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GRADUATE COLLEGE

A STUDY OF THE HISTORICAL DEVELOPMENT OF  
TEACHER CERTIFICATION IN OKLAHOMA

A DISSERTATION

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ALTA G. WATSON

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A STUDY OF THE HISTORICAL DEVELOPMENT OF  
TEACHER CERTIFICATION IN OKLAHOMA

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DISSERTATION COMMITTEE

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A STUDY OF THE HISTORICAL DEVELOPMENT OF  
TEACHER CERTIFICATION IN OKLAHOMA

CHAPTER I

INTRODUCTION

Traditionally, the public was assured that only qualified and competent teachers are permitted to teach our youth. Benjamin Frazier declared in 1938, writing in the United States Office of Education Publication that "the primary purpose of teacher certification, as traditionally administered, is to protect the state against incompetent teachers"<sup>1</sup> and Lucien B. Kinney in 1964 asserted that the American public sees in state certification regulations the guarantee that teachers are properly prepared.<sup>2</sup>

T. M. Stinnett has stated that "it is almost impossible for the public to tell the difference between a qualified professional and a quack. This is particularly true for the complex society in which we live. It thus becomes increasingly necessary for occupational groups to

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<sup>1</sup>Benjamin Frazier, Development of State Programs for the Certification of Teachers, U. S. Department of Interior, Office of Education, Bulletin 1938, No. 12 (Washington: U. S. Government Printing Office, 1938), p. 5.

<sup>2</sup>Lucien B. Kinney, Certification in Education (New York: Prentice Hall, 1964), p. 4.



become licensed."<sup>3</sup> He further stated that teachers' licenses or certificates have for their purpose the protecting of pupils from unqualified persons. Positively stated, teacher certification is the state's means of attempting to assure that only persons who are minimally qualified will be permitted to teach.

Certification of teachers, an important element in each state system, is one of the most complicated problems of teacher education in the United States. This is largely because teacher certification standards are constantly changing. Elsbree stated that the history of certification was confusing in that it consisted of innumerable changes in state legislation and in the regulations of state departments of education. He noted that two contiguous states may have widely different systems of certification for a period of 75 years, each modifying their requirements several times and only occasionally in the same direction.<sup>4</sup>

Stinnett wrote that many states adopted the 1890 New York State exchange-of-certificate plan and by 1921 some thirty-eight states were exchanging certificates. But the diversity of state certification requirements, the diversity in standards for approving teacher-education institutions, and the "protests of in-state teachers that incoming teachers did not have to meet the same standards applied to them, caused growing dissatisfaction with the plan."<sup>5</sup> Stinnett noted that state lines existed as

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<sup>3</sup>T. M. Stinnett, Professional Problems of Teachers (New York: The Macmillan Company, 1968), p. 422.

<sup>4</sup>Willard S. Elsbree, The American Teacher (New York: American Book Company, 1939), p. 337.

<sup>5</sup>Stinnett, op. cit., p. 437.

serious barriers to certification and employment for the well-prepared, experienced teacher. Difficulty is encountered in the multiplicity of names and types of certificates issued and as a consequence, interpretation of terminology as well as individual teacher competency become debatable issues when teachers seek certification and employment in other states. Conant, studying certification patterns in the sixteen most populous states, noted no two states have adopted identical requirements for entry into the profession.<sup>6</sup>

The literature consistently pointed out that each of the states has independent systems of teacher certification for the purpose of protecting its youth and public school patrons. The wide variety of teacher certification patterns to be found may be expected because of each state's autonomy with regard to its public school system.

Disagreements have arisen over the task of defining or identifying, in terms of preparation requirements, the competent teacher. Stinnett stated that a competent teacher is one with a minimum professional training of four years, terminating in a degree from a university that is authorized by the state department of education and which is accredited by the appropriate accrediting association.<sup>7</sup> He pointed out that there was no agreed upon definition of a qualified teacher or upon the best pattern for the preparation of teachers in the United States.

Critic and defender agree that an improvement in teacher quality is needed, not because teaching today is poor compared to the past, but

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<sup>6</sup>James B. Conant, The Education of American Teachers (New York: McGraw-Hill, 1963), p. 43.

<sup>7</sup>Stinnett, op. cit., p. 57.

because present and future demands are so high. Kinney contended that requirements for certification should serve basically as a prerequisite to admission to a profession and that the key role of this function of certification should be the responsibility of the organized profession.<sup>8</sup>

DeYoung and Wynn pointed out that "much has been said in recent years about the undereducation of the nation's teachers. Nevertheless there is substantial evidence of a dramatic increase in the American teacher's professional qualifications, even during a period of acute shortage. Between 1950 and 1968, the proportion of elementary teachers with four years of college preparation rose phenomenally from 50 to almost 90 percent."<sup>9</sup> DeYoung and Wynn further pointed out in 1970 that at the secondary level, less than 2 percent of the teachers have had less than four years of college-level education.

During its development, teaching progressed from a trade for which little or no specific preparation for certification was required, to one for which specific preparation is required. The teaching profession is presently undergoing redevelopment in many states and there is a fairly clear emerging trend toward a position to exercise through agencies, powers and responsibilities over requirements for admission to practice as in other professions. Stinnett pointed out, however, that two developments are yet needed: the "sanction of law, and the achievement by the profession of the ability and willingness to assume these

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<sup>8</sup>Kinney, op. cit., p. 92.

<sup>9</sup>Chris A. DeYoung and Richard Wynn, American Education (New York: McGraw-Hill, 1970), p. 300.

functions."<sup>10</sup>

### Statement of the Problem

The essential problem of this study was to trace and analyze the historical development of teacher certification practices and requirements in Oklahoma Territory and the State of Oklahoma from 1890 to 1974. More specifically, it was intended to:

1. Investigate legislative acts, Oklahoma Territorial and State Superintendents' Biennial Reports, Oklahoma Territorial and State Board of Education minutes, bulletins and handbooks publishing Oklahoma certification practices and requirements, minutes and recommendations of the Oklahoma Commission on Teacher Education and Certification (TEPS) and the Professional Standards Board in order to record the historical development of teacher certification practices and requirements in Oklahoma.
2. Formulate and present recommendations for consideration based on the findings of this study.

### Significance of the Study

Because public schools are subject to local control, the public may be more responsive to public school problems than to other community problems. Quite understandably, parents may have an intense interest in the educational advancement of their children and certification is the state's means of assuring the public of a minimal level of competency of teachers, as well as a means of protecting teachers from the competition of the uncertified.

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<sup>10</sup>Stinnett, op. cit., p. 436.

There exists in education today a strong need to maintain and strengthen certification standards. State certification practices and requirements have a distinct influence on an institution's teacher-education program and such practices and requirements should be flexible in design and reasonable in restrictiveness so that the maximum in meaningful teacher education outcomes will be fostered. It is appropriate at this time to study the role of the various agencies that influenced the teacher education program in Oklahoma and ultimately determine who shall enter the teaching profession.

A review of the literature revealed that little has been done to trace the development of teacher certification practices and requirements in Oklahoma. The role of the various agencies in Oklahoma that have had certificating authority was considered an important aspect of the study and was identified and given careful treatment in both the body of the study and in the conclusions that appear in the final chapter.

On the basis of an analysis of certification practices and requirements in Oklahoma, a research base will be provided, not only for those future students who may wish to investigate a particular aspect of teacher certification, but it will also enable educational leaders involved in decision making to work with the benefit of the historical background of teacher certification practices and requirements as they evolved in Oklahoma. It is believed also that this study will make a valuable contribution to the state's education archives.

#### Limitations of the Study

The study will trace the development of teacher certification practices and requirements in Oklahoma Territory from 1890 to 1907 and the state of Oklahoma from 1890 to 1974. In general the

material presented will be developed with a view to enable those interested in the improvement of certification practices and requirements to arrive at possible solutions to the numerous and complex problems existing today.

The study was restricted to the development of certification practices and requirements for elementary and secondary public school classroom teachers in Oklahoma as they evolved and excluded facets of certification relating to other public school positions.

### Definition and Explanation of Terms

For purposes of this study the following terms will be used for these capacities:

1. Approved-Program Approach - Under the term approved-program approach, the Oklahoma teacher-education institution designs its own program, with the state certification requirements serving as the minimum criteria, and requests approval of same by the State Board of Education. The processes by which programs are approved include visiting the institutions and evaluating their programs with teams of professional personnel under the leadership of the Office of the State Superintendent of Public Instruction.<sup>11</sup>

2. Certificate - A teacher's certificate is a document that gives a person legal authority to teach.<sup>12</sup>

3. Certification - Certification is a process of legal sanction, authorizing the holder of a certificate to perform specific services in the

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<sup>11</sup>Oklahoma, State Department of Education, Teacher Education, Certification and Assignment Handbook, 1971, p. ii.

<sup>12</sup>Stinnett, op. cit., p. 421.

schools of a given state. Its purpose is to establish and maintain standards for the employment and preparation of persons who teach.<sup>13</sup>

4. License - License and certificate are used interchangeably. (See definition of certification).

5. Reciprocity - Reciprocity is a formal arrangement for mutual recognition and exchange of teaching certificates based upon completion of a four-year teacher-education program in an institution accredited by the National Council for Accreditation of Teacher Education.<sup>14</sup>

#### Procedures and Scope of Study

The scope of the study included an investigation of the origins of teacher certification practices and requirements in Oklahoma. The historical research methodology was used in this study. Van Dalen in Understanding Educational Research indicated that historical research should recreate the past experiences of mankind in a manner that does not violate the actual events and conditions of the time.<sup>15</sup> To assure this high degree of authenticity it was necessary to rely heavily upon Oklahoma statutes, as well as upon rules and regulations proclaimed by the Oklahoma State Board of Education.

Primary sources of the data used included the Territorial Laws, the written minutes of the State Board of Education meetings, and the

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<sup>13</sup>Kinney, op. cit., p. 3.

<sup>14</sup>Oklahoma, State Department of Education, Teacher Education, Certification and Assignment Handbook, 1971, p. 128.

<sup>15</sup>Deobold, Van Dalen, Understanding Educational Research (New York: McGraw-Hill, 1962), p. 160.

written minutes and recommendations of the Oklahoma Commission on Teacher Education and Certification from its inception February 12, 1947. Secondary materials used included the biennial reports of State Superintendents, bulletins and handbooks, and texts related to the history of Oklahoma education. Five archival depots were used for the research in this study. They include: the State Law Library, the State Library, The Oklahoma Historical Society records, The University of Oklahoma Law Library, and the University of Oklahoma Library.

The historical development of teacher certification from 1890 to 1974 is presented chronologically in four chapters insofar as possible. Chapter II includes a review of the literature which provides an historical overview of conditions, problems and concerns that have surfaced in the United States with reference to the certification of teachers as well as to identify certain developments which were of special significance to the process of evolving higher teacher certification requirements. Chapter III includes the findings relating to the development of teacher certification practices and requirements in Oklahoma. Chapter IV, the final chapter, contains a summary of findings, a description of conclusions reached, and a set of recommendations.

#### Major Assumptions

The following assumptions are basic to this study:

1. Certification standards constitute a significant force in the teaching profession.
2. Professional organizations and leaders in education have been agencies of influence in teacher education.



3. Such a study should serve well in substantiating the historical purpose of teacher certification practices and requirements in Oklahoma by tracing the continuous efforts and commitment to action of certifying agencies in the state. Further, the history of Oklahoma's teacher certification practices and requirements should provide a basis of experience which would be of value to educators in blueprinting the future of teacher certification practices and requirements in the state and establishing a base of reference for other states in this subject area.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

This chapter is devoted to certification as it developed in the United States in order to provide a frame of reference for comparing the historical development of certification in Oklahoma. The sections are organized into three areas. The first section, Historical Review of Teacher Certification in the United States, presents a sketch of national practices. Section two, entitled The Certification System, is mainly concerned with agencies and conditions that have most notably influenced certification development. The third section, Problems Affecting Teacher Certification, examines the basic questions most frequently advanced by a concerned public and profession.

#### Historical Review of Teacher Certification in the United States

The idea of requiring an individual who plans to enter the field of public school teaching to meet a specific set of criteria can be traced to the early colonial period. During this period and well into the nineteenth century, the selection of teachers and the determination of qualifications rested almost entirely in the hands of selectmen and school committees. They examined the prospective school master to determine if he

possessed the requisite moral and scholastic qualifications necessary to teach the young. According to Elsbree, education was a local matter rather than a state matter and the only safeguards which the citizen had against incompetent teachers were the qualifications which school committees established for eligibility to teach.<sup>1</sup> Because of the emphasis placed upon religion, particularly in New England, the character of the applicant received very careful scrutiny.

Early educational efforts in the American colonies were religious in motive. Colonial laws calling for the establishment of schools were enacted in 1642. The Massachusetts law sought "not only to educate children but to promote employments profitable to the commonwealth."<sup>2</sup>

Martin stated that the first compulsory certification of teachers known in our history was the Massachusetts law of 1701 which was enacted to keep the unworthy from teaching.<sup>3</sup> This act required that the "grammar master must be approved by the minister of the town and of the two next adjacent towns, or two of them. He must be not only good, but conspicuously good."<sup>4</sup>

Cubberly, in a digest of legislation compiled from state histories, summarized briefly by states the laws enacted by the states making the best provisions for schools early in their national history. The five states

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<sup>1</sup>Willard S. Elsbree, The American Teacher (New York: American Book Company, 1939), p. 178.

<sup>2</sup>Edgar W. Knight, Education in the United States (Boston: Ginn and Company, 1941), pp. 100-01.

<sup>3</sup>George H. Martin, The Evolution of the Massachusetts Public School System (New York: D. Appleton and Company, 1902), p. 78.

<sup>4</sup>Ibid.

are Vermont, New Hampshire, Massachusetts, Connecticut, and New York.<sup>5</sup>

Kinney noted that the period of 180 years following the enactment of the 1647 Massachusetts Law, commonly accepted as the foundation of the American public school system, was characterized by an increasing neglect of education.<sup>6</sup> He said that no certification structure worthy of the name existed during the colonial period and noted that several conditions rendered the operation of a central licensing agency impractical. The difficulties of communication and travel, the scarcity of applicants, the weakness of central authorities and their lack of clerical assistance, all made it necessary to leave to local authorities the responsibility for verifying competence in their applicants.

LaBue said of the colonial period:

There were many variations in colonial circumstances and religious differences complicated the licensing task. In general, "license" meant permission to teach and was not concerned with the determination of competency as indicated by training or experience. In many sections of the country, the prime requirement of an "elementary" teacher was his ability to maintain order in the classroom . . .

In general, licensing, when under the jurisdiction of the church, rather than governors was more specific in required qualifications. Frequently school masters were required to hold certificates establishing age, marital status, temper, prudence, learning, sober and pure conversation, religious zeal and diligence, affection for the present government, and conformity to church doctrine. Due, perhaps, to the small supply of qualified school masters, formal educational requirements and written examinations as a means of testing

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<sup>5</sup>Ellwood P. Cubberly, Readings in the History of Education (New York: Houghton Mifflin Company, 1920), pp. 425-26.

<sup>6</sup>Kinney, op. cit., p. 37.

<sup>7</sup>Ibid., p. 42.

candidates appear to have been unknown.<sup>8</sup>

Kinney summarizes the importance of the early period:

No certification structure worthy of the name existed during the colonial period, or, in fact, until well into the nineteenth century. The concern of the state during the colonial period was limited to religious and political conformity as a precautionary measure to reduce the influence of disloyal elements in key positions. Such tests of competence as were administered locally were those that might be used by any careful employer.

The attitudes developed during these years, however, as they affected teachers, teaching, and school administrators, crystallized into traditions that have clearly affected the development of certification. We can readily see, for example, the individualism of the frontier resisting any tendency toward centralized control of the schools until the compensating advantaged was an acknowledged fact. Some weakening of this tradition<sup>9</sup> is the source of several current problems in certification.

American education began to change markedly during the first decade of the nineteenth century. Cremin described in detail some of the various movements that were to have a profound effect on education. The most important of these were: the emergence of nationalism, the extension of suffrage, the widening of candidacy for public office, the growth of industrialism, and the labor movement. As a result of these movements, an expansion of the public school idea took place. In turn, the first major demands for professionally qualified teachers emerged.<sup>10</sup>

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<sup>8</sup>Anthony C. LaBue, "Teacher Certification in the United States: A Brief History," Journal of Teacher Education (Washington, D. C.: National Education of the United States, 1960), Vol. XI, June, 1960, p. 149.

<sup>9</sup>Kinney, op. cit., p. 42.

<sup>10</sup>Lawrence A. Cremin, "The Heritage of American Teacher Education," Part I, Journal of Teacher Education, Vol. IV, June, 1968, p. 164.

Certification of teachers began when the counties set up agencies which examined and licensed candidates for teaching positions. Laws passed in New York (1841) and Vermont (1845) creating the office of county superintendents gave them powers of teacher certification. There was a wide overlapping with state authority before and after that time, however the period of county control constituted a transitional stage in the evolution toward a centralized state education system. In some states where the county was not an important political unit (New England) the predominance of the town and the influence of democratic tradition were sometimes too strong to permit the direct shift of authority from town to state.<sup>11</sup> Kinney stated that in Connecticut and Massachusetts no county system evolved and no state certification system was in effect until 1922 and 1956, respectively.

The teacher examination method for appraising teaching competence served as the device for establishing and maintaining control of certification.<sup>12</sup> Authority to examine carried with it authority to certify. Kinney pointed out that it was largely by taking over the administration of examination systems established by the county that the state school administration finally was able to obtain centralized control of certification.

Concerning the usefulness of the examination, Kinney stated:

As instruments for administrative control, examinations were useful. That achievement on these examinations bore any consistent relationship to teaching success is doubtful. Certainly examinations provided no measure of teacher effectiveness as conceived in present-day theories of education. On the other hand they did provide a screening procedure that

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<sup>11</sup>Kinney, op. cit., pp. 44-45.

<sup>12</sup>Ibid.

weeded out the illiterate, and for the most part discouraged the unfit from considering teaching as a vocation. Moreover, during a period when the normal schools were equipped to prepare only a small proportion of the teaching personnel, it was absolutely essential that some kind of machinery for selecting and certificating teachers be developed regardless of its validity. As the examinations became more comprehensive, they at least offered assurance to the public that the successful candidates were not only literate, but were reasonably familiar with the content of the school program.<sup>13</sup>

Kinney related that in these early years of county control, the county school officer was frequently without professional training or experience in many states. Known as the County Superintendent of Schools, County Superintendent of Education, County Superintendent of Public Instruction, or County School Commissioner, this office became common by 1860, and was an established tradition. Among the earliest and most important duties of the County Superintendent was that of examining and certificating teachers as eligible for employment in districts within counties.<sup>14</sup>

In general, the efforts of examining committees were not favorably received, either by teachers or the public. There was growing recognition by the public of the need for competent examiners, not locally available, and for the opportunity to select candidates from a broader geographical area. LaBue related that in Vermont (1851) the state superintendent of schools was concerned about the personal conduct of some of the men appointed to teaching positions and that a New Jersey report (1851) declared many teachers to be incompetent, intemperate, and immoral.<sup>15</sup>

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<sup>13</sup>Ibid.

<sup>14</sup>Ibid.

<sup>15</sup>LaBue, op. cit., p. 150.

John Swett, in 1876, expressed dissatisfaction with the annual examinations that he had to undergo during his eight years as a teacher in California and was instrumental in having them abolished after he was appointed first state superintendent of schools in California.<sup>16</sup> Prior to their appointment, schoolmasters of San Francisco were examined every year by doctors, lawyers, dentists, contractors, and businessmen to "see if they were fit to teach the common school they had been teaching years in succession." The question of professional responsibility for determining standards for teacher certification was reflected in the statements of a number of educational leaders during this period.

Kinney pointed out that some uniformity in teacher examination had been established before the Civil War. Most states set up examination boards, usually consisting of experienced teachers or administrators, to assist the county superintendent in preparing and administering the examinations. In California (1860), for example, county boards of education included the county superintendent and four other members appointed by the county board of supervisors. It was required that a majority of each board consist of experienced teachers holding certificates not lower than grammar grade.<sup>17</sup>

Improvement in procedures were brought about with the concentration of the responsibility for teacher examinations in the hands of professional educators. The examinations remained inadequate and highly unreliable but a trend toward written questions was established which made possible a

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<sup>16</sup>John Swett, Public Education in California (New York: American Book Company, 1911), p. 192.

<sup>17</sup>Kinney, op. cit., p. 49.



certain uniformity of coverage, and provided for an informal standardization within the country.

At the turn of the century, the patterns of certification requirements and procedures, structurally, had reached a high degree of organization and stability but functionally, they had lost touch with reality. With the broadening of the curriculum and the emergence of specializations in teaching fields, many inadequacies demanded attention. An influential factor determining what shape the credential structure would eventually assume was the trend toward centralization of authority in the state. At this time the overall picture of administrative control was one of apparent balance between state and county, with the combination of both as the most common arrangement.<sup>18</sup>

An increasing concern with teacher certification was demonstrated in 1906 when the first comprehensive study of its status was reported in a yearbook of the National Study for the Scientific Study of Education. In this study, Cubberly summarized what appeared to be the status of teacher certification in the early 1900's by observing that the two most significant weaknesses in the certification system of that time were the low standards and the great lack of uniformity.<sup>19</sup>

Later in 1910 Updegraff, of the U. S. Bureau of Education, undertook a study at the request of the chief state education officers regarding the recognition in each state of the certificates and diplomas issued

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<sup>18</sup>Ibid., p. 87.

<sup>19</sup>Ellwood P. Cubberly, The Certification of Teachers The Fifth Yearbook of the National Society for the Scientific Study of Education, (Chicago: The University of Chicago Press, 1906), pp. 59-60.

by other states. He noted that no fewer than ten states had revised their entire systems of certification or enacted legislation which brought about radical changes in their systems and that one-half of the states amended their laws to some extent.<sup>20</sup>

Before 1900, the only differentiation in certification was that made between those for elementary and secondary school teaching. The Cubberly report of 1906 revealed that in almost all of our states a teacher's certificate of any grade is good to teach in any part of the school system in which the teacher may be able to secure employment.<sup>21</sup> In the year 1911, however, Updegraff reported that 27 states were issuing special certificates for the teaching of special subjects.<sup>22</sup>

The first concerted effort to achieve reciprocity was through an exchange-of-certificate plan. Under the leadership of New York, agreements among several eastern states in the 1890's gave mutual recognition to one another's certificates. A total of 38 states were included in this plan at one time but later abandoned it as unworkable.<sup>23</sup> Many states between 1910 and 1930 attempted to recognize certificates issued in other states, particularly if they represented approximate equivalent qualifications.

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<sup>20</sup>Harlan Updegraff, Teachers' Certificates Issued Under General State Laws and Regulations, U. S. Bureau of Education Bulletin, 1911, No. 18 (Washington, D. C.: U. S. Government Printing Office, 1911), p. 7.

<sup>21</sup>Cubberly, op. cit., p. 59.

<sup>22</sup>Updegraff, op. cit., p. 266.

<sup>23</sup>W. Earl Armstrong and T. M. Stinnett, A Manual on Certification Regulations for School Personnel in the United States, U. S. Office of Education Federal Security Agency, Circular No. 290 (Washington, D. C.: U. S. Government Printing Office, 1951), p. 6.

Generally, many problems arose over the attempt to evaluate the equivalency of certificates, especially those granted on the basis of examination.

It seemed evident that by the beginning of the twentieth century the general outline of certification practices, as we know them today, had come into existence. The fundamental change of authority to issue certificates from district and county to state levels had begun to take place and the validity of certificates had changed from district and county to state and, in some instances, the interstate level. The present basis for certification - formal preparation as measured by degrees and course work - had also been initiated. With the need for a variety of specialized personnel in the expanding public school programs, there resulted the multiplicity of credentials issued according to levels, subjects, and special teaching fields. This was the beginning of the foundations of present-day certification practices.

### The Certification System

This section of Chapter II will focus on those conditions and agencies that were notably influential in the development of teacher certification. The areas include: (1) Licensing of Teachers During the Colonial Period, (2) Authority to Certify, (3) Expansion of the Normal-School Idea and, (4) Significant Developments for Improving Teacher Certification. These have not been the only conditions and agencies affecting the development of teacher certification but they have received much consideration and attention in the literature as influences causing new directions in teacher certification.

### Licensing of Teachers During the Colonial Period

There was some concern regarding the licensing of teachers during the colonial period but virtually no interest in their education or competence.<sup>24</sup>

By and large, there were few laws requiring the establishment of schools before 1780 and virtually no laws requiring parents to send their children to school. As a result, the employment of teachers was usually a simple, informal and personal matter. Each community or household solved its own problem of finding an individual who could provide whatever instruction was desired. A mother teaching her own children, frequently would include other children in the neighborhood. "Dame schools" such as these were more prevalent in the colonies of the north, whereas tutorial instruction was more common in the southern colonies, where each employer made his own personal agreement with the teacher.

The original American colonies were predominantly English and Protestant in their orientation. New York and the colonies south of New England were greatly influenced by the Anglican church and in keeping with the church's episcopal system, teachers in the colonies were given licenses to teach through the authority of the Bishop of London or someone designated by him, usually the colonial governor.<sup>25</sup> In New England, where church policy was Presbyterian or Calvinist, power to determine who should teach was entrusted in the hands of the Christian magistracy. Usually, the examination that would license or "allow" a person to teach was in

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<sup>24</sup>LaBue, op. cit., p. 147.

<sup>25</sup>Elsbree, op. cit., pp. 48-49.

formal procedure concerned with the candidate's moral character or religious orthodoxy rather than his intellectual or educational preparation. For the most part, this was the procedure followed by several colonies until after the Revolutionary War.<sup>26</sup>

Elsbree described the selection of teachers during the seventeenth and eighteenth century as consisting largely of bargaining with individuals professing competence as schoolmasters:

It is true that this job of selecting teachers was not always an easy one, especially in those colonies where the demand was greater than the supply. Occasionally, it was necessary for some selectmen to travel to a neighboring town in search of a schoolmaster or even to write abroad for one, and the difficulties in arriving at a satisfactory arrangement were frequently serious. There were no teachers' agencies to whom governing boards of schools and local town communities could look for assistance in filling positions.<sup>27</sup>

Elsbree summarized New England's practice in the appointment of teachers: Selection by selectmen, election by the inhabitants in open town meeting, and approbation by the ministers.<sup>28</sup>

From this beginning local officials began to assume responsibility for the selection and licensing of teachers however such attempts in the colonies met with little success. Religious differences complicated the licensing task and there were many variations in colonial circumstances.

Cremin recognized the vast differences in the preparation of teachers by saying that some teachers of the best grammar or "secondary"

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<sup>26</sup>LaBue, op. cit., p. 148.

<sup>27</sup>Elsbree, op. cit., p. 52.

<sup>28</sup>Ibid., p. 53.

schools which prepared young men for college had received their preparation in the American colleges or in the universities of England and Scotland. Some teachers of the lower schools, where instruction was devoted to reading, writing, and religion were themselves lacking in the ability to read and write. Others, at best, had completed one or two years of college, or only a grammar school education.<sup>29</sup>

Following the Revolutionary War, the licensure of teachers continued to be exercised by local authorities. The bases for granting and revoking licenses were personal judgments of local school committees or selectmen as to the competence and character of candidates, determined by oral inquiry. Licenses were usually valid for a year or less and only in the school district employing the teacher.

Several practices and procedures inaugurated in colonial times established patterns and set the course of evolution for the periods that were to follow. Kinney pointed out the significant contribution of the teacher examination as a means of identifying competence.<sup>30</sup> He noted the doubtful validity of teacher examinations as a selective device but thought a useful purpose was served in discouraging the wholly incompetent from applying, and in identifying the utterly illiterate. The teacher examination was to become established as the framework for the certification system during a long period while resources for professional preparation were inadequate, and while the process of state centralization was evolving.<sup>31</sup>

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<sup>29</sup>Cremin, op. cit., p. 164.

<sup>30</sup>Kinney, op. cit., p. 42.

<sup>31</sup>Ibid.

### Authority to Certify

Although several states made constitutional provisions for schools before 1800, few were specific in their instructions to legislation concerning their establishment. Interest in schools as a public necessity was not widespread. However, during the first decade of the nineteenth century, American education began to change markedly with such movements as the growth of industrialism, the labor movement, and the emergence of nationalism.

The licensing of teachers continued to be the responsibility of local authorities. School legislation from the earliest years had been the province of the colonial legislature as exemplified by Massachusetts following the Comprehensive Law of 1789. Included in this law was the first recognition of school districts that had been established to provide and maintain several schools in different sections of a township. This law also gave legal recognition to the town school committees whose main task was licensing teachers and visiting schools. By 1827, this responsibility was assigned to state officials with the limitation that they could employ only teachers who were acceptable to town school committees.<sup>32</sup>

In Kinney's description of the beginning of the county system he stated that in Ohio the court appointed three examiners of common schools in 1825 whose major responsibility was to examine and certify teachers. In Vermont, in 1845, despite resistance from the local districts, the legislature followed the example set by Ohio - the governor signed a

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<sup>32</sup>LaBue, op. cit., p. 152.

bill in that year providing that a county superintendent be appointed by the county court. His duties were to, first, examine candidates for teaching and second, to give certificates of approval which were to be valid for a one-year term.<sup>33</sup> Other duties were delivering one or more public addresses a year in each town and using all practicable means for promoting sound education and elevating the character and qualification of teachers.

Cubberly (1906) suggested the following methods for admission to the profession of teaching:

To determine whether or not any individual possesses those educational prerequisites for admission to the profession of teaching, two methods are available. One is to examine the candidate by giving him or her a written or oral examination, or both, the examination to be given either by the layman of the school committee or by a professional examining body; and the other is to accept satisfactory evidence of proper educational and professional training such as colleges or normal-school diplomas, or certificate of qualification issued elsewhere, as being equivalent of the oral and written test. It is not possible, in most states, under present conditions, to use the second method alone, though it is obviously much the better of the two; so for some time to come the two methods must exist side by side.<sup>34</sup>

Writing in 1906 concerning systems in use for certificating teachers, Cubberly stated:

The various systems in use for certification of teachers in the different states and territories, though differing in minor details, are nevertheless reducible to a very few type systems. In Massachusetts and Connecticut we find the town system of local certification. In all the other states and territories, a few distinctive local systems in part excepted, the various systems are reducible to one of three type plans. In the first plan the power of certification is vested almost entirely in the county authorities. In the

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<sup>33</sup>Kinney, op. cit., p. 152.

<sup>34</sup>Cubberly, op. cit., p. 48.



second plan the power is vested almost entirely in the state authorities, the county superintendent merely performing certain clerical duties in connection with the giving of the examinations and the transmitting of papers. In the third plan the two systems exist side by side and no two forms of certificates, the two often overlapping, are provided by the state.<sup>35</sup>

As indicated earlier in this chapter, Kinney pointed out that county centralization was initiated with the designation of county examining officers to certify teachers.<sup>36</sup> He noted that in these early years of county control, the county school officer was frequently without teaching experience or training. The character of the applicant was not always discernable. The chief basis for judging his moral fitness for the post rested upon the testimonials of former employing boards, ministers, and prominent citizens coupled with the committee's general impression of the candidates demeanor.

Cubberly identified another problem that existed in the county system of certification.<sup>37</sup> He stated that among the plans used in the different states, there was so great a diversity in the standards and procedures used that the freedom of a teacher to move or transfer from one county to another, or in many instances, from one state to another, was restricted.

In Cubberly's study on teacher certification in the United States in the early 1900's he noted that school laws which listed general requirements and prerequisites for admittance to teacher examination indicated that subject matter test low in nearly all states. He compiled a

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<sup>35</sup>Ibid., p. 12.

<sup>36</sup>Kinney, op. cit., p. 46.

<sup>37</sup>Cubberly, op. cit., p. 1.

table showing the educational requirements in the different states for those desiring the first three grades or certificates issued.<sup>38</sup> Referring to the problems involved in teacher examinations, Cubberly said that at best a written examination "can test only memory of principles and certain academic knowledge and is in no way a test of possible teaching skill or adaptability to the work of the teacher."<sup>39</sup>

Elsbree pointed out that the standard of academic attainments varied considerably with the cultural levels of communities. He said:

Competency in reading, writing, and arithmetic was a universal requirement and some knowledge of orthography, English grammar, and geography was expected of teachers in the more populous districts. As other subjects, such as American history and algebra crept into the course of study, teachers were expected to show some mastery of these. Before the establishment of state school systems and prior to the emergence of the professional school officers, there is little evidence of improvement in the academic qualifications required of teachers.<sup>40</sup>

With the extension of professional training among teachers and the development of a professional body of teachers in a state, Cubberly noted an increasing insistence upon the extension of the validity of certificates, on the raising of standards, and of the elimination of all unnecessary barriers to freedom of movement within the state; and this produced visible results in a number of different directions. He summarized the steps in the evolution of a better and broader system of certification within a state in the following order: (1) Permission to have papers written in one county forwarded to another county for

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<sup>38</sup>Cubberly, op. cit., p. 27.

<sup>39</sup>Ibid., p. 29.

<sup>40</sup>Elsbree, op. cit., p. 182.

grading; (2) Uniform examination questions furnished to all counties by the state, the papers, however, being graded by the superintendent of school examiners in the different counties; (3) Forwarding of papers to the state superintendent for endorsement, thus marking the beginning both of inter-county recognition of certification and of general state certification instead of local certification; (4) General inter-county recognition of teacher's certificates which took different forms in different states and extends from optional to compulsory recognition and from the recognition of only the higher grade of county certificate to the recognition of all certificates issued.<sup>41</sup>

Cubberly explained in 1906:

Oklahoma and Oregon are examples of the optional recognition of only the higher grades of certificates. Minnesota and Pennsylvania are examples of the compulsory recognition of the certificate; California is an example of the optional recognition of all certificates; Idaho is an example of the compulsory recognition of all but the very lowest (one-year) certificate; Arkansas is an example of the compulsory recognition of all certificates.<sup>42</sup>

The establishment of state school systems in America took form in the years between 1789 and 1860. The movement toward state control of public education had its beginning in the granting of state funds to local schools. By administering these funds, two patterns of state educational authority developed prior to 1860: the state board of education and the state superintendent of education. Some states established intermediate supervisory units, city superintendent and county division or intermediate superintendent were established. By 1860, state boards

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<sup>41</sup>Cubberly, op. cit., pp. 19-20.

<sup>42</sup>Ibid.

of education had been established in a number of states including Kentucky, Arkansas, Ohio, and Indiana.<sup>43</sup>

A state department of education was established when the need arose to oversee and control the emerging state system. Once the state administration was established, there was a consistent tendency toward centralization of authority in the state. As has been mentioned before in this chapter, a number of forces acted in this direction, and the result was a consistent direction of attention away from the county system of certification and toward the erection of a comprehensive state system in its stead.<sup>44</sup>

By 1921, 26 states had assumed all or part of the authority for issuance of certificates. This number had increased to 36 by 1926. In many states authority to issue certificates was diffused among state and county officials.

The practice of differentiating among certificates according to levels holders were authorized to teach had been well established by 1927. Life certificates were issued by 41 states in 1941. General agreement was held by authorities at this time that such certificates should be issued to relatively few persons and only after evidence of successful experience.<sup>45</sup> Certificate renewal of a higher grade was issued continuously during good service. Many states also established renewal requirements applicable to low-grade certification in order to compel teachers

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<sup>43</sup>LaBue, op. cit., p. 152.

<sup>44</sup>Kinney, op. cit., p. 68.

<sup>45</sup>LaBue, op. cit., p. 160.

with relatively limited education to acquire additional preparation. By 1927, 34 states required some type of professional study to renew or convert low grade certificates.<sup>46</sup> The growing tendency to require professional courses for specific jobs was reflected both in college credentials required for certification and in examinations given as a basis for licensing after 1910.

The Depression of the 1930's and the concomitant limited general employment resulted in an oversupply of teachers in some fields, such as English and history, throughout the entire decade and in most of the remaining fields until about 1936. With each state raising its certification standards on the basis of its own previous position, standards continued to be characterized by tremendous diversity, considerable confusion, and notably wide variations in the country as a whole.<sup>47</sup> Marked gains were seen in certification standards and practices in the years soon after World War II. By 1955, however, the diversity in standards and practices continued unabated among the states and were reflected in professional requirements.

Describing the ultimate in centralization, Kinney stated:

With increasing momentum toward state control of certification and with no professional pressure to resist the centripetal force, certification control carried with it state control of programs for teacher preparation and even of the assignment of teachers in local schools. As professional training replaced teacher examinations as the basis for certification, the program of preparation became, in effect, an adjunct of the credential structure, subject to control of the state certification agency.<sup>48</sup>

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<sup>46</sup> Ibid.

<sup>47</sup> Ibid., p. 161.

<sup>48</sup> Kinney, op. cit., p. 88.

As the control of teacher licensing became centralized in the hands of state authorities, certificates gradually were given statewide validity. California as early as 1866 recognized holders of normal-school diplomas and life certificates from other states for certification purposes but the move toward inter-state reciprocity at this time hardly existed.

Barrett noted that the status of relationships of reciprocity between states was first reported by Snyder in 1898. Snyder's data secured from state superintendents revealed that a majority of the states did not recognize diplomas from other states and in some states laws forbade the recognition of out-of-state certificates. Another study in 1902 showed that 11 states authorized the superintendent of public instruction or the state board of examiners to certify, without examination, applicants from other states upon presenting a state license. Nineteen states did not authorize this practice, but 10 states would certify applicants from other states upon the presentation of a diploma from state universities or other institutions of high rank. Nine states reported they did not certify teachers on this basis. Compared with six states who responded negatively on the matter, 18 recognized the desirability in certifying teachers.<sup>49</sup>

Many states attempted to recognize certificates issued in other states between 1910 and 1930 but problems arose in attempts to evaluate equivalency of certificates. Mrs. Katherine Cook's study, sponsored by the U. S. Office of Education in 1927, described some indication of the

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<sup>49</sup>R. C. Barrett, "Reciprocity in Licensing Teachers," Journal Proceedings and Addresses (Washington, D. C.: National Education Association, 1902), pp. 299-305.

status of interstate reciprocity. A few states recognized only certificates issued by state authorities or life certificates from other states. Twenty states did not recognize certificates from other states but issued credentials on evidence that the applicant had graduated from or had pursued courses equivalent to those required for certification in the state where the certificate was presented for endorsement. Twenty-one states recognized graduation or prescribed credits from out-of-state institutions of high rank.<sup>50</sup> Mrs. Cook's data indicated that very little progress had been made in advancing reciprocal relations in 1927:

Apparently little significant progress has been made in the matter of promoting reciprocal relations among states so far as exchange of certificates is concerned, except that gained through the growing tendency to issue certificates on credentials rather than on examinations.<sup>51</sup>

The depression years of the thirties with an oversupply of teachers lessened the level of teacher mobility. The war years of the forties brought an increase in teacher mobility together with the nationwide teacher shortage resulting in greater interest in reciprocal recognition of certificates among states. Many factors however restricted free flow of qualified teachers from one state to another. Among these were: (1) differences in the amount of preparation required for initial licensure; (2) differences in course requirements; (3) lack of a national accrediting procedure enabling state licensing authorities to evaluate uniformly the requirements of teachers; (4) the requirement of one or more special courses by certain

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<sup>50</sup>Katherine M. Cook, State Laws and Regulations Governing Teachers' Certificates, U. S. Department of Interior, Bulletin 22 (Washington, D. C.: Government Printing Office, 1927), pp. 30-31.

<sup>51</sup>Ibid.

states; and (5) the lack of agreement among the states for granting retirement benefits for prior out-of-state teaching service.<sup>52</sup>

William D. Keller, professor at Central Missouri State College, wrote in 1972 that:

Today individual state departments of education fumble ineffectively with numerous certification records. A crucial weakness in most systems is credit counting with its resultant inflexibility. Most certification programs do not counteract obsolescence, either in teachers or in programs of preparation. The certification system was set up to protect students against incompetent teachers, but instead it acts as a deterrent to able and eligible people.<sup>53</sup>

Dr. Keller pointed out that three organizations were striving for various types of nationwide certification of teachers: (1) The Interstate Certification Project, with a \$172,000 grant to support it in the State University of New York, proposes a model state law known as the Agreement, a legislative delegation of power to the state agency to enter into compactual arrangements for certification, which provides for interstate contracts to be made by designated state officials when certification standards are sufficiently comparable between the states making the agreement. (2) The National Council for the Accreditation of Teacher Education (NCATE) is interested in reciprocity among states. Its 1970-71 Annual List indicated that there were then 28 states that grant reciprocity privileges in certification of teachers graduated from NCATE-accredited universities. (3) The third group, The National Association of State

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<sup>52</sup>LaBue, op. cit., p. 169.

<sup>53</sup>William D. Keller, "Certified to Teach Everywhere: Progress on Three Fronts Toward Uniform Certification," Journal of Teacher Education (Washington, D. C.: National Education Association of the United States, 1972), Vol. 23, Spring, 1972, p. 40.



Directors of Teacher and Certification (NASDTEC) has been working on the establishment of a national system of reciprocity since 1960 by setting up nationally recognized standards. It recommended that individual states adopt policies providing for the issuance of regular initial teaching certificates to any student who successfully completes a teacher education program on the approved list of schools.<sup>54</sup>

Many critics in the last fifteen years have been outspoken about the rigidity and restrictiveness of the teacher education programs in general and teacher certification systems in particular. Especially singled out has been the limitations of reciprocity. Conant's criticism of the lack of uniformity of certificate nomenclature and multiplicity of certificates attracted national attention. His 27 recommendations concluding his study offered specific action needed for reciprocity among the states. In essence, he recommended that a certificate issued in one state should be accepted as valid in any other state when the candidate holds a baccalaureate degree, has successfully performed as a student teacher, and has been endorsed by the college or university as a person adequately prepared to teach in a designated field and grade level.<sup>55</sup>

Armstrong, writing in the Journal of Teacher Education, identified the principle barriers to reciprocity. He contended that though most groups would welcome reciprocity, they actually desire it to different degrees and for different reasons.<sup>56</sup>

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<sup>54</sup>Ibid.

<sup>55</sup>Conant, op. cit., pp. 210-11.

<sup>56</sup>W. Earl Armstrong, "A Basis for Reciprocity in Teacher Certification," Journal of Teacher Education (Washington, D. C.: National Education Association of the United States, 1960), Vol. 11, June, 1960, p. 217.

### Expansion of the Normal-School Idea

During the period when authority for licensing teachers began to shift from local and county units to state educational agencies, the first normal schools, which were later to exert some influence on the teacher certification practices, were established. The period from 1860-1910 was characterized by the expansion of the normal-school idea, the establishment of teachers colleges and the beginnings of schools of education in universities and liberal arts colleges.

With the recognition of the need to improve the teacher preparation taken over by the private academies, during the early decades of the nineteenth century, it soon became evident that improvements were necessary. James C. Carter, a Massachusetts educator and an early and active proponent of teacher education, strongly recommended state-supported and state-controlled normal schools for teachers. His efforts combined with those of other leaders resulted in the establishment of the first public normal school in the United States at Lexington, Massachusetts in July, 1839. A second was established at Barre in September of the same year and by 1860, 11 state normal schools had been established in eight different states.<sup>57</sup>

The programs of the first normal schools were generally a year in length. In Massachusetts, at the end of this preparation, a "certificate of qualification" was awarded by the schools' principals to each of the students who completed the program successfully. Although this certificate was not a license in the legal sense, it was a forerunner of the practice

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<sup>57</sup>Harry G. Good and James D. Teller, A History of Western Education, London: Collier-McMillan Limited, 1968), p. 460.

of accepting college credentials as evidence for legal certification.<sup>58</sup>

In 1852, Boston established a normal school for girls to train those who had graduated from the local grammar school for positions as assistant teachers in the common schools of Boston.<sup>59</sup> The state of New York, influenced by the legislative report of the Massachusetts schools, abandoned its academy program and opened its first state normal school in 1844. A law passed in 1849 provided that the possession of a diploma from this state normal school should be deemed evidence that the holder was "a qualified teacher." Less than a dozen similar schools were established in all the states before the Civil War. The first thirty years of the schools formed the experimental period but after the close of the Civil War, the state normal schools were established at about the rate of about twenty-five in each decade until every state had one or more.<sup>60</sup>

Kinney pointed out:

For 85 years normal schools provided a minimum training for a small percentage of teachers. As long as teaching paid such salaries as ten dollars a month and for only three to seven months in the year, it could scarcely demand any considerable investment in preparation. Hence the normal schools were established, not to meet a demand but to create a standard.<sup>61</sup>

Two factors existed which had implications for teacher certification: (1) Normal schools were not established as collegiate institutions.

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<sup>58</sup>LaBue, op. cit., p. 151.

<sup>59</sup>Kinney, op. cit., p. 53.

<sup>60</sup>Vernon Lamar Mangum, The American Normal School (Baltimore: Warwick and York, Inc., 1928), p. 129.

<sup>61</sup>Kinney, op. cit., p. 55.

It was not until 1908 that high school graduation was announced as entrance requirement, and another quarter of a century passed before they became truly collegiate. (2) Completion of normal schools did not carry assurance of certification. It was not until 1849 that institutional preparation was recognized in New York state in lieu of examinations, Pennsylvania in 1854, California in 1863, and Rhode Island in 1867. The wide variety in quality of programs and lack of standardization in content led to the reluctance to bypass examinations required for normal school graduates.<sup>62</sup>

Kinney said that for 40 years after the establishment of the normal schools the courses taken in college, by those who later drifted into secondary teaching, were the same as those taken by students for other purposes. Near the end of the century, however, the need for professional training for the secondary school staff became evident when attempts were made to reorient the secondary program to its larger function.<sup>63</sup>

Mangum stated that in the four decades 1860-1900, the American normal school success was due to (1) the inherent reasonableness of the idea that teachers needed specific training in an institution devoted entirely to that end and, (2) favorable acceptance from the public because it was abundantly evident that "former students and graduates of these schools were better than those educated elsewhere."<sup>64</sup>

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<sup>62</sup>Ibid.

<sup>63</sup>Ibid.

<sup>64</sup>Mangum, op. cit., p. 130.

### Significant Developments for Improving Teacher Certification

The teaching profession has been influenced by a number of significant developments which in turn have tended to bring about changes in certification regulations, practices, and trends. The work of voluntary associations influenced greatly the improvements in teacher education and certification. According to Kinney, the professional association came of age in the twentieth century. State associations have achieved their most outstanding results by improving the welfare of its membership and the quality of instruction in the public schools.<sup>65</sup> Kinney pointed out that the civil service characteristics that had become a part of the certification process - classification of credentials and specialization of credentials emphasis - caused a long delay on the part of individuals to be concerned with the major goals of the profession.<sup>66</sup>

The National Education Association, organized to supplement and support the work of the state association, began to assume an important and effective role during the early part of the twentieth century. Responsibilities of this organization include: attacking problems which develop at the national level, keeping members in each state informed of activities in other states, providing opportunities for collective action at the local, state, and national levels and, providing leadership for action on general problems.

In 1907 the Committee of Seventeen on the Professional Preparation

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<sup>65</sup>Kinney, op. cit., pp. 88-89.

<sup>66</sup>Ibid.

of High School Teachers presented its Report on the seriously neglected problem of preparation for High School Teachers, agreeing with Cubberly's point of view in the importance of scholarly preparation.<sup>67</sup>

Continuing its work toward professionalization in education, the NEA created the National Commission on Teacher Education and Professional Standards (TEPS) in 1946 to provide a continuing program for the profession in matters of selection, recruitment, preparation, and advancement of professional standards, including standards for institutions which prepared teachers. To coordinate this activity at state and local levels, the Commission encouraged the organization of TEPS Commission in each state. By 1959 nearly all states and territories had active state TEPS. These state commissions cooperated with state and local associations to support the professional standards movement.<sup>68</sup>

A major accomplishment of NCTEPS was bringing about the establishment of the National Council on Accreditation for Teacher Education (NCATE). Kinney cited the importance of having an agency active in developing nationally acceptable standards for teacher preparation and in appraising each institution in light of these standards. Accreditation of a professional program means that the institution and the program of preparation have been evaluated by an agency established for the purpose by the profession and have been certified as meeting its standards.<sup>69</sup> The National Council on Accreditation for Teacher Education was established

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<sup>67</sup>Cubberly, op. cit., p. 58.

<sup>68</sup>Kinney, op. cit., p. 91.

<sup>69</sup>Ibid.

in 1952 with the support of the NEA largely through the efforts of NCTEPS. In 1956 it was approved by the National Committee on Accrediting, which is the national agency set up to appraise and approve all professional accrediting agencies.<sup>70</sup>

In addition to these organizational developments, the third and fourth decades of the twentieth century saw the completion of nationwide studies on the education of teachers. The first of these was the National Survey of the Education of Teachers conducted from 1930-1933 by the U. S. Office of Education. One of its purposes was devoted to the qualifications and standards for teachers in the public schools. A second study, carried out by the Committee on Teacher Education in 1935, had for its primary purpose the helping of local groups to experiment, and by sharing experiences, discussions, and publications, to stimulate improvement among private colleges and in universities committed to the preparation of teachers. The 1946 final report of the commission was entitled The Improvement of Teacher Education.

NCTEPS sponsored the Miami Beach Conference in 1953 which was devoted to the study of teacher certification. In 1958 NEA created a task force and assigned it a project entitled "New Horizons in Teacher Education and Professional Standards," and its first report was issued in 1961 with these recommendations:

. . . a drastic up-grading of standards for selection, preparation, certification, and accreditation. It is proposed that certification be extended to include private schools, parochial schools, and colleges.<sup>71</sup>

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<sup>70</sup> Ibid.

<sup>71</sup> The Certification of Teachers (Washington, D. C.: NCTEPS, National Education Association, 1953), p. 104.

Certainly, only in light of these developments and significant changes and expansion among institutions preparing teachers can twentieth century movements in certification practices be traced.

### Problems Affecting Teacher Certification

The review of the literature revealed a multitude of practices about which there are few common agreements and problems which should be of major concern to the profession. At the NCTEPS Conference in Miami Beach, Florida, Stinnett identified many and most of the important and recurring problems in teacher certification. Although some progress has been made in resolving some of these problems, many still confront us today.

Problems identified at the NCTEPS conference by Stinnett were:

(1) What is the most effective, most democratic plan for continual study, revision, and refinements of certification requirements within states? (2) Are emergency certificates under any conditions professionally defensible? If so, under what conditions? (3) What is the proper role of the certification process in institutions which prepare teachers? (4) Who shall be required to hold certificates issued by the respective states? (5) What are valid bases for issuance of certificates? Can we assume without question that the present basis for certification - completion of required formal preparation as measured in courses and degrees - is the best possible? What are some alternative bases? (6) What kind and how many certificates should be issued? (7) How can a national plan of reciprocity be achieved?<sup>72</sup>

There were several teacher education studies completed during the decades of the sixties. Conant's study in 1963 attracted national attention with its recommendations and stimulated many responses published in various educational journals. Dr. Conant believed that cer-

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<sup>72</sup>LaBue, op. cit., p. 172.



tification systems failed to produce competent teachers. He recommended that:

For certification purposes the state should require only that a candidate hold a baccalaureate degree from a legitimate college or university, that he submit evidence of having successfully performed as a student teacher under the direction of college and public school personnel in whom the state department has confidence; and in a practice-teaching situation of which the state department approves and, that he hold a specially endorsed teaching certificate from a college or university which is issuing the official document, attests that the constitution as a whole considers the person officially prepared to teach in a designated field and grade level.<sup>73</sup>

The "credit counting" procedure practiced by most state agencies have been criticized by many. Professor Lindley Stiles of Northwestern University stated:

A crucial weakness in most systems for certification is their heavy dependence on credit counting. Even some program-approval plans simply shift the state department to the institution.<sup>74</sup>

Concerning the failure of the teacher certification system, Stiles writes:

However one views the licensing of teachers in the United States, the inescapable conclusion is that the system is failing in most, if not all, states. Despite the noble intentions of those responsible, the process of teacher certification does not function as intended. First, it often fails to screen from practice those who are unfit to teach, and second, is its effect as a deterrent to able people.<sup>75</sup>

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<sup>73</sup>Conant, op. cit., p. 210.

<sup>74</sup>Lindley J. Stiles, "Failure of Teacher Certification," Journal of Educational Research, 61 (April, 1968), Inside cover.

<sup>75</sup>Ibid.

Resolving the many problems related to certification will require the best thinking of everyone concerned with the improvement of schools in America.

### Summary

The review of the literature was organized into three separate areas in order to set the scene for providing a basis of comparison for the findings in the next chapter. These three areas are: (1) Historical Review of Teacher Certification in the United States, (2) The Certification System and, (3) Problems Affecting Teacher Certification.

The origin of teacher certification practices and regulations can be traced back to the early colonial period when certain requirements of competence and fitness were needed to be a teacher. Colonial laws delegated that education should be a local matter rather than a state matter.

Certification of teachers first appeared in New York in 1841 under the county system as the predominant unit and continued until the turn of the century. The teacher examination was the means of determining teacher licensure. The period of county control constituted a transitional stage in the evolution toward centralization of the state educational system.

Personal judgments were the basis for granting and revoking licenses of teachers. In the early years of county control, the county school officers were frequently without professional training and generally unfit for the positions they held. Generally, the efforts of these officials were not favorably received by teachers or the public.

The practice used in the appointment of teachers during the seventeenth and eighteenth century was described by Elsbree as consisting largely of bargaining with individuals professing competence as schoolmasters. When local officials began to assume responsibility for the selection and licensing of teachers, the efforts met with little success. In general, licensing, when under the jurisdiction of the church rather than the governors, was more specific in required qualifications.

Following the Revolutionary War, licensure of teachers continued to be exercised by local authorities, and the teacher examination was to become established as the framework for the certification system during a long period of preparation for professionalism and while the process of state centralization was evolving.

Cubberly, writing in 1906, summarized the steps in the breakdown of the strict county system as follows: (1) the increase in educational and professional standards which led to the abolition of lower grades of county certificates; (2) the recognition of the normal-school and university diploma and; (3) the growing force of opinion as the teaching profession had come to express itself more forcibly than formerly on questions of educational policy.

By 1921, 26 states had assumed all or part of the authority for issuance of certificates and by 1926 the number had increased to 36. In many states authority to issue certificates was still diffused among state and county officials. The practice of differentiating among certificates according to levels (elementary and secondary) holders were authorized to teach had been well established by 1927. Marked increases were seen in certification standards and practices in the years soon

after World War II and by 1955 the diversity in standards and practices of certification continued unabated. Kinney noted that as professional training replaced teacher examinations as a basis for certification, the program of preparation became subject to control of the state certification agency.

Efforts to achieve inter-state reciprocity of certificates can be traced to New York. Educators manifested an interest in inter-state reciprocity in the late 1800's and early 1900's. Many states attempted to recognize certificates issued in other states between 1910 and 1930 but problems arose relating to the equivalency in names, types, and levels of certificates.

The depression of the thirties with an oversupply of teachers decreased the mobility. During the years of the forties, a national teacher shortage ensued which lasted until 1969 and resulted in greater interest in reciprocal recognition of certificates.

Kinney asserted in 1964 that normal schools were established, not to meet a demand, but to create a standard. He pointed out that normal schools were not established as collegiate institutions and that completion of the normal school program did not carry assurance of certification. The first normal school in the U. S. was established in Lexington, Massachusetts in 1839 largely through the influence of James G. Carter and others. It was nearly 1900 before the colleges and universities permitted the gradual development of teacher education programs, thus the teacher examinations were continued until institutions could develop programs and train teachers in adequate numbers.

Mangum asserted that the success of the normal school was due to

the "inherent reasonableness of the idea that teachers needed specific preparation in an institution devoted entirely to that end and to the favorable acceptance from the public because it was evident that graduates of these schools were better than those graduates elsewhere."

The work of organized groups of teachers has influenced the improvements in teacher education and certification. Kinney pointed out, however, that state associations achieved their most outstanding results by improving the welfare of its membership and "the quality of instruction in the public schools of the state." The NEA organized to support and supplement state associations. It assumed an important and effective role during the early part of the twentieth century by providing leadership for action on general problems and keeping members of each state informed of activities of other states. The work of NCTEPS in advancing professional standards by bringing about the establishment of the National Council for the Accreditation of Teacher Education was believed by Kinney to be one of the most important accomplishments of the organization.

In addition to the organizational developments, the completion of nationwide studies on the education and certification of teachers indicated the interest of the profession in achieving its goal of improving the quality of American education by achieving higher standards of preparation and practice.

Many problems continue to exist which are and should be of major concern to the profession. The Miami Beach conference identified many of the important and recurring problems on teacher certification in 1953 and many of these problems still confront us today. Education's critics have been outspoken during the past 15 years about the restrictiveness and

rigidity of the certification practices and requirements. Dr. Conant's study of 1963 pointed out that barriers to inter-state reciprocity existed because of the multiplicity of certificates existing in many states and the lack of uniformity of certificate nomenclature.

Armstrong and Stinnett since 1951 have provided excellent data on the progress of many states toward certification of school personnel. Armstrong noted that most educational groups favored reciprocity in some form, but believed these groups desired it to different degrees and for different reasons.

Three organizations are presently striving for various types of nationwide certification of teachers: (1) The Interstate Certification Project (ICP), (2) The National Council for the Accreditation of Teacher Education (NCATE) and, (3) The National Association of State Directors of Teacher Education and Certification (NASDTEC). The report (1972) indicated that of the three groups trying simultaneously to bring about some type of unified accreditation of teachers, none favors control by the federal government. All wish to keep certification in state hands: The ICP favors interstate compacts passed by various state legislatures; the NCATE group desires reciprocity among teachers graduation from NCATE-approved colleges; and the NASDTEC group wants each state department of education to examine and approve teacher education programs in the various colleges in the state and then get a nationwide listing. Students graduating from any college on the nationwide listing would thus get automatic approval for teaching in any state. The report shows 27 states having passed the ICP through their legislatures, 28 have granted NCATE reciprocity, and 21 use NASDTEC standards. In the report, Keller noted

that it is surprising that 11 states (Delaware, Indiana, Kentucky, Maryland, North Carolina, Oklahoma, Pennsylvania, South Dakota, Vermont, Washington, and West Virginia) have all three plans and that seven others (Arkansas, Louisiana, Michigan, Montana, Nevada, South Carolina, and Wyoming) have still not agreed to any of them. He believed that a little cooperation among the three interstate certification groups and the fifty states would soon make nationwide accreditation a reality.

### CHAPTER III

#### THE HISTORICAL DEVELOPMENT OF TEACHER CERTIFICATION IN OKLAHOMA

Historically, the certification practices and requirements of teachers have been the responsibility of the state departments of education. The agencies within the state departments that actually administer certification and prescribe requirements are varied. Although state legislatures possess final authority in certification, the extent to which they determine detailed certification requirements varies greatly among states.

This chapter is devoted to a study of how the state of Oklahoma has attempted to meet that responsibility through the process of legislation, practices of authorizing boards and institutional teacher-education programs. The material will be presented in chronological order, for the most part. For an overview of the development of teacher certification in Oklahoma, attention is directed to Appendix A.

#### Teacher Certification in the Territory of Oklahoma--1890-1907

Until 1907 there were two Territorial divisions for what is now the state of Oklahoma. The western half, approximately, was the division of Oklahoma Territory while the eastern half was the division of Indian



Territory.<sup>1</sup> This study was concerned with teacher certification requirements and practices in Oklahoma Territory and in the state of Oklahoma from 1890 to 1974.

An act establishing a system of public schools in the Territory of Oklahoma and providing for their maintenance took effect December 5, 1890.<sup>2</sup> According to the law, specific legislation for the establishment of common schools in each township in Oklahoma Territory was provided, which included the length of the school year, subjects to be taught, and provision for the certification of teachers.

There shall, where the school population is sufficient, be established in each township by the board thereof, at least four schools, and in districts where the number of pupils attending any school shall be deemed sufficient to demand more than one teacher, the requisite number shall be employed, one of whom shall be principal, and the school shall become a township graded school supervised by the principal.<sup>3</sup>

Provision for the common school course in Section 5 stipulated:

The common school course shall include orthography, penmanship, reading, arithmetic, geography, English, language, United States history and constitution, physiology and hygiene, the theory and practice of teaching, philosophy.<sup>4</sup>

Provisions were made for every town or city school board in Oklahoma Territory to establish the number of graded schools necessary and one high school in each city of over five hundred inhabitants, to be established by a majority vote of the voters within a township or city. No township or city funds were to be appropriated to the support of any high school until funds were

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<sup>1</sup>Guy H. Lambert and Guy M. Rankin, A History Outline: Oklahoma State Department of Education, 1900-1965 (Oklahoma City: 1965), p. 19.

<sup>2</sup>Oklahoma, Territorial Laws (1890), p. 1118.

<sup>3</sup>Oklahoma, Territorial Laws (1890), p. 1078.

<sup>4</sup>Ibid.

reserved that were sufficient to support the common and graded schools for a term of not less than nine months. The length of term taught in any school year in each of the several schools established in any one township or city would be regulated by the school board.<sup>5</sup>

Specific authority for these schools were designated in the laws:

All public schools established by townships or city boards shall be under the supervision of the county superintendent of schools, except the public schools of cities whose population exceeds two thousand five hundred, and the schools of said cities shall be under the supervision of a principal or city superintendent of schools.<sup>6</sup>

The county superintendent of public instruction was to be elected in the same manner as that of other county officers, and his term of office was to be two years. The county superintendent was to be twenty-four years of age, or over, and should hold a diploma from a normal school, or should hold an Oklahoma Territorial certificate, or a first grade county certificate, or should possess equivalent attainments.<sup>7</sup>

No specific educational or professional qualifications were required for the Oklahoma Territorial Superintendent of Public Instruction. Enactment of laws for the election of a city superintendent of schools provided election by the Board and he would "hold office during the pleasure of the board."<sup>8</sup> The board would also appoint two competent persons, who with the

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<sup>5</sup>Ibid.

<sup>6</sup>Ibid.

<sup>7</sup>Ibid.

<sup>8</sup>Ibid.

Superintendent as chairman, would be the examining committee of the board of education. One of the duties of the board was to examine all teacher applicants, electing only those certified as competent to teach.<sup>9</sup>

Special legislation designated the holding of a normal institute by the Oklahoma Territorial County Superintendent of Public Instruction for the instruction of teachers and those desiring to teach. Conductors or instructors were to have special qualifications for this work:

County superintendents of public instruction shall hold annually in their respective counties, for the term of not less than two weeks, a normal institute for the instruction of teachers and those desiring to teach: Provided, That in sparsely settled portions of the Territory, two or more counties may be united in holding one normal institute as hereinafter provided.<sup>10</sup>

The responsibility for certification was vested in the Oklahoma Territorial Superintendent of Public Instruction, together with the county superintendents of Oklahoma Territory, who constituted the Oklahoma Territorial Board of Education. Designated powers and duties of the board were:

This board shall have power to grant Territorial certificates, shall prepare questions for the county examination, and shall constitute an advisory board in all matters pertaining to the educational interests of the Territory, and shall, once in five years, adopt a uniform series of textbooks for use in the public schools of the Territory. All shall be purchased by said board and distributed to the townships and city boards within their control.<sup>11</sup>

The Oklahoma Territorial county superintendent was to publicly examine all persons proposing to teach in the public schools in the county, as to their competency to teach the branches prescribed by law, and the county superintendent

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<sup>9</sup>Ibid., p. 1079.

<sup>10</sup>Ibid., p. 1080.

<sup>11</sup>Ibid., p. 1079.

was to issue certificates to all applicants passing the required examination and satisfying the county superintendent as to their good moral character and ability to teach and govern schools successfully. Certificates issued by Territorial County Superintendents were to be of three grades: first, second and third, and would continue in force respectively, three years, two years and one year.<sup>12</sup>

Certificates of the first grade shall certify that the person to whom issued is proficient in and fully qualified to teach orthography, reading, writing, English grammar, composition, geography, arithmetic, United States history, constitution of the United States, bookkeeping, physiology and hygiene, the theory and practice of teaching, and the elements of natural philosophy, and shall not be issued to persons under twenty years of age, nor to such as have not taught successfully twelve school months: Provided, That persons who receive first grade certificates shall make a general average of not less than ninety per cent, and in no case shall a person receive a certificate of the first grade who shall fall below seventy per cent.

Certificates of the second grade may be issued to persons of not less than eighteen years of age, who shall have taught successfully not less than three months, and who shall fully satisfy the county superintendent as to their ability to teach all the branches prescribed for the first grade certificate, except bookkeeping and the elements of natural philosophy: Provided, That persons who receive a second grade certificate shall make a general average of not less than eighty per cent, and in no case shall a person receive a second grade certificate who shall fall below sixty per cent in any one branch.

Certificates of the third grade may be issued to persons of not less than sixteen years of age, who shall have passed the same examination as required for a second grade certificate, except physiology and hygiene, constitution and theory, and practice of teaching and made an average of not less than seventy per cent and in no case shall a person receive a certificate of the third grade who shall fall below fifty per cent in any one branch and no third grade certificate shall be issued more than twice to the same person.<sup>13</sup>

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<sup>12</sup>Ibid.

<sup>13</sup>Ibid., p. 1121.

Upon request made in writing by the secretary of the township or city board, a temporary certificate would be granted in case of necessity, valid only in the designated township or city, and valid only until the regular next examination by the county superintendent.<sup>14</sup>

Under this act, provision was made for revocation of a certificate issued by the Territorial County Superintendent. Cruelty, immorality, incompetency, or negligence in the performance of duties would be the basis for revocation of a teacher's license.<sup>15</sup>

A series of questions for written examinations to be held in each county were prepared by the Oklahoma Territorial Board of Education. These written examinations were to be supplemented by such oral and written examinations as the county superintendent deemed necessary to determine more fully the qualifications of each applicant. The printing of questions were to be procured for uniform county examinations by the Oklahoma Territorial Superintendent and the same forwarded to superintendents of several counties not to be opened prior to the day of examination. No person would be employed to teach in any public school in the Territory who did not hold a valid certificate.<sup>16</sup>

The Oklahoma Territorial diploma would be issued by the Territorial Board of Education to:

Such professional teachers as may be found upon critical examination to possess the requisite scholarship and culture, and who may also exhibit satisfactory evidence of unexceptional moral character and eminent professional ability, and experience covering a period of not less than ten years, and who have taught for one year in the Territory

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<sup>15</sup>Ibid.

<sup>16</sup>Ibid., p. 1082.

subsequent to passage of this act.<sup>17</sup>

Such diplomas, countersigned by the Oklahoma Territorial Superintendent were to supercede the necessity for any and all examinations and were valid in county, city, town or school townships in the Territory during the life time of the holder, unless revoked by the Oklahoma Territorial Board of Education.<sup>18</sup> This marked the beginning of the life certificate and its validity extended throughout the territory.

The law in 1893 providing for the establishment of separate schools for Negroes in Oklahoma Territory was explicit in directions for their maintenance:

Separate schools for the education of white and colored children may be established in the Territory as follows and in no other way: In each county where the election is held for the election of district school officers, there shall be held an election where all persons who are qualified school electors, may vote for or against the maintainance of separate schools for white or colored children in said county. If a majority of the votes cast at said election be against the establishment of separate schools in said county, then the white and colored children shall attend the same school in each county; but if a majority of the votes cast be in favor of the establishment of separate schools for white and colored children, then there shall be established such separate schools for white and colored children as herein provided.<sup>19</sup>

A later law that took effect in 1908 made it unlawful for mixed attendance in any school, college or institution:

It shall be unlawful for any white person to attend any school, college, or institution where colored persons are received as pupils for instruction; and any one so offending shall be fined not less than five dollars nor more than twenty dollars for each offense, and each day

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<sup>17</sup>Ibid.

<sup>18</sup>Ibid.

<sup>19</sup>Oklahoma, Territorial Laws (1893), p. 1104.

such a person so offends as herein provided, shall be deemed a distinct and separate offense.<sup>20</sup>

There were other schools created by legislative bodies in Oklahoma Territory and the state of Oklahoma between 1890 and 1910. The University of Oklahoma in the Territory of Norman instituted the first normal college or department under the regulations and restrictions of the Oklahoma Territorial Board of Regents December 19, 1890. It stipulated regarding certification that:

After any person has graduated at the university and after such graduation has successfully taught a public school in this State for sixteen school months, the Superintendent of Public Instruction shall have authority to countersign the diploma of such teacher after such examination as to moral character, learning and ability to teach as to said Superintendent may seem proper and reasonable. Any person holding a diploma granted by the Board of Regents of the University of Oklahoma certifying that the person holding the same is a graduate of said university shall after his diploma has been countersigned by the Superintendent of Public Instruction as aforesaid be deemed qualified to teach in any of the public schools of this state, and such diploma shall be a certificate of such qualification until annulled by the Superintendent of Public Instruction.<sup>21</sup>

Other Oklahoma Territorial legislation created the Normal School at Edmond December 24, 1890. Its Board of Education consisted of five members, three appointed by the Governor and by and with the consent of the Legislature, one of whom was to hold his office for six years, another four years, and another two years. The Oklahoma Territorial Treasurer and Superintendent of Public Instruction by virtue of their offices were members of the board. Regulations for certification were:

Each year after the closing session of the normal schools an examination shall be held for a first, second and third

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<sup>20</sup>Oklahoma, Territorial Laws (Compilation of Laws, 1908), by Benedict Elder, p. 1359.

<sup>21</sup>Ibid.

grade certificate under the direction of the State Board of Education, in each of the normal schools, and such students as shall be found proficient in the branches required shall receive a certificate which shall be valid in any school of the county wherein such school is located: Provided, That all applicants for such certificates shall pay a fee of two dollars which shall be added to the institute fund in the county in which the applicant resides; and any student who shall have completed the full course of instruction in any of the normal schools shall receive a diploma, which shall be signed by the president of the institution and the president and secretary of the Board of Regents, and such diploma shall be a life certificate valid in any public school of the State.<sup>22</sup>

Regulations and stipulations for life certificates continued to be authorized with their validity extending throughout the territory and three certificating authorities had been established: (1) The Oklahoma Territorial County Superintendent; (2) The Normal Schools; and, (3) The Oklahoma Territorial Superintendent of Public Instruction.

Other normal schools established by Oklahoma Territorial legislation were the Northwestern Normal School at Alva (now Northwestern State University, 1897) and the Colored Agricultural and Normal School at Langston (now Langston University, 1897). State legislation provided for the establishment of Southwestern Normal School at Weatherford (now Southwestern State University, 1901), the Normal School at Ada (now East Central State University, 1909), Southeastern Normal School at Durant (now Southeastern State University, 1909), and Northeastern State Normal at Tahlequah (now Northeastern State University, 1909).<sup>23</sup>

The Oklahoma Territorial Board of Education's first meeting was held

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<sup>22</sup>Ibid.

<sup>23</sup>Ibid., p. 2092.



in the Territory located at Guthrie, January 14, 1891 at which time they approved examination questions for the January teachers examination and appointed members to prepare questions for the April examination. Members present at the first Oklahoma Territorial Board meeting were: Mr. J. H. Lawhead, Superintendent of Public Instruction, J. A. J. Bangress, J. H. Dunlap, R. B. Foster, M. M. Gough, Reverend J. H. Parker, Frank Terry (Secretary), and E. E. Wilson.<sup>24</sup>

A scale of monthly wages for teachers which was to prevail throughout the Oklahoma Territory was planned at the second Board meeting February 8, 1891. With Governor Steele in attendance the following scale was devised: For a teacher holding a third grade or temporary certificate, \$25.00; for a teacher holding a second grade certificate and teaching in an ungraded school or a grade in a graded school, \$30.00; for a teacher holding a second grade certificate and while teaching in one school and serving as principal of a town or township school, \$35.00; for a teacher holding a first grade certificate, and while teaching in one school, acting as principal of a town or township, \$40.00; for superintendent of public schools of Guthrie or Oklahoma City, \$50.00.<sup>25</sup> Appendix B shows the number of teachers employed and average salary paid during the 1892-1894 biennium in Oklahoma Territory.

An Act for the support and regulation of common schools was enacted by the Oklahoma Territorial Legislature in 1893. The first section of this

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<sup>24</sup>Minutes of Territorial Board of Education, January 14, 1891, Oklahoma Territorial Board of Education, Guthrie, Oklahoma.

<sup>25</sup>Minutes of Territorial Board of Education, February 8, 1891, Oklahoma Territorial Board of Education, Guthrie, Oklahoma.

Act provided for the creation of the office of Territorial County Superintendent of Public Instruction for each county in the Oklahoma Territory whose term of office would be two years.

Among the duties of the Oklahoma Territorial County Superintendent of Public Instruction as described in Sections three and four of the law included: (1) Visiting each school in his county at least once each term of six months, correcting any deficiencies that may exist in the governance of the school, (2) Encouraging the formation of associations of teachers and educators for mutual improvement, (3) attending the normal institute held in his county, using his influence to secure the attendance of teachers, (4) furnishing the clerk of the county a description of the boundary of each and every school district and part of districts in such county, (5) Making to the Territorial Superintendent of Public Instruction annually a written report of school conditions, (6) Dividing the county into convenient number of school districts and changing such districts when the need arises, (7) Employing a deputy, in such case of sickness or temporary absence, who shall have the qualifications of a principal.<sup>26</sup>

The responsibility for teacher certification was vested in a newly created board of county examiners in 1893. This Act stipulated that the Territorial County Superintendent would be ex-officio chairman of the board:

In each county there shall be a board of county examiners composed of the County Superintendent, who shall be ex-officio chairman of the board, and two competent persons, holders of first grade certificates, or of Territorial certificates, or of diplomas from some state university, state normal, or state agricultural college, who shall be appointed by the county commissioners on the nomination of the county superintendent, and shall serve from

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<sup>26</sup>Ibid.

the time of their respective appointments until their successors are appointed, and each of whom shall receive for his services the sum of three dollars per day, not to exceed three days in any one quarter.<sup>27</sup>

Section two of this article described the duties of the Oklahoma Territorial County Board of Examiners:

. . . publicly examine all persons proposing to teach in the public schools of the county as to their competency to teach the branches prescribed by law, and such board of examiners shall issue certificates as hereinafter provided, to all such applicants as shall pass the required examination and satisfy the board as to their good moral character and their ability to teach and govern schools successfully.<sup>28</sup>

Superintendent E. D. Cameron, in the Oklahoma Territorial Superintendent of Public Instruction Report for the two years ending June 30, 1894, wrote about the schools:

Scarcely any statistics of value are at hand for the year ending June 30, 1893. This is due, for the most part, to the revision of the school laws of the Territory by the last Legislative Assembly requiring a change from the old township system of school government to the district system now in operation.<sup>29</sup>

Mr. Cameron commented however in the report on the "gratifying growth in the educational interest in Oklahoma." He stated that this interest was shown by the 40% increase in the number of children in school and by the number of teachers (827) employed in the public schools in the year ending June 1894.<sup>30</sup>

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<sup>27</sup> Ibid.

<sup>28</sup> Ibid., p. 1094.

<sup>29</sup> Oklahoma Territorial Superintendent of Public Instruction, Superintendent's Biennial Report, by E. D. Cameron (Guthrie, 1895), pp. 3-5.

<sup>30</sup> Ibid.

A concern for teacher fitness and competency was noted in the January 11, 1895 Oklahoma Territorial Board meeting when a motion carried to direct the secretary of the board to prepare a circular letter to accompany each application blank for an Institute certificate asking that the applicant enclose recommendations as to their fitness from prominent and competent persons with their applications.<sup>31</sup>

When A. L. Nichols followed Cameron as the next Oklahoma Territorial Superintendent, his report discussed at length promoting efficiency of teachers:

It is the conviction of the territorial board of education that the promotion of the efficiency of our teachers will be a great benefit, not only to the individual school, but to the school system in general . . . The real teacher, the professional teacher, is a vital force in every community. He is the prime factor in every public school system and, it is hoped that wise and advanced legislation will be enacted by our coming legislation to advance the teacher's profession, for in this way our public school system may be revolutionized and, if so, it must be done by the able, preserving, and hard-working teacher.<sup>32</sup>

He also wrote in this report a suggestion to abandon the so-called temporary certificate:

County certificates should be advanced at once to two grades-first and second, and the so-called temporary certificate should be abandoned.<sup>33</sup>

The question of certificate reciprocity for Oklahoma Territory was raised and a committee's report heard in the 1904 Territorial Board of Education

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<sup>31</sup>Minutes of Territorial Board of Education, January 11, 1895, Oklahoma Territorial Board of Education, Guthrie, Oklahoma.

<sup>32</sup>Oklahoma, Territorial Superintendent of Public Instruction, Superintendent's Biennial Report, by A. L. Nichols, (Guthrie, 1897), p. 79.

<sup>33</sup>Ibid.

meeting. The committee on reciprocal relations with states, presented its report as follows:

Our Territorial Board of Education is very desirous of establishing such rules, in recognizing state certificates from other states, as will be just and right, yet we believe an indiscriminate use of this power would injure our system of schools. We desire therefore, to know the following: (1) What is your role or your particular point? (2) What form of state certification do you issue? (3) What is required for a life certificate? (4) Are you willing upon a proper basis to establish reciprocal relations with Oklahoma in recognition of State Certificates?

The following states are either not disposed to grant (Reciprocal) concession along the lines indicated or are prohibited from doing so by the laws of their states: Alabama, Arkansas, Colorado, Connecticut, Maine, Maryland, Delaware, Florida, Georgia, Illinois, Indian Territory, Iowa, Kentucky, Massachusetts, Mississippi, Montana, New Hampshire, New Mexico, New York, Ohio, Texas, West Virginia, and Wyoming.

. . . We do not believe that it is to the best interest of Oklahoma to make these concessions to other states without some consideration being extended to us in return. In fact, Oklahoma has more to lose than any other state. By carrying our proposed arrangement into effect, a much larger per cent of teachers holding and claiming to hold state certificates from other states, come to Oklahoma than leave Oklahoma to teach in other states. We insist therefore that the Board exercise unusual care and caution in committing itself to any policy which would lower our standard of examination and thereby lower the standard of teachers.<sup>34</sup>

There was no legislative action taken on the committee's recommendations until some time later.

The concern about uniformity in courses of study for the two Territories existing at this time was revealed in the minutes of the Oklahoma Territorial Board of Education the next year. Favorably considered at

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<sup>34</sup>Minutes of Territorial Board of Education, January 19, 1904, Oklahoma Territorial Board of Education, Guthrie, Oklahoma.

this time was the suggestion from Superintendent J. D. Benedict of the Indian Territory to arrange for a uniform course of study and a committee was selected to outline a plan for a satisfactory course.<sup>35</sup>

To summarize briefly the certification of teachers in the period before Oklahoma became a state, attention is called to the following:

(1) Legislation providing for the examination and certification of teachers in the Territory of Oklahoma was found in the laws enacted during the period from 1895 through 1908. (2) Territorial laws stressed the need for applicants to have good moral character and the ability to teach and govern schools successfully. (3) There was no legislative provisions for special training of teachers. (4) The certificating authority was vested in the Territorial Superintendent, the County and City Superintendent of Schools, and the Normal Schools.

Teacher Certification in the State  
of Oklahoma--1907-1974

The first State Legislature (1907) manifested interest and concern in public education. It enacted a system of teacher certification and through a compulsory attendance law required enrollment of all children between the ages of eight and sixteen years in schools. Instruction was expected to be improved through the normal schools instituted in each county which teachers were urged to attend.

A change in the responsibility for examining and certificating teachers was accomplished in 1907 when an act providing for the issuance of certificates under the direction of the State Board of Education by a

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<sup>35</sup>Ibid.

State Board of Examiners was ratified and adopted. The agency was instructed to authorize and report a system of new rules and regulations by this state of the certificates of foreign states and the granting of certificates and diplomas within this state.

The board recommended the following certificate regulations:

The High Grade Professional Certificate, including: Kindergarten, Primary, Grammar Schools, General High Schools, Special High School certificates, (2) The State Diploma, including: General Life Diplomas and the Elementary Normal Institute Diplomas, (3) The Institute Certificate, including Conductors and Instructors, (4) Elementary State Certificates of the first, second and third grade corresponding to county certificates of the same grade and having corresponding requirements.<sup>36</sup>

In the interim, the legislature revised the statutes pertaining to the issuance of certificates. Taking effect in 1908, holders of certificates of the first grade must not be less than twenty years of age and must have taught successfully not less than twelve school months. Those holding certificates of the second grade must not be less than eighteen years of age and for third grade, sixteen years of age. It may be noted that the statutes of 1893 provided: Certificates of the first grade may be issued to persons not less than eighteen years and must have taught successfully not less than three months; second grade certificates, issued to persons not less than sixteen years of age; Third grade, no special provision for age limit. The validity of the certificates remained the same: for certificates issued by county boards of

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<sup>36</sup>Minutes of Territorial Board of Education, March 16, 1908, Oklahoma Territorial Board of Education, Guthrie, Oklahoma.

three grades, first, second, and third shall continue in force respectively, three years, two years, and one year. During this year (1908) the Board approved a plan for teacher certificates which would be of three types - three grades each: Type A, to be known as County or Common School certification; Type B, to be known as City School Certification; Type C, to be known as State Certificates.<sup>37</sup>

Mr. E. D. Cameron was the first State Superintendent of Public Instruction and served from November 15, 1907 to January 9, 1911. He had been Territorial Superintendent by appointment from May 1893 to May 1897. Following statehood, the State Board of Education was composed of the Governor, Secretary of State, Attorney General and State Superintendent of Public Instruction. This board was active until the passage of Senate Bill No. 132 (Session Laws 1911) which created the first State Board of Education as it is known today. Six members were appointed, and with the Superintendent of Public Instruction, a 7-member board was organized March 6, 1911.<sup>38</sup>

E. D. Cameron presided over the 1909 convention of the Oklahoma Teachers Association meeting in Oklahoma, which urged the setting up of rural high schools over the state. This same convention (1909) of which Mr. Cameron was president, asked for civil service for teachers and a minimum of seven months school term for all. President Cameron, also State Superintendent of Public Instruction, gave this opinion, "the occupation of teachers should be made more secure and less uncertain."<sup>39</sup>

When R. H. Wilson became State Superintendent of Public Instruction

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<sup>37</sup> Ibid.

<sup>38</sup> Lambert and Rankin, op. cit., p. 19.

<sup>39</sup> Ibid.



in 1911 succeeding Mr. Cameron, one of the major problems existing was that of supplying teachers especially prepared for work in the rural schools. In a national conference called by the United States Commission held in Chicago, resolutions were adopted calling on universities, agricultural colleges, normal schools, county and city high schools to establish teacher training classes with professional courses adapted primarily to the needs of rural teachers.<sup>40</sup> Of the problem situation in Oklahoma, Wilson reported in 1911:

There were 11,739 teachers employed in our schools last year. Of this number, 2,335 were holders of third grade certificates. During the preceding year, 2,303 third grade teachers were employed. Practically all of the third grade teachers are inexperienced. Our schools require, in round numbers, 2,300 new teachers each year. The normal schools cannot supply these teachers. To do so would require a graduating class from each of the six normals of 383 in addition to the present output of the schools.<sup>41</sup>

Problems of raising the preparation level of teachers to meet a rapidly increasing student problem and a widening curriculum persisted during this period. An amended act, passed in 1913 stipulated that after January 1918 no person shall receive a third grade certificate unless he shall have had either one year in an approved high school of this state or at least ten weeks professional training in one of the Oklahoma State Normal Schools, State University or A. and M. College or an institution in this state, or other states having equivalent teacher's professional course. Appropriate requirements for the issuance of second and first

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<sup>40</sup> Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by R. H. Wilson (Oklahoma City, 1911), p. 18.

<sup>41</sup> Ibid.

grade certificates were also stipulated.<sup>42</sup>

The Program Approval approach to teacher certification was established by a school law in 1913. It stipulated that any graduate of a State Normal School or any other state educational institution, who has satisfactorily completed a course of study approved by the State Board of Education as specifically designed for preparation in teaching may be granted a certificate covering such grade of schools and for the length of time as the State Board of Education may by regulation determine.<sup>43</sup>

Later in 1915, through the Program Approval approach, life high school certificates would be granted to applicants who were graduates of approved institutions requiring a four-year college course for graduation, and which has entrance requirements equivalent to a four years' high school course.<sup>44</sup>

Certificates issued at this time by the State Board of Education were of 6 kinds with five of the six for instructional or administrative school personnel. The three classes were temporary, provisional and standard. The provisional, valid for three years, not renewable; the temporary, valid for one year, not renewable; the standard, issued for an original term of five years, may be renewed for a term of five years when certain conditions are met.<sup>45</sup>

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<sup>42</sup>Title 70, Oklahoma Statutes, (Section 10563), (1941), Oklahoma Session Laws, 1913.

<sup>43</sup>Ibid.

<sup>44</sup>Title 70, Oklahoma Statutes, (Section 951), (1941), Oklahoma Session Laws, 1915.

<sup>45</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by R. H. Wilson (Oklahoma City, 1914), p. 46.

These developments in teacher certification were especially important and not only gave the State Board of Education control over all college teacher education programs because of its program approval authority, but it also gave the Board the power to deny certificates to graduates of colleges failing to maintain an approved program.

Superintendent Wilson's report in 1916 pointed to the complexity of the present system of teacher certification:

Our laws provide for issuance of teacher certificates by the county superintendent, city superintendent, state superintendent and State Board of Education. Certificates issued by the county superintendent are of four grades: first, second, third, and temporary. City superintendents issue certificates under the authority of general statute which does not classify certificates that may be issued. The State Superintendent issues certificates to eligible graduates of normal training high schools, to students who have completed a prescribed course of study at the Agricultural and Mechanical Colleges and to successful applicants for first grade state certificates upon examination. The State Board of Education issues certificates of the classes set forth at length in this volume under the report of the said Board.<sup>46</sup>

On the basis of difficulties encountered with various certifying authorities, Superintendent Wilson urged:

. . . creation of a State Board of Examiners to issue state certificates. One central board, empowered to issue all teachers' certificates in the state would no doubt, be more economical than the present system and would produce uniformity in standards.<sup>47</sup>

Superintendent Wilson wrote that the "complex system of teacher certification was becoming more involved." He emphasized again the problems

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<sup>46</sup> Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by R. H. Wilson (Oklahoma City, 1916), p. 73.

<sup>47</sup> Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by R. H. Wilson (Oklahoma City, 1918), p. 62.

encountered in the present system of issuing certificates. He said that 77 counties and 197 independent districts presently are authorized by law to issue certificates and that even though county superintendents issue the four grades of certificates (first, second, third, temporary) at the successful completion of examinations, based on uniform questions furnished by the State Department of Education, the papers are graded and certificates issued by 77 different examining boards adhering to several different and unequal standards.<sup>48</sup>

He continued:

As a result, although the law provides that first grade county certificates shall be endorsed in other counties of the state, and second grade certificates shall be endorsed in all counties adjoining the county in which the second grade certificates are issued, many county superintendents are reluctant to accept certificates from other counties--to do so will result in lowering the standards in the county in many instances.

Independent districts have no certificates issued by examining boards in such districts but the same general objections exist. Standards in several districts are different, and as a result, teachers going from one independent district to another or from one county to a city school, may be compelled to take another examination valid for the certificate where the teacher is employed. The result is confusion and frustration to teachers; too much time and money is spent on unnecessary examinations.<sup>49</sup>

Superintendent Wilson repeated his proposal for easing the difficulties of the present system. He suggested that the State Superintendent of Public Instruction be granted the authority to appoint a State Board of Examiners to examine and grant certificates. He provided a Table giving a synopsis of certificates issued during the two years

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<sup>48</sup>Ibid., p. 63.

<sup>49</sup>Ibid.

ending 1918 which appears in Appendix C.

Calling attention also to the need for adjustments regarding certification through legislation, Superintendent M. A. Nash (1924) stated:

There are two types of certificates issued - A, County Certificates, issued by examining boards on examination held throughout the state four times per year; B, State Certificates, issued through the State Board of Education on the basis of college work and teaching experience of the applicants.<sup>50</sup>

He pointed out that there were 77 different certificating agencies and that the county teachers certificates should be abolished and that all county superintendents now recommend this.

Finally in 1929 legislation was enacted which abolished the County and city examining boards, vesting in the State Board of Education all authority in the matter of examination and certification of teachers in Oklahoma. The law stipulated:

All authority in the matter of examination and certification of all teachers in Oklahoma is hereby vested in the State Board of Education, and the County and city examining boards are hereby abolished. The State Board of Education is hereby authorized and directed to hold such regular and special examinations for teachers as it may deem necessary. The County Superintendent shall co-operate as directed by the State Board of Education in the conducting and holding of all examinations, which examinations shall be held at the county seat of each county, and shall receive no additional compensation therefor. Provided, that each applicant for a teacher's certificate shall be required to file with his application a statement from the County Superintendent of his or her own county, certifying to his or her good character and standing in the county where he or she resides.<sup>51</sup>

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<sup>50</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by M. A. Nash (Oklahoma City, 1924), pp. 10-11.

<sup>51</sup>Title 70, Oklahoma Statutes, (1929) Article 17, Section 7007.

Superintendent John S. Vaughan reported on the organization and duties of the State Board of Education in 1929:

As now constituted, the State Board of Education has existed since 1911. The State Superintendent of Public Instruction is president and ex officio member of the State Board of Education. The remaining six members of the board are appointed by the governor, by and with the consent of the senate, for a period of six years. The statutes provide at least two of the members shall be practical school men who shall have had at least four years of actual experience in school work, two statutes provide that they "shall not be removed during their term of office except for cause."

. . . In addition to being the board of regents for the six state teachers colleges . . . the State Board of Education has general supervision of the public schools of the state with power to formulate and adopt courses of study to make rules and regulations governing the issuance of all certificates, and to recognize and approve business colleges and institutions of higher learning.<sup>52</sup>

Teachers' certificates were issued by the State Board of Education upon the basis of credentials and upon the basis of examination. The certificates were of three kinds: elementary, high school, and special. The elementary certificate authorized the holder to teach in grades one to eight, inclusive; the high school certificate, in grades one to twelve, inclusive; while, special certificates licenses its holder to teach special subjects, such as, manual training, home economics, and music. The certificates are granted for one year, two years, five years, or life in keeping with the standards for each type.<sup>53</sup>

Superintendent Vaughan's summarization of certificate developments

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<sup>52</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by John S. Vaughan (Oklahoma City, 1929), p. 124.

<sup>53</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by John S. Vaughan (Oklahoma City, 1928-30), p. 136.

during the decade ending 1930 is appropriate here:

The biennium, 1928-30, has been one of the continued rapid progress that has characterized Oklahoma's educational program. It has witnessed the enactment of legislation (1) insuring that all teachers will be given certificates on the same conditions, (2) unifying and making less expensive the organization of the State Department of Education, (3) providing for the conclusion of a common school course of study by the classroom teachers of the State, (4) furnishing additional financial aid for weak rural districts, and (5) providing for the coordination of the higher institutions of learning in order to eliminate duplication of effort.<sup>54</sup>

The Great Depression developed in 1929, and the governor had to extend great efforts to keep the state solvent during this time of extreme economic crisis. Dr. A. M. Gibson described conditions:

The Great Depression of 1929 closed factories and mines, depressed the oil market, and caused unemployment to the extent that hungry, poverty-stricken citizens formed long lines at public soup kitchens.

Murray ("Alfafa Bill") faced such problems as no governor before or since him had. He attacked the \$5,000,000 state deficit, mass unemployment, mortgage foreclosures, and bank failures with such an aplomb, if not effective, at least entertaining. Although Murray talked economy in expenditures, the one possible extravagance he allowed was free textbooks. The program had been adopted earlier, repealed, then reenacted on Murray's recommendation. This action perhaps was due more than anything else to the governor's big-hearted if rough concern that children of all economic and social groups have equal opportunity.<sup>55</sup>

An article in the Daily Oklahoman quoted Superintendent Vaughan on the plight of teachers in 1931:

Pity the poor teacher in this time of business depression! As if it were not enough for them to work for low salaries, they must submit to discounting of their war-

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<sup>54</sup>Ibid.

<sup>55</sup>Arrell M. Gibson, Oklahoma: A History of Five Centuries (Norman: Harlow Publishing Corporation, 1965), pp. 371-74.

rants when they covert them to cash. And not only that, but some countries aren't accepting warrants this year. That, indeed, makes it a problem for teachers.<sup>56</sup>

The article explained that poor collection of taxes had caused discounting of school warrants from 4 to 20 per cent.

Superintendent Vaughan's biennial report described the plight of common schools:

There is little, if any, reason to think that real progress has been made during the period covered by this report. The educational programs of the state, in common with businesses and economic enterprise generally, have been subjected to ruthless deflation. It should be said to the credit of the people of the state, however, that they have continued to manifest their faith in public education by supporting it as far as they have been able and have been permitted to do so, but we need to realize that the state has been and still is being subjected to a most critical experience.<sup>57</sup>

Superintendent Vaughan's report pointed out the inequalities existing between schools in the independent and dependent districts with respect to the quality and amount of supervision given. There was a need for supervisors to assist county superintendents in supervising instruction and there was also a need to abandon some of the present weak high schools, making some of them into junior high schools, and developing others into strong four-year high schools accessible to all children in the enlarged school districts. He reported that the development of secondary education in Oklahoma since 1916 had been short of phenomenal and that efficient fully-accredited high schools had been established within

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<sup>56</sup>Daily Oklahoman, (Oklahoma City), January 29, 1931, p. 1.

<sup>57</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by John S. Vaughan (Oklahoma City, 1928-30), p. 97.



the reach of every boy and girl in the state.<sup>58</sup>

When Governor E. W. Marland followed Murray (1936) as governor, his plan was to get the state back on its feet during a time when revenues were deficient. He appointed A. L. Crable to complete Superintendent Vaughan's term of office when he resigned to become president of Northeastern State College, Tahlequah in August 1936. During the administration of Mr. Crable, funds were appropriated by the legislature which enabled every high school to have a nine months term of school. Approved junior high schools and approved high schools were greatly increased, due partially to the financial assistance from state aid.<sup>59</sup>

The growing need in 1940, according to Superintendent A. L. Crable, was to improve instruction in the elementary grades. Supervisory personnel to give assistance was recommended by the Superintendent because county superintendents "had so many administrative duties imposed by law that little time is left for assisting teachers with their problem of instruction." Other difficulties pointed out by the Superintendent was the need for additional travel funds for the visiting High School inspectors and the problem confronting separate schools in counties having low valuation resulting in inadequate school buildings.<sup>60</sup>

An obvious effort to improve professional preparation was the establishment of the Division of Teacher Training which was established in 1930 through a grant from the General Education Board. The Superintendent

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<sup>58</sup>Ibid.

<sup>59</sup>Lambert and Rankin, op. cit., p. 20.

<sup>60</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by A. L. Crable (Oklahoma City, 1938-40), pp. 3-5.

reported:

There are twenty-four institutions in the state that give courses that the State Department of Instruction recognizes for certification purposes for teachers. Some of these institutions are public, some private, some junior and some senior colleges. They vary in the degree of excellency in their work.

The Division of Teacher Training has as its primary aim to improve the quality of teachers who are certified by the State Department. This can be done in three ways: (1) By a more careful selection of students to be trained for the teaching profession, (2) Through a better training program, (3) By the application of more rigorous certification requirements.<sup>61</sup>

The Division of Teacher Training Council consisted of representatives (2) from each of the institutions in the state (except the one negro institution) engaged in teacher training. Several committees worked seeking to standardize the nomenclature of the professional courses for all institutions; to standardize catalog description and numbering; to consider the problem of measuring teaching effectiveness and to find out from superintendents the specific qualities desired in their teachers. The Division directed efforts toward promoting cooperativeness between high schools and colleges whereby the better type of student might be induced into entering the profession.

Attention was directed to certificate regulations again in 1941 when an amendment relating to laws for qualifications of the county superintendents was enacted. It stipulated that he must hold a certificate entitling him to teach in all the grades of the public elementary schools of Oklahoma; and shall have been actively engaged in teaching in the public schools of Oklahoma for a period of not less than eighteen school

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<sup>61</sup>Ibid.

months during the five years immediately preceding the time of his appointment or filing for election.<sup>62</sup>

Several changes in the school laws governing the personnel and duties of the State Board of Education were witnessed during the biennium ending June 30, 1944, according to Superintendent A. L. Crable. Laws creating a new State Board of Education consisting of seven members rather than the previous nine. Superintendent Crable reported:

The 19th Legislature convening January 1943 abolished the laws creating the existing State Board of Education consisting of nine members (S.B.No. 35, S.L.1943) and the Board of Regents of Oklahoma Colleges, consisting of seven members (S.B.No. 189, S.L.1943) and created in lieu thereof a new State Board of Education, consisting of seven members (S.B.No.35, S.L.1943) as follows: the State Superintendent of Public Instruction, who is president of the Board and six members appointed by the Governor by and with the consent and advice of the Senate.

All the powers, duties, records, and equipment of the two abolished boards are transferred to the new state Board of Education. The law abolishing the old State Board of Education became effective April 3, 1943.<sup>63</sup>

Due to the shortage of teachers, war emergency certificates, valid for one year, were issued to applicants having less than the amount of credits required for elementary certificates. The remote non-high school districts had great difficulty securing and holding qualified teachers during the 1939-40 school year causing the closing of 470 local schools. The shortage of gas, tires and trained teachers affected the rural schools. The war caused 905 emergency certificates to be issued in 1943-44. A large

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<sup>62</sup>Title 70, Oklahoma Statutes, (Section 21), (1941), Oklahoma Session Laws, 1941.

<sup>63</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by A. L. Crable (Oklahoma City, 1943-44), pp. 32-34.

number of the one-year certificates were issued to teachers who were reporting to the teaching profession for the first time in several years in the secondary schools. Superintendent Crable reported that statistics showed that there had been about twice as many certificates issued during this year than the year before, which, he pointed out, indicated that the situation had become more acute in the second year of the biennium than was experienced the first year.<sup>64</sup>

In an effort to strengthen certification practices, the State Board of Education, jointly with the Oklahoma Education Association, created the Oklahoma Commission on Teacher Education in February 1947. Its immediate and long-range goals are in the area of selective recruitment, pre-service, certification and in-service education of teachers. Its main emphasis is placed on evaluating, revising and strengthening certificate regulations.<sup>65</sup> The organization emphasized the fact that certification standards in the past "have been largely expressed in quantitative measures, such as college hours of credit but that it seems well established that certification standards should be expressed more in terms of measures of quality than in college hours."<sup>66</sup>

In the first annual report a statement of its accomplishments from 1947-49 in the area of certification was issued:

(1) The discontinuance of the so-called "war-emergency" certificates. (there were 1,062 teachers teaching on less than two years of college preparation in 1946-47. This number was reduced to thirteen in 1947-48 as a re-

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<sup>64</sup>Ibid.

<sup>65</sup>Report of the Oklahoma Commission on Teacher Education and Certification, November 1, 1947 to June 30, 1949.

<sup>66</sup>Ibid.

sult of the cooperative action of the Oklahoma Commission, the State Board of Education, and the State Superintendent of Public Instruction. Also, in 1947-48 there were fewer teachers with less than a bachelor's degree than in 1946-47.)

(2) A definite and detailed recommendation for the certificate of school administrators has been prepared for submission to the State Board of Education. (Oklahoma is one of about eight states not issuing special certificates for school administrators.)

(3) The work of the Commission has uncovered the need to legislate changes. Oklahoma statutes provide specific requirements that should be repealed. It was also found that the State Board of Education did not have the authority to require and enforce the certification of teachers. Immediately the Commission launched into a program of cooperation with the Legislation Commission of the Oklahoma Education Association and the Education Committee of the Legislative Council. As a result, the necessary bills have already been introduced in the State Legislature with the support of the organized profession, the governor and the Legislative Council as well as the Commission and the Advisory Council on Teacher Education.<sup>67</sup>

The Superintendent of Public Instruction commented on the responsibilities of the Commission in his report:

The Commission on Teacher Education and Certification, which is sponsored jointly by the State Board of Education and the Oklahoma Education Association is one of the agencies used by the State Board of Education. . . . The State Board of Education has delegated to the Commission the task of developing criteria for and conducting evaluations of the 286 teacher education programs being carried on in the seventeen accredited four-year colleges of the state. The obligation of reporting and making recommendations to the State Board of Education on matters pertaining to teacher education and certification has been extended to the Commission by the State Board of Education.<sup>68</sup>

Speaking before the Oklahoma Education Association members during

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<sup>67</sup> Ibid.

<sup>68</sup> Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by Oliver Hodge (Oklahoma City, 1956), p. 143.

a convention in Tulsa in 1948, Governor Roy J. Turner outlined nine principles to be embodied in developing a permanent program for public education in Oklahoma. Included in his reorganization plans were: (1) To vitalize the educational equality and standards as rapidly as possible, (2) to rewrite the school code to remove conflicts and ambiguities and outdated provisions, (3) to provide adequately for rural schools, and (4) to provide more effective recognition for the profession of teaching.

About the latter he said:

The salary schedule should be sufficiently flexible to reward the teacher of superior professional training and proved efficiency. Without lowering the "floor" to teachers' salaries, the "ceiling" to salaries should be raised with a view to encouraging professional improvement. Teaching must not be permitted to become a blind alley performance.<sup>69</sup>

Later in January of the same year an article in the Daily Oklahoman pointed to the existence of an oversupply of high school teachers and the need for more elementary teachers in Oklahoma. This information was given in a speech by T. M. Stinnett made before the Commission on Oklahoma Teacher Education and Certification meeting. He declared that "the critical shortage of gradeschool teachers will not be eased until requirements for entering the profession are raised." He said that issuing emergency certificates does not help and that the shortage is worst where standards are lowest.<sup>70</sup>

Changes and improvements in certification regulations were reported in the Superintendent's report in 1954. He stated that through

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<sup>69</sup>Ibid.

<sup>70</sup>Daily Oklahoman (Oklahoma City), January 28, 1949, p. 1.

the cooperative efforts of the Oklahoma Commission on Teacher Education and Certification and the Oklahoma Education Association, the following had been submitted to the State Board of Education:

(1) Emphasis in certification is changed from the completion of certain specific courses to the completion of a teacher preparation program approved by the State Board of Education for Teacher Education. Institutions assume greater responsibility for the selection and preparation of teachers through the criteria of character and general fitness for teaching as part of qualification for teaching.

(2) During the 1952-53 school year, as a result of visitations and examinations by committees representing the State Board of Education, teacher preparing institutions were approved to offer preparation in certain teaching fields resulting in improvement in the quality of teacher education throughout the state.

(3) The minimum amount of professional preparation required for initial certification was increased.

(4) The goal of a bachelor's degree as a minimum of preparation for every Oklahoma teacher was rapidly approached. In 1951-52, 17,643 or 90.6 per cent of all teachers and administrators in Oklahoma had a bachelor's degree or more college preparation. This number increased to 18,293 or 94.1 per cent in 1952-53 and in 1953-54 to 18,936 or 96.14 per cent. Only 759 teachers out of a total of 19,695 had less than a bachelors degree in 1953-54. In addition, 5,356 or 27.19 per cent of all teachers and administrators had Master's degrees.

(5) Certification standards for school administrators were raised and programs of preparation strengthened.<sup>71</sup>

On the issuance of certificates at this time, the Director of Certification and Teacher Education reported:

Teachers certificates are issued by the State Board of Education on the basis of college credits. Certificates are issued in Administration (superintendent, secondary principal, elementary principal) Elementary, General Agriculture, Art, etc.

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<sup>71</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by Oliver Hodge (Oklahoma City, 1954), pp. 164-65.

The old life certificate is still valid. The teacher is required to have 110 semester hours to meet State Aid requirements for the year 1954-55.<sup>72</sup>

Oklahoma's status in the nation among all states was reported in 1962 by the Director of the Division of Teacher Education and Certification:

Oklahoma has been ranked first in the nation among all states with respect to the academic preparation of its teachers by the National Education Association for the past four years. More than 99% of all teachers in Oklahoma hold standard bachelor degrees from accredited colleges and universities. Better than 90% of all teachers trained in Oklahoma are products of institutions of higher learning that are accredited by the National Council for the Accreditation of Teacher Education. A continuing effort to improve the curriculum, and maintain high standards for certification, to provide the best possible teachers for our schools is our dedicated task.<sup>73</sup>

Six kinds of certificates continued to be issued under the authority of the State Board of Education. Five of these are grouped as teachers' certificates and have to do with licensing individuals who meet prescribed requirements to serve in positions related to the instructional program in the schools of Oklahoma in various capacities according to the kind of certificate held. The other kind of certificate is a non-teaching certificate. Specifically:

Certificates are issued for definite periods of time. Some for five years, some for three years, and others for one year, depending on whether the applicant fully meets all requirements or is deficient in his qualifications to a limited degree allowed for emergency purposes. The five year certificate is called the Standard Certificate, and its validity may be extended for

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<sup>72</sup>Ibid.

<sup>73</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by Oliver Hodge (Oklahoma City: 1962), p. 35.



additional five year periods if requirements are all met. The three year certificate is called Provisional Certificate, and is not renewable. The one year certificate is called a Temporary Certificate . . . is not renewable but additional Temporary Certificates may be obtained by pursuing a prescribed plan for improving one's qualifications.<sup>74</sup>

Changes were made in the organization of the State Department of Education in 1964. As reported by Superintendent Oliver Hodge:

Under this new organization the various divisions were placed under the supervision of two Assistant State Superintendents - one in charge of Administration, Personnel and School Laws and the other in charge of the Instructional Division. The Divisions of Certification and Teacher Education have been continued into one division, Teacher Education and Certification.<sup>75</sup>

This report included a Table, appearing in Appendix D, showing the accredited status of Oklahoma institutions that are approved in teacher education, the extent to which each of these institutions are engaged in teacher education, the number of teachers holding degrees at both the graduate and undergraduate level, the historical trend in the teacher's upgrading of their qualifications and figures of the number and kinds of teacher certificates issued in recent years.<sup>76</sup>

A summary report of the role of the Division in carrying out its duties was given in 1965 by Ronald Carpenter, Director of the Division of Education and Certification:

Article II Section 25 of the School Laws of Oklahoma places the legal responsibility for developing and

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<sup>74</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by Oliver Hodge (Oklahoma City: 1964), p. 14.

<sup>75</sup>Ibid.

<sup>76</sup>Ibid.

maintaining standards and regulations for the appropriate education and certification of teachers for the public schools of the state upon the State Board of Education. To discharge its obligation to society, the State Board of Education created machinery, and organized and used agencies available. The role of coordinating and administering these functions is delegated to the Division of Teacher Education and Certification with authority commensurate to the responsibility placed upon it.

The carrying out of this role includes (1) Carrying on studies regarding practices and procedures in teacher certification, (2) Working with other states regarding proposed minimum standards for State approval of teacher education programs, (3) Directing and coordinating the evaluation and approving of teacher-certificate programs in the 17 institutions of higher learning, (4) Giving leadership to and organizing efforts to up-grade preservice programs for training of teachers, (5) Encouraging and aiding through consultative service the teaching professions raising of standards, (6) Coordinating all committee work involved with problems of teacher education and certification, (7) Carrying on a continuous program of re-evaluation of approved teacher-certificate programs and appraisal and evaluation of new programs in the institutions of higher education, (8) Carrying out the rules, regulations, and policies of the State Board of Education with respect to the issuing of teacher's certificates.<sup>77</sup>

At the December 17, 1971 State Board of Education meeting a hearing was held on the Interstate Agreement on Certification of Teachers. As mentioned in the previous chapter, this agreement provides for interstate contracts to be made by designated state officials when certification standards are sufficiently comparable between states making the agreement. This would allow a state to accept a candidate for certification or a certified teacher from another state without an elaborate rechecking process. Approval for this Agreement was given at this meeting and it was recommended that the State Superintendent be authorized

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<sup>77</sup>Oklahoma, Department of Public Instruction, Superintendent's Biennial Report, by Oliver Hodge (Oklahoma City: 1968), p. 38.

to sign with other states, in addition to the 25 mentioned, if circumstances suggested it.<sup>78</sup>

Oklahoma cooperates with the three nationwide certification groups - The Interstate Certification Project, The National Council for the Accreditation of Teacher Education, The National Association of State Directors of Teacher Education and Certification - that are trying simultaneously to bring about some type of uniform accreditation of teachers. Included in Appendix E is a Table showing Interstate Certification Plans as Approved by the Various States.

The Professional Standards Board was created through legislation July 2, 1971. It was composed of twenty-six members with the responsibility of providing leadership for the improvement of teacher education and standards for the certification of teachers and other educational personnel in Oklahoma and to serve in an advisory capacity to the State Board of Education in all matters of professional standards and certificates.<sup>79</sup>

Oklahoma continues to recognize the "approved program approach" to teacher education and certification. A teacher must complete an institution's approved program of preparation and be recommended by the institution for the type of certificate sought.<sup>80</sup>

The State Board of Education places considerable responsibility

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<sup>78</sup>Oklahoma, Minutes of State Board of Education, December 17, 1971, Oklahoma City, Oklahoma.

<sup>79</sup>Title 70, Oklahoma Statutes, Section 6-123, 1971.

<sup>80</sup>Oklahoma, Department of Education, Teacher Education, Certification and Assignment Handbook, 1971: (Oklahoma City, Oklahoma), pp. iii-iv.

upon institutions of higher education to develop and operate programs of teacher preparation which meet minimum essentials prescribed as criteria for approval. Through the Professional Standards Board rests the responsibility for periodic review of these programs and recommendations regarding their approved status.<sup>81</sup>

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<sup>81</sup>Ibid., p. 1.

## CHAPTER IV

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

#### Summary

The stated purpose of this study was to trace and analyze the historical development of teacher certification practices and requirements in Oklahoma Territory and the state of Oklahoma. In order to do this it was necessary to investigate legislative acts which included those enacted when Oklahoma was still a territory. A careful examination was also made of Territorial and State Superintendent's Biennial Reports and compilations of minutes of the Territorial and State Board of Education.

Through an examination of legislative acts, teacher certification requirements and practices were traced in their historical setting as they developed through the influence of the authorizing agencies and corresponding legislative enactments. The Territorial and State Superintendent's Biennial Reports and the Territorial and State Board of Education minutes detailed official action taken by these authorities.

Through a review of the literature, teacher certification requirements and practices were investigated on a national scale in order to provide a comparative base for placing the study of Oklahoma in its proper perspective. The literature review revealed the origin of teacher

certification requirements and practices in the early colonial period as they were directed first by the church and later as they changed to county and township authority. Problems of lack of uniformity and inadequate certification standards were pointed out in the literature as having existed prior to 1920. The system of examination as a basis for licensure was replaced for the most part after 1920 by the establishment and growth of teacher preparation programs in colleges and universities.

Critics of the teacher certification system, as revealed in the literature, attacked the lack of uniformity in regulations and nomenclature that existed among states and the rigidity of certificate requirements and practices. They also maintained that the holding of a certificate did not guarantee a teacher's competency.

The study of teacher certification requirements and practices in Oklahoma revealed the similarity of those developments to that of other states. Oklahoma's first teacher certification requirements and practices were established during territorial days. Authority for issuance of certificates was vested in the Oklahoma Territorial Superintendent of Public Instruction, county and city superintendents, Board of Examiners, and the normal schools. First, second, and third grade certificates were issued and were to continue in force respectively, three years, two years and one year. Diplomas, issued to persons completing the full course of instruction in any state normal school, were valid for life.

Subsequent statutes after statehood in 1907 designated authority to the State, county and city superintendents along with State Board of Examiners and Normal Schools. By 1911 a plan for three types of teacher certificates was approved by the State Board of Education: Type A,

county or common school certification; Type B, city school certification; Type C, to be known as State Certification.

The approved-program approach to teacher certification was established in 1913 by legislative enactment and stipulated that the State Board of Education approve State Normal Schools and other state educational institution's teacher education programs and grant certificates to graduates of such programs. By 1916, teachers' certificates continued to be issued by the county superintendent, city superintendent, State Superintendent, and State Board of Education. Certificates issued by the county superintendent were of four grades: first, second, third and temporary. The City Superintendent issued certificates under authority of a general statute which did not classify certificates issued. The State Superintendent issued certificates to eligible graduates of normal training high schools, to students who completed a prescribed course of study at the Agricultural and Mechanical College and to successful applicants for first grade state certificates upon examination. The State Board of Education issued certain specific classes of certificates. By 1918, there were 77 counties and 197 independent districts issuing four grades of certificates with varying standards of certification. On the basis of complexities and difficulties encountered with the various certification authorities, several Superintendents of Public Instruction recommended the creation of one centralized board empowered to issue all teachers certificates in the state.

In 1929, legislation was enacted vesting in the State Board of Education authority for the examination and certification of all teachers. Teacher certificates were issued upon the basis of college credits and

upon the basis of examination. Teacher certificates were of three kinds: elementary, high school, and special. The elementary certificate authorized its holder to teach in grades one to eight, inclusive; the high school certificate, in grades one to twelve, inclusive; while the special certificate licensed its holder to teach special subjects, such as music, manual training, and home economics. These certificates were granted for one year, two years, five years, or life, in keeping with the standards for each type. Elementary certificates similar to those previously granted by county superintendents continued to be issued upon the basis of examinations by the State Board of Education. Examinations were held under the direction of various county superintendents and papers were returned to the State Board of Education to be graded. Successful applicants were to receive first, second or third grade certificates.

Efforts to improve the preparation of teachers were made through the Division of Teacher Training Council established in 1930. Its primary aim was to improve the quality of teachers certified by the State Department. In 1936, regulations became effective governing the issuance of certificates based on college credits for licensing teachers in both elementary and high schools. Later in 1947, the Oklahoma Commission on Teacher Education and Certification was created jointly by the State Board of Education and the Oklahoma Education Association. Its main emphasis was placed on evaluating, revising and strengthening certificate regulations. This organization discontinued the so-called "war-emergency" certificate issued to those teaching on less than two years of college preparation in 1946-1947. In 1953 the Commission recommended that emphasis in certification be changed from the completion of certain specific courses to the completion



of a teacher preparation program approved by the State Board of Education. Three classes of teaching certificates were issued in 1954: (1) Standard, (2) Provisional, and (3) Temporary.

The Standard Teaching Certificate was to be valid from the date of issuance or an effective date as shown on the face of the certificate to the expiration date five years from the nearest thirtieth day of June preceding the date or following the date of issuance. The Standard Certificate would be renewed by teaching three out of five years. The Provisional Certificate would be valid from the date of issuance to the expiration date three years from the nearest thirtieth day of June preceding or following the date of issuance. The Temporary Certificate would be valid only for the fiscal year during which the certificate was granted. The general requirement for renewal of the Temporary Certificate was making 8 hours in residence in an accredited four-year institution toward meeting the requirements for a standard certificate.

The State Board of Education issued six kinds of certificates in 1962. Five of the six kinds were grouped as teacher certificates that have to do with licensing individuals who meet prescribed requirements to serve in positions related to the instructional programs in schools of Oklahoma in various capacities according to the kind of certificate held. The other kind of certificate issued involved school personnel but was for non-teaching including Bus Drivers, School Census and Attendance Officers. The same three classes of Teaching certificates continued to be issued in 1962: Standard, Provisional and Temporary.

By 1971, four classes of certificates were issued: (1) Professional (or permanent class) certificate, (2) Standard (or permanent class) certi-

ificate, (3) Provisional (or limited-term-of-validity class) certificate and (4) Temporary (or emergency class) certificate. Five kinds of school-service certificates were issued: (1) Elementary school certificate (Grades K-8), (2) Elementary-secondary school certificate (Grades 1-12), (3) Secondary school certificate (Grades 7-12), (4) Professional-school-service personnel certificate and (5) Special certificates.

Since 1971, Oklahoma has cooperated with three nationwide groups that are trying to bring about some type of unification in accreditation of teachers and has continued to recognize the approved-program approach to teacher certification. When graduates have completed an institution's approved program of teacher preparation, he must be recommended by the institution for the type of certification sought.

### Conclusions

The complexity of the teacher certification system continues to exist and has long ranked high among the pressing educational issues and responsibilities of authorities. The difficulty exists, in one sense, because of the long tradition or belief that anybody or almost anybody can teach. This belief has caused a heavy and continuing impact on educational practices. Teacher certification requirements and practices are under attack by many and defended by few. Critics have alleged that requirements and practices of certification are impersonal, rigid, ineffective and irrelevant.

Despite its shortcomings, certification has played an essential role in developing the nation's system of universal public education and in building a profession of teaching. The upgrading of the academic and

personal qualifications of teachers and administrators has been one of its accomplishments and so has its particular service for improving the quality of teacher preparation. It has also served as one way to protect children against undesirable adults in the classroom.

Much remains to be done if the profession is to assume the leadership it should. The goal is to bring about a certification program which works in the best interest of the public, student, profession and the individual applicant which would allow for flexibility and individual consideration of applicants and at the same time maintain high standards and improved educational practices.

The study of the development of teacher certification requirements and practices in Oklahoma revealed that through certification laws enacted by the legislature, this state sought to provide the public the assurance that teachers are prepared and competent. The certificating authority is vested in the State Board of Education through legislation and the certification requirements and practices reflect the judgment and wishes of the profession of teaching to an increasing degree.

The present requirements of certifying teachers are a minimum of four years of college work and holding the bachelor's degree, including specifications for hours of specialized education. Such requirements enable the holder to assume a more appropriate understanding of the principles of teaching and a much higher level of general literacy than previously.

Oklahoma is presently participating with three national agencies that are working toward national reciprocity. Of the three groups trying to bring about some type of uniform accreditation, none favors control by

federal government. All wish to keep certification authority in the hands of the state. It is hoped that the present efforts of these agencies will lead to cooperation among the agencies and all of the fifty states which will soon make nationwide reciprocity a reality.

#### Recommendations

Based on the findings of this study, certain courses of action appear to be worthy of consideration. The following recommendations, therefore, are offered for that purpose:

1. The organized profession of Oklahoma teachers should hold the key role in the function of certification requirements and practices with certification serving basically as a prerequisite to admission to the profession. The prime function of any professional group is to guarantee to the public the competence of its members to practice that profession. Except for the teaching profession, legal authority has been vested in virtually all other professions in order that the American public receive the expected services of these professions.

Before 1971 the State Board of Education created machinery in the form of an advisory council to recommend certification requirements and practices for Oklahoma teachers. In 1971, a law was enacted creating the Professional Standards Board to legally serve in an advisory capacity. Although the Board consists of representatives of the teaching profession, the key role in the function of certification requirements and practices should be held by Oklahoma's organized profession.

It is recommended, then, that the Oklahoma teaching profession move toward a position to exercise such powers and responsibilities over

certification requirements and practices as have other professions. It is further recommended that steps be taken for developing the sanction of law and the willingness by the profession to assume this function.

2. The concern for teacher competency was revealed in the study and in the literature review as being equated with teaching certification. Although this goal is desirable, there is no such guarantee.

Recognizing the difficulties of the problem of determining competency, it is recommended that the search for criteria continue. It is suggested that further study in this field should investigate such demonstrated competencies found in teachers which can be realistically incorporated in the structure of teacher-education programs in Oklahoma institutions of higher education.

3. The trend clearly is toward a nationwide plan for facilitating teacher mobility both in and out of state. It is recommended that Oklahoma continue to participate in the National Council for the Accreditation of Teacher Education (NCATE), Interstate Certification Project (ICP), and the National Association of State Division of Teacher Education and Certification (NASDTEC) in order to facilitate reciprocity. Further developments should be sought by the teaching profession and the states for a common set of requirements which would result in effective national reciprocity as well as simplification of the certification process.

4. It is recommended that further consideration be given to the concept of minimum standards in certification. Minimum standards aim only at adequacy, and adequacy can easily result in mediocrity. Measures of quality cannot be determined with the counting of credits on a transcript.

The "approved-program approach" giving institutions autonomy in

defining teacher education programs, within the framework of general state provisions, should be the continuing trend in all states, at least until there are more generally accepted criteria for national reciprocity. Only then can the preparing institution, dedicated to quality, select and prepare teacher candidates and measure the product of its program.

5. In order for this study to have future value as a research base for scholars in the area, it is recommended that consideration should be given by the State Superintendent of Public Instruction to the designation of personnel in the Division of Education and Certification to continue the compilation and evaluation of certification data as it is made available.

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## APPENDIX A

### A CHRONOLOGY OF TEACHER CERTIFICATION IN OKLAHOMA

- 1890 A system of public schools (township, city, high school) was established by Territorial law and teachers were employed of good moral character who were qualified to teach in the branches prescribed by law.

The first State Normal School was established in the territory of Edmond.

Territorial laws provided for a common school course and public schools established by townships or city boards were to be under the supervision of the county superintendent, except city schools with population over 2,500 whose schools would be supervised by a city superintendent.

Certification was vested in the Territorial Superintendent of Public Instruction, county and city superintendents.

- 1891 The First Territorial Board of Education met in Guthrie, Oklahoma, January 14.
- 1893 Territorial laws provided for establishment of separate schools for Negroes. Territorial laws provided for support and regulation of common schools, creating the office of County Superintendent of Public Instruction whose term of office would be two years. County board of examiners was created, with the County Superintendent ex-officio chairman, whose duties would be to examine teacher candidates and issue certificates to those qualified.
- 1894 A total of 827 teachers were employed in the public schools for the year ending June 1894.
- 1895 Concern for teacher fitness and competency was recorded at the Territorial Board Meeting with directions for applicants to include personal recommendations of fitness with their applications to teach.
- 1904 Reciprocity report was read and discussed by a committee on reciprocal relations with other states but no action was taken at this meeting of the Board.

- 1907 Change in the responsibility for examining and certifying teachers which provided for issuance under the direction of the State Board of Education by a State Board of Examiners.
- 1908 Revised statutes changed age and teaching experience years' rules and regulations.
- 1913 Amended act was passed stipulating that no third grade certificate would be issued unless the applicant has had either one year in an approved state high school or at least ten weeks professional training in one of the State normals.
- 1915 The Program Approval Approach was established for high school granting life high school certificates.
- 1929 Legislation was enacted to abolish county and city examining boards, vesting all authority for examining and certifying teachers in the State Board of Education.
- 1930 The Division of Teacher Training was established to improve the quality of teachers certified by the State Department.
- 1941 An amendment was passed stipulating a change in qualifications of County Superintendents who must hold certificates entitling them to teach in all grades of public elementary schools and must have been actively engaged in teaching in Oklahoma public schools not less than eighteen months of school during the five years immediately preceding the time of appointment or filing for election.
- 1943 A law abolishing the old State Board of Education became effective, changing the membership from nine to seven, with the Superintendent of Instruction president and six members appointed by the Governor with consent and advice of the Senate.
- 1947 The Oklahoma Commission on Teacher Education and Certification was created jointly by the State Board of Education and the Oklahoma Education Association whose purposes were evaluating, revising, and strengthening certification regulations.
- 1962 Oklahoma ranked first in the nation among all states with respect to academic preparation of its teachers by the National Education Association for the past four years.
- 1964 Changes were made in the organization of the State Department of Education. Various divisions were placed under two Assistant State Superintendents - one in charge of Administration, Personnel and School Laws and the other in charge of Instructional Division.
- 1971 The Interstate Agreement on Certification of Teachers was approved at the State Board of Education meeting January 17.

The Professional Standards Board was created through legislation July 2. It is composed of twenty-six members with the responsibility for improvement of teacher education and standards for certification of teachers and other personnel in Oklahoma.

- 1974 Oklahoma continues to recognize the "approved program" approach to teacher education and certification.

# APPENDIX B

## TABLE 6

SHOWING THE NUMBER OF TEACHERS EMPLOYED AND AVERAGE  
SALARY PAID FOR THE YEAR ENDING JUNE 30, 1894

County	Male	Female	Total	Average Salary Paid		
				1st Grade	2nd Grade	3rd Grade
Beaver.....	16	30	46	\$35.00	\$30.57	\$26.30
Blaine.....	15	24	39	35.00	29.50	22.30
Canadian.....	36	62	98	45.00	34.00	31.57
D .....	1	2	3	35.00	.....	25.00
Day.....	1	5	6	.....	.....	27.50
G .....	6	20	26	.....	.....	21.15
Kingfisher.....	13	26	39	36.66	30.89	25.91
Lincoln.....	36	64	100	28.33	25.20	25.91
Logan.....	72	83	155	38.50	34.17	31.92
Oklahoma.....	39	72	111	37.07	32.97	31.85
Payne.....	34	54	88	36.87	27.50	25.36
Pottawatomie....	...	...	...	.....	.....	.....
Roger Mills.....	7	10	17	.....	36.64	.....
Washita.....	14	9	23	42.50	25.83	24.33
Total	323	504	827			

Oklahoma, Second Biennial Report, Territorial Superintendent of Public Instruction, July 1, 1892-June 30, 1894, p. 15.



# APPENDIX C

## TABLE 34

CERTIFICATES ISSUED DURING BIENNIUM (1916-18)

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Boards of Examiners in Independent Districts - No Data.

County Boards of Examiners:

	<u>1917</u>	<u>1918</u>	<u>Total</u>
First Grade .....	660	576	1227
Second Grade .....	1983	1700	3683
Third Grade .....	2108	2175	4283
Temporary .....	<u>634</u>	<u>947</u>	<u>1581</u>
Total	5385	5389	10774

State Superintendent:

Issued to Graduates of A.&M. College	280	2	282
Normal Training High School Certificate	<u>571</u>	<u>536</u>	<u>1107</u>
Total	851	538	1389

State Board of Education: (Certificates Issued)

Life High School	92
General High School	221
Intermediate and Grammar	110
Primary	62
Kindergarten	8
Life Certificates (Denomina- tional Schools)	26
State Normal Life Diplomas	1,020
Two-year Common Schools (Normals)	881
Two-year Common School	<u>343</u>
Temporary State Certificates	<u>742</u>
Total	3,534
Aggregate	10,697

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# APPENDIX D

## DIVISION OF TEACHER EDUCATION

## STATE DEPARTMENT OF EDUCATION

TABLE I

### ACCREDITED STATUS-INSTITUTIONS OF HIGHER EDUCATION APPROVED TO PREPARE TEACHERS

Institutions	Accredited by Regents	N. Central	Approved for Tchr. St. Bd. of Ed.	Educ. by NCATE
Bethany Nazarene College	x	x	x	x
Central State College	x	x	x	x
East Central State College	x	x	x	x
Langston University	x	x	x	
Northeastern State College	x	x	x	x
Northwestern State College	x	x	x	x
Oklahoma Baptist University	x	x	x	
Oklahoma Christian College	x		x	
Oklahoma City University	x	x	x	
Oklahoma College for Women	x	x	x	x
Oklahoma State University	x	x	x	x
Panhandle A&M College	x	x	x	x
Phillips University	x	x	x	x
Southeastern State College	x	x	x	x
Southwestern State College	x	x	x	x
The University of Oklahoma	x	x	x	x
The University of Tulsa	x	x	x	x

#### Accrediting Agencies

Regents: Oklahoma State Regents for Higher Education

N. Central: North Central Association of Colleges and Universities

#### Approval Agencies for Teacher Education

St. Bd. of Ed.: Oklahoma State Board of Education

NCATE: National Council for the Accreditation of Teacher Education

Thirtieth Biennial Report, Oliver Hodge, State Superintendent of Public Instruction, 1964.

# APPENDIX E

## TABLE 1

### INTERSTATE CERTIFICATION PLANS APPROVED BY THE VARIOUS STATES

Name of State	Interstate Compacts	NCATE	NASDTEC	None
Alabama		x		
Alaska	x			
Arizona		x		
Arkansas				x
California	x			
Colorado		x	x	
Connecticut	x			
Delaware	x	x	x	
Florida	x	x		
Georgia		x	x	
Hawaii	x			
Idaho	x			
Illinois		x		
Indiana	x	x	x	
Iowa		x		
Kansas			x	
Kentucky	x	x	x	
Louisiana				x
Maine	x	x		
Massachusetts	x			
Maryland	x	x	x	
Michigan				x
Minnesota	x		x	
Mississippi		x		
Missouri		x		
Montana				x
Nebraska		x	x	
Nevada				x
New Hampshire	x			
New Jersey	x		x	
New Mexico			x	
New York	x			
North Carolina	x	x	x	
North Dakota		x		
Ohio	x			
Oklahoma	x	x	x	
Oregon		x		
Pennsylvania	x	x	x	

## APPENDIX E - continued

Name of State	Interstate Compacts	NCATE	NASDTEC	None
Rhode Island	x	x		
South Carolina				x
South Dakota	x	x	x	
Tennessee		x		
Texas		x		
Utah		x	x	
Vermont	x	x	x	
Virginia	x		x	
Washington	x	x	x	
West Virginia	x	x	x	
Wisconsin	x		x	
Wyoming				x

William D. Keller, "Certified to Teach Everywhere: Progress on Three Fronts Toward Uniform Teacher Certification," The Journal of Teacher Education, Vol. XXIII, Spring, 1972.