-of-state teacher. This would eliminate an out-of-state teacher at the end of two years if they did not care to keep pace with Oregon certification provided they were training on the four-year plan.

The report of the Oregon Education Association certification committee to the Representative Council at Reed College on November 30, 1946, approved the steps as outlined in Table III.

The superintendent of public instruction has encouraged the Oregon Education Association to appoint a certification committee each year to serve in an advisory capacity to the state department of education and state board of education. The committee reporting to the representing council on December 6, 1947 had two functions in mind: (1) to study the teacher supply and demand situation, and make recommendations for possible courses of action for the school year 1948-49, and (2) to plan for long range certification standards.

The problem of emergency certification continues to be a serious one. Until more teachers are available, the elimination of the emergency certification must be made by stages. The committee believed that definite elimination of some types of emergency certificates was possible. The committee also believed that increased hours of training requirements were necessary before other certificates were granted. This would tend to eliminate many of those teachers who are not interested in being regularly certified,

and encourage conscientious and interested teachers to remain in the profession. One important recommendation of this committee was to eliminate emergency certificates on the secondary level.

The committee recommended that Provision No. 7, Rules and Regulations of Emergency Certificates, be eliminated. This regulation made possible the issuance of emergency certificates upon the recommendation of the county school superintendent of candidates not otherwise qualified for emergency certification.

It was also recommended by the committee that emergency certification in special fields, such as physical education, music, etc., be taken out of the area of emergency certification and placed under the special certification procedures which prevailed previous to the emergency.

The state board of education has accepted the proposed revision of requirements for emergency certificates as presented by the superintendent of public instruction after the committees completed their study of the various problems.

Under the new regulations all emergency certificates for high school teachers will be discontinued as of June 30, 1949. In addition, no high school

emergency will be issued for the year 1948-49, except to those who have held such certificates.

Emergency certificates will be restricted to persons coming within the following classifications:²⁶

1. Teachers regularly certificated in other states, provided that:
 - a. For elementary certification the applicant must have completed not less than a two-year elementary teacher training course at the collegiate level.
 - b. For secondary certification the applicant must hold at least a bachelor's degree and must have taught on an Oregon secondary emergency certificate.
 - c. At least 8 quarter hours of study must have been completed in resident attendance in a standard institution of higher learning which trains teachers on the level for which certification is desired, or by extension, since March 16, 1946.
 - d. Credits earned by correspondence work will not be acceptable toward fulfilling any part of the eight-quarter-hour requirement indicated in "c" above.
2. Persons who have had teacher training in standard teacher training institutions and who are within one year of meeting present requirements for full certification, provided that:
 - a. The preparation must have included at least three quarter hours of supervised teaching.

²⁶ Putnam, Rex, Revision of Requirements for Emergency Certificates, Unpublished materials, December, 1947

- b. The applicant must have been recommended to the State Department of Education for such emergency certification by the teacher training institution.
 - c. For secondary certification the applicant must have secured a bachelor's degree from a standard college, university, or teachers' college and must have taught on an Oregon secondary emergency certificate.
 - d. At least 8 quarter hours of study must have been completed in resident attendance in a standard institution of higher learning which trains teachers on the level for which certification is desired, or by extension, since March 16, 1946.
 - e. Credits earned by correspondence work will not be acceptable toward fulfilling any part of the eight-quarter-hour requirement indicated in "d" above.
3. Persons having college degrees who have had in addition to the requirements for such degree at least 17 quarter hours of professional training in Education in a standard institution which offers a teacher training program at the level for which emergency certification is requested, provided that:
- a. At least 8 of the 17 quarter hours must have been completed in resident attendance or by extension since March 16, 1946.
 - b. Credits earned by correspondence work will not be acceptable toward fulfilling any part of the eight-quarter-hour requirement indicated in "a" above.
 - c. For secondary certification an applicant must have taught on an Oregon secondary emergency certificate.
4. Teachers who have taught on state certificates or on certificates issued by cities having 100,000 population or more, provided that such teachers shall have had at least 28 quarter hours of study,

beyond the requirements for high school graduation, approved by the State Board of Education; provided further that:

- a. The 28 quarter hours must have been taken in a teacher training institution of higher learning which trains teachers on the level for which certification is desired.
- b. Not less than 8 of the 28 quarter hours shall have been taken in resident attendance or by extension since March 16, 1946.
- c. Credits earned by correspondence work will not be acceptable toward fulfilling any part of the eight-quarter-hour requirement indicated in "b" above.
- d. For secondary certification an applicant must have taught on an Oregon secondary emergency certificate.

On September 17, 1947, the State Board of Education approved a provisional certification plan worked out by the superintendent of public instruction and the committees working with him. These plans were submitted for the secondary level of teaching.

The provisional certificate will be granted upon the completion of a four-year or five-year teacher training program which is taken in a standard institution of higher learning which trains teachers on the secondary level. The program should include a broad general background in English, physical and mental health, fine arts, social sciences, and an understanding of the biological and physical sciences.

The committees have improved upon the progression plan from provisional to regular certification.

The present plan is as follows:

- A. The candidate for a regular five-year certificate who has qualified for a provisional certificate upon completion of a four-year teacher training course must complete the five-year teacher training program as defined by the state board of education.
- B. The candidate for a regular five-year certificate who has otherwise qualified for a provisional certificate upon completion of a five-year teacher training course must have at least one year of successful teaching experience in Oregon on a provisional certificate.
- C. Any holder of a provisional certificate who does not qualify for a regular certificate within five years following the granting of the first provisional certificate may be reinstated at the point in the program where he dropped out without penalty provided that the qualifications for the next step in the progression are met.
- D. The same type of provisional certificate can be issued but once to the same person.
- E. At least one education course is required before the granting of each provisional certificate until the minimum number of education hours necessary for regular certification is completed.

Basis for granting of Provisional Certificates:

- A. Provisional Certificate A. Completion of the requirements for the Baccalaureate Degree and a four-year teacher training course in a standard college, university, or teachers college qualified to prepare

teachers for the secondary school level. This includes 17 hours of education (see pp. 51-2), and Oregon history.

- B. Provisional Certificate B. Completion of 9 quarter hours (6 semester hours) of approved study beyond the 4-year teacher training course and the bachelor's degree and 1 year of teaching in Oregon. Three hours must be in education.
- C. Provisional Certificate C. Completion of 18 quarter hours (12 semester hours) of approved study beyond the 4-year teacher training course and the bachelor's degree and 1 year of teaching in Oregon. Six hours must be in education.
- D. Provisional Certificate D. Completion of 27 quarter hours (18 semester hours) of approved study beyond the 4-year teacher training course and the bachelor's degree and 1 year of teaching in Oregon. Nine hours must be in education.
- E. Provisional Certificate E. Completion of 36 quarter hours (24 semester hours) of approved study beyond the 4-year teacher training course and the bachelor's degree and 1 year of teaching in Oregon. Twelve hours must be in education, unless the nine above brings the total education in the whole program to 32 hours.
- F. This schedule shows the minimum program of training based on advanced work that may be earned during summer session attendance or by extension work. However, candidates may complete the work more rapidly if they so desire.
- G. Each provisional certificate will be issued for one year only.

After completion of a minimum of 1 year of teaching and 45 quarter hours (30 semester hours) of approved study according to the above schedule a regular 5-year

Oregon certificate will be issued. Fifteen hours must be in education.²⁷

The regular five-year Secondary State Certificate is granted upon the completion of the following:

- A. At least 32 quarter hours (22 semester hours) of education plus 2 quarter hours of Oregon History, of which 17 quarter hours of education including 2 quarter hours of Oregon School Law, and the 2 quarter hours of Oregon History must be acquired prior to receiving the first provisional certificate. Teachers whose training is taken in institutions outside Oregon must present 17 quarter hours (12 semester hours) of approved courses in education exclusive of Oregon School Law. Completion of the Oregon courses may be deferred for one year for such applicants.

A minimum of 9 quarter hours (6 semester hours) of education must be earned after the completion of the requirements for the Baccalaureate degree.

The remaining 6 quarter hours (4 semester hours) of education may be taken as electives in either the undergraduate or graduate program.

- B. The required 19 quarter hours (13 semester hours) to be completed prior to receiving the first provisional certificate must include the following:
 1. Secondary School in American Life. (An introductory course of at least 3 quarter hours including a study of the organization of education in the United States with particular reference to the

²⁷ Putnam, Rex, Plan for Provisional Certification, Unpublished material, Sept. 1947

secondary level and a consideration of issues and problems of secondary education in the United States.)

2. Educational Psychology (A course of at least 3 quarter hours including a study of the principles and activities that operate in human growth and development with particular reference to learning. General Psychology is considered a prerequisite.)
 3. General Methods. (A course of at least 3 quarter hours including a study of materials, techniques, and methods of instruction in secondary schools.)
 4. Supervised Teaching. (A course of at least 6 quarter hours including observation, participation, and supervised teaching on the secondary level. It is recommended that this be in at least two teaching fields.)
 5. Oregon School Law and System of Education. (A course of at least 2 term hours including an interpretation of the Oregon school code and its application to the professional responsibilities and duties of the class room teacher.)
 6. Oregon History. (A course of at least 2 quarter hours devoted to a study of the history of Oregon.)
- C. Forty-five quarter hours (30 semester hours) of upper division or graduate work beyond the completion of the requirements for the Baccalaureate degree. This 45 quarter hours (30 semester hours) of work must include a minimum of 9 quarter hours (6 semester hours) of education.

- D. One year of teaching on a provisional certificate in Oregon.²⁸

Teacher Supply and Demand

Teacher shortages during the past few years have brought about various changes in Oregon schools. They are problems that not only the teaching profession should be concerned about but people of the state who believe that education and schools are the real foundation of society. Schools should be one of the last places that a state or nation allows to suffer disorganization. The present crisis of the schools will not all be felt now. It will come to us later when our youth find themselves inadequately prepared to meet their obligations in later life. It then becomes a very costly education.

The superintendent of public instruction says:

Over one-fourth of the approximately eight thousand teachers in the public schools are under emergency certificates. There is no indication that this condition will improve, especially in the elementary field, for a number of years. Young people are not enrolling in the elementary teacher training institutions in sufficient numbers to begin to replace the older teachers dropping out of the profession. Both social and economic considerations are at the root of this situation. A critical situation is faced by Oregon

²⁸ Putnam, Rex, Plan for Provisional Certification, Unpublished material, Sept. 1947

schools and the schools of other states as a result, unless the conditions referred to are improved sufficiently to attract new recruits into training institutions and also attract those who have left the profession.²⁹

It is the opinion of many that the teacher shortage is not caused by war alone. The war has helped to make the condition acute. There are other reasons for this condition. The attitudes and patterns of thought of the American people toward our schools are not good. People are inclined to take schools for granted without making an effort to improve them. This general attitude of the people hurts the status and prestige of the school system. Many people throughout our state are reluctant to spend money and are inclined to fight the payment of taxes for the support of our schools. This condition has brought about another.

Because of the salaries paid to our Oregon teachers, reasonable standards of living cannot be met. Many teachers find great difficulty in rearing their families and assuming other responsibilities that are demanded of them. Many teachers simply cannot afford to attend sessions of summer schools. When they are forced to, they suffer for months afterward.

²⁹ Putnam, Rex, Oregon Education, the thirty-seventh biennial report of the superintendent of public instruction, p. 13, 1947

This condition has a tendency to drive many away from the teaching profession.

During the emergency schools have been able to carry on by reinstating married women into the teaching field, abolishing many teaching positions, consolidation of rooms and schools, raising of teacher salaries, and other employees, increasing of teacher loads, replacing men with women, and employing teachers from other states. In doing the latter we have sacrificed many of our certification principles.

The situation is still grave in the elementary schools and certain fields in junior and senior high schools.

A recent survey of teacher supply and demand³⁰ shows that on September 20 of the last school term that three per cent of the teaching positions were filled by substitute teachers. The report at that time listed 49 positions without teachers. The survey indicated that 16.1 per cent of our teachers had come from other states, 5.1 per cent were new teachers, and 29.3 per cent were former Oregon teachers brought back into the profession. Many of these were housewives who had been out of teaching for years.

³⁰ Oregon Education Association Research Department.
Teacher Supply and Demand Condition in Oregon.
Unpublished. Sept. 1947

The report listed the age of men teachers in Oregon averaged between 30 and 39. The average age of women teachers in Oregon fell between 40 and 49.

The report predicted an estimated need in the state for 345 teachers beyond the present staff in order to provide a complete and efficient program of education. The greatest need is for additional elementary teachers. At that time elementary schools were short 244 teachers.

The survey reports an expected turnover of some 500 teachers, many of these in the elementary field.

In general the data indicated that the greatest teacher shortage was in the elementary field and most acute at the primary level. The shortages in the secondary field are chiefly in physical education, music, commerce, and home economics.

Table IV

Survey of Teacher Supply and Demand Conditions
in Oregon Teacher Preparation*

High school graduation or less.....	1.9%
Up to one year of college.....	2.7%
Up to two years of college.....	19.3%
Up to three years of college.....	19.8%
Up to four years or bachelor's degree....	40.5%
Bachelor plus 1 year or master's.....	12.6%
Work beyond master's degree.....	3.1%

* Oregon Education Association, Research
Department, September 20, 1947

CHAPTER IV

GENERAL SUMMARY AND RECOMMENDATIONS

Summary of Preceding Chapters

The authority to issue certificates to teach originated with local school authorities. These early Oregon certificates were valid for short terms, covered only limited sections, and were issued by examinations and sometimes by interviews. As Oregon professional standards increased, certificates to teach were issued on basis of college credits.

Through this study we find three general trends: (1) certification through the years has become a state responsibility, (2) minimum standards for certification were raised, and (3) programs of teacher colleges and departments of education in Oregon were extended and improved.

The primary purpose of teacher certification is to protect the schools against incompetent teachers. It protects the school district against the wasting of school funds, protects our children against poorly-prepared teachers, and protects teachers who are qualified against the unfair competition of those who are not qualified. Certificates should be used to

improve the teachers in service as well as to advance the qualifications of those candidates preparing to teach. It has been pointed out that the Oregon institutions which train teachers determine to a large extent the quality of teachers to be certified.

The trends in the issuance of certificates in Oregon of late years indicate: (1) The continued centralization of the issuance of certificates to the state board of education, (2) the relaxation of requirements of teachers by extending or renewing certificates. Since the war there are definite signs that Oregon teacher certification will be strengthened, and (3) a breakdown of Oregon requirements in regard to out-of-state teachers.

Low salaries, the exodus of teachers from the profession, the failure to recruit suitable numbers of candidates into teacher-training institutions, and other conditions have caused the public to be concerned about their children. In the last few years, Oregon has begun to respond. Teachers' salaries have increased, retirement provisions have been passed by the state legislature, certification laws are under study and being improved upon, and some of the traditional restrictions on the personal freedom of teachers have been relaxed.

One of the most regrettable results of the employment of emergency teachers is that the public has been educated to the point where it believes that anyone can teach. This lowers the status of the teaching profession. Each teacher has a duty to perform. It is to present the facts to parents and political leaders that this thinking is incorrect. We must show these patrons that the schools belong to them and that they have a responsibility.

Certification standards, curricula, and graduation standards are all problems of a state nature which demand the constant and careful attention and study of the State Department of Education. The emphasis upon professional preparation for teachers has placed a great obligation upon the State Department of Education.

The state should insist upon a definite amount of teacher preparation, and must determine the kind of preparation to be given. This should be done by working hand in hand with educational leaders of the state of Oregon.

Therefore, the rise in minimum scholastic requirements for certification; centralization of certification by the state board of education; decrease in the issuance of certificates upon the basis of examination;

increase in the issuance of certification upon the basis of college or university credits; the lengthening and enrichment of the education of teachers; and increase of issuance of short term rather than long term or life certificates have been problems of the teaching profession for the past score of years.

Recommendations of This Study

Recommendations made from research data compiled in this study are:

1. Recognize the educational needs of children below six years of age as part of a school program provided at public expense. Recognize the need of adequately trained teachers and that immediate consideration be given by the state legislature for training facilities for kindergarten teachers at the Eastern Oregon College of Education, Oregon College of Education, and the Southern Oregon College of Education. Kindergarten units should be placed on each campus and that a high degree of professional training leading to the bachelor's degree be planned for each teacher candidate.

2. Urge that a study be made under the supervision of the superintendent of public instruction of

the teacher training institutions of Oregon in regard to the selection of teacher candidates. Urge that a plan be set up in all such schools to determine the competency for teaching of all candidates. A definite program to be worked out whereby a candidate must pass a screening committee in regard to objectionable mental, physical and personality traits and serve for a time in internship. It is also recommended that each school work out a "follow-up" program of teachers in their first year of teaching.

3. Recognize the fact that the state and school systems which have the greatest turnover and the greatest number of emergency teachers have been among those which have had the lowest standards. Continue study and strengthen the present emergency certificate on the elementary level. Work out a provisional progressive plan to regular certification for elementary teachers from a three-year to a four-year plan over a five year period. A bachelor's degree required of all elementary teachers before a regular certificate is given.

4. Require the same length of training for vocational, physical education, music and art teachers as is required of other teachers in the secondary field.

5. Continue the study of Oregon teacher certification problems under the direction of the superintendent of public instruction. Working with committees representing schools of education, Oregon Education Association, administrators, teachers and others interested in the schools of Oregon.

6. Discourage the issuance of life certificates. All certificates issued to teachers should be of a probationary nature, and their duration limited. A certificate that has not been used by a teacher for a period of years should lapse. Certification officials should not have the authority to renew until the teacher has completed additional education.

7. Continued effort to set the minimum scholastic and professional requirements for teacher certification as high as the supply of teachers permit.

8. Continued emphasis on teachers in non-tax supported schools to meet the certification standards equivalent to state schools.

Another study of this nature not covered in this material, which would prove very interesting for further research, deals with the present training and qualifications of Oregon County School Superintendents. There is a definite need to improve the status of the office of county school superintendent.

Too many teachers of poor qualifications are allowed under the statutes to qualify for this position. As a result, the salary is low. Teachers with excellent training are not interested in this position.

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