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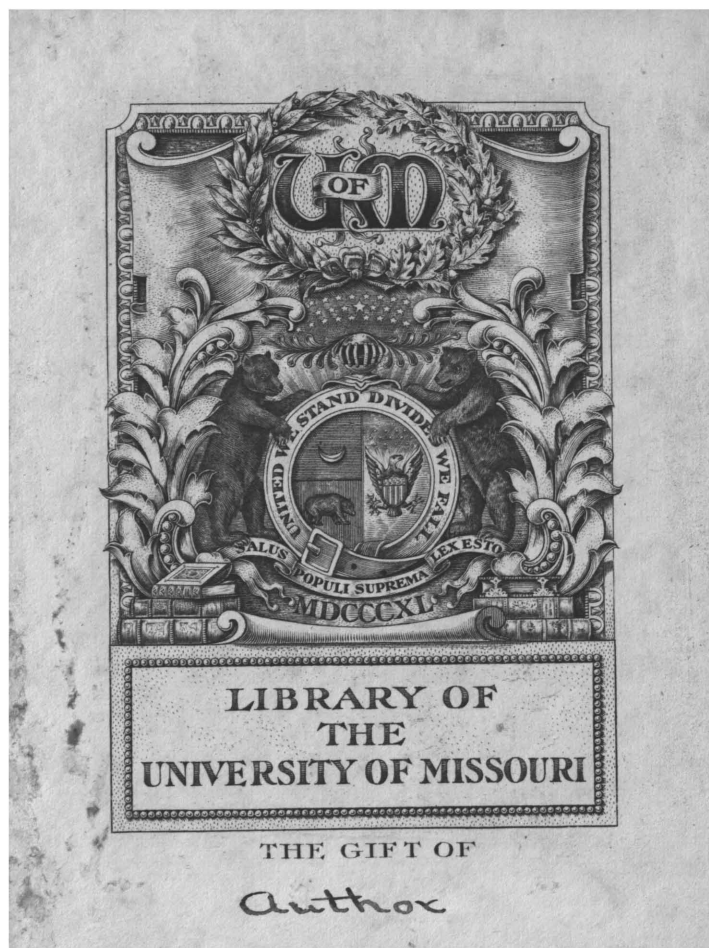
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Exam. Certif. Teachers

EDWARDS

THESIS

1906



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Examining and Certificating Teachers.

Thesis
for the
Master's Degree
University of Missouri.

by
J. C. Edwards.

1906.

Approved by
J. S. Merriam
Professor of Theory and Practice of Teaching.
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Introduction.

One of the first laws in the United States on the subject of examining and certificating teachers was passed in Massachusetts in 1826. It stated that the School Committees should ascertain the qualifications of the teachers by personal examinations, "or otherwise". From that time till within recent years the "or otherwise" was gradually pushed to the wall until at last an examination became almost the sole means of getting into and of staying in the teaching profession. The annual examination that confronted the great majority of teachers became the uppermost thought in their mind; all their surplus energy was wasted in "cramming" for these examinations.

This increasing importance of the examination in determining the qualifications of the teacher seems to have grown without any plan or purpose except to make the examination the sine qua non in granting a license to teach. Methods by the score have been tried in the different states, but nothing definite has come from them. In fact, the question is just about as far from being settled now as it ever was. Speaking on this question, Superintendent Draper of New York says, "In general we have in this country no proper systems for determining the qualifications of teachers; there are no adequate

safeguards against the issuance of certificats^e to persons having neither the intellectual qualifications, the moral fitness, nor the practical common sense essential to an instructor of youth. When this is not the case, the fact is not due to any system which prevents its being so, but to the superior intelligence of the people of the locality, or to the fact that in some places intelligence has a way of making itself felt in public affairs to an extent greater than in others"*.

One of the chief reasons why this question is still so unsettled is found in the fact that the subject has been dealt with so little by our best educators. On this point, Philbrick, in 1885, says, "This subject deserves far more attention than it has received from our leading educators. It is obviously a delicate question for the discussion of Superintendents in their reports and hence, if referred to at all, is referred to in a perfunctory manner"^o. This question has been looked upon for the most part as a purely local or state affair. It has never been discussed to any great extent in any of our national or sectional educational meetings. In ^{Cal.} ~~Cal.~~ Report of Public Schools, 1890, p. 25.

^oCircular of Information, 1885, p. 126.

all of the Reports of the National Educational Association there are some half a dozen articles dealing with this subject directly, and these for the most part in a conventional or hackneyed way. Nor does the Commissioner of Education in his Reports deal much with the subject. Except for one or two articles, about all that can be found in his Reports are a few digests of the laws of the different states, without any recommendations or criticisms concerning them. Furthermore, it is a question that has been tabooed by the leading educational magazines; perhaps from the fact that it regarded as a local question.

One cause, it seems to me, for this almost universal neglect of so important a subject is found in the fact that the great mass of teachers, on whom these examinations fall, are not represented as they should be in these various fields, especially in the different educational associations. Those who take part in these meetings are above examinations and are too busy with some pet theory of their own to heed the teacher at the foot of the ladder. Along with this, another cause is found in the unprofessional status of the teacher. There are too many stepping-stone teachers in the work. The one or two examinations that they have to take do not worry them much. But on the other hand it is doubtless true that the present system of examinations has had considerable

to do in making many of the teachers leave the work who enter it with the intention of continuing in it.

Horace Mann in his Annual Report in 1847 said, "Written examinations are the only perfect and complete mode of ascertaining the teacher's aptness to teach. No diploma from college, no reams of recommendations from school committees can equal the force and decisiveness of this evidence". From the following words from a paper read by Superintendent Cooley of Chicago before the Department of Superintendents of the National Educational Association in 1902, one would think that this is still the opinion of our best educators. "This", he says, "is a day of examinations. Examinations as a means of selecting public servants are becoming more and more popular. The movement for reform of the city, state and national civil service by examinations seems irresistible. We have used them as a means of selecting teachers for many years, and the introduction of this topic as a subject of discussion at the Superintendents' meeting seems rather startling, just when the people are beginning to accept an examination as a panacea for all sorts of public ills." He follows this with a pertinent statement: "The subject, however, is a timely one, just because we have been likely to go too far in the advocacy of examinations".*

*N.E.A. Report, 1902, p. 174.

From my study of this question it seems to me that we have already gone too far in the advocacy of examinations and that ~~the~~ pendulum is now swinging back towards the "or otherwise". It is certainly evident that to the great majority of teachers examinations are not becoming more popular. Nor do I think that this is the case with many of our best educators. It is simply the momentum of a vast machine that keeps the present system in motion. The following, taken from the recommendations of the sub-committee of the California Educational Commission of 1900, more nearly expresses the present feeling on the subject: "Statistics show that the formal examination as a basis for certificating teachers is becoming obsolete, and that the credential basis is rapidly gaining in favor....High school certificates should be issued on credentials only; elementary, kindergarten and special certificates should be based on credentials or examinations in accordance with higher standards than now prevail"*.

It is the purpose of this paper to examine the present conditions to see if there are any tendencies one way or another? The subject will be discussed under the following heads: 1. Inter-state recognition of certificates and diplomas; 2. What is being done in

*Cala. Report, 1900, p.9.

the different states in regard to examinations; 3. The nature and scope of examinations; 4. By whom are the examinations given in the different states.

Inter-state Recognition of Certificates
and Diplomas.

On this subject it will be well to see what has been done in the National Educational Association. The first step taken in regard to this subject was in a meeting of the Superintendents in 1872. At this meeting a paper was read by John Swett, Superintendent of Education of California, in which the following points were advocated:

1. A legal recognition by each state of the professional certificates issued in other states.
2. A provision for the legal recognition, by boards of examination in each state, of the normal school diplomas issued by the normal schools of other states and countries.

In this same paper, which was strong for reform in other lines, the author opposed the recognition of any diplomas from colleges, saying that a college diploma meant nothing so far as indicating one's ability to teach was concerned.

At the close of the discussion the following

resolution was introduced by W. E. Crosby, Superintendent of Schools of Davenport, Iowa:

Resolved: That this Association give its influence to the securing of a common recognition throughout the Union of normal-school diplomas and state certificates as evidence of qualifications actually passed by higher classes of teachers, principals, and superintendents, city, county, and state - provided that an equal and impartial basis of training and scholarship can be adopted.

This resolution, together with the entire subject of examining teachers, was referred to a committee of three state superintendents, which was to report at the next meeting of the Association. Nothing further was ever heard of this committee.

So far as I can find, this subject was not brought up again in the Superintendents' meetings until 1904 at Atlanta. There a committee consisting of five state superintendents was appointed to consider the matter of inter-state recognition of high grade certificates. After corresponding with the educational departments of the different states, this committee met and decided to recommend the following:

1. That such legislation be secured as will authorize state departments to indorse and validate state certificates of high grade issued by departments of education in other states.

2. That a certificate be recognized which has

has been issued under the direction of the state department upon the following conditions:

On examination in reading; orthography; penmanship; arithmetic; grammar; composition; political and commercial geography; United States history; civics; physiology; elementary algebra; physical geography; scientific agriculture; literature; pedagogy (including principles of method, management, psychology and history of education); any two of ancient history, mediaeval and modern history, English history, advanced American history; and any one of botany, zoölogy, geology; any one of physics, chemistry, astronomy; either geometry or advanced algebra; and any one of rhetoric and advanced English literature, Latin, Greek, German, or French.

In addition to the following, an applicant for such certificate shall pass an examination in some academic or professional subject in which he has specialized, and one other allied subject, the two taken together being the equivalent of the last two years of undergraduate ^{work} in the chosen subject in a college of high rank.

Provided that a diploma from an approved college having a course of study in which at least four years' work above an approved four-year high school course is required, may be accepted in lieu of an examination in the subjects named, if the applicant has in his college course pursued pedagogic studies for at least

two years. In case the holder of such diploma has not taken the required work in pedagogy, the deficiency may be made good by an examination.

Provided, further, that a diploma from any state normal having a course of study in which at least two years' work above an approved four-year high-school course is required may be accepted in lieu of an examination in the subjects named.

Those who apply for such certificates by examination shall submit evidence of at least forty months' successful experience in teaching. Applicants who present diplomas shall after graduation teach at least two years on provisional certificates before being entitled to a permanent certificate.*

What Has Been Done in the Different States.

The first state to take steps toward the recognition of diplomas and certificates from other states was California. Some time in the Sixties ~~State~~ Superintendent Swett succeeded in getting a law passed "that gained a legal recognition of the normal diplomas of all state normal schools in the United States; and

* Proceedings of the E. E. A. 1905, p. 240.

made valid in California the life diplomas and state certificates granted to teachers by other states.* These diplomas and certificates were made equal to the same diplomas and certificates issued in California. While California still recognizes certificates and diplomas from other states, she has restricted them to a considerable extent, owing to the development of her universities and normals. The table No. III on page 21 shows the percent of teachers holding diplomas and certificates from other states.

In 1899, Superintendent Skinner of the State of New York had this to say on the subject: " Application for endorsement of state certificates and normal diplomas issued in other states will not be approved, unless the state superintendents of such states extend a like courtesy to holders of state certificates and normal diplomas issued in this state. Efforts have been made for concert of action in legislation among the several states, but thus far little has been accomplished. The following states, so far as known, recognize state certificates and normal diplomas issued in New York state: Alabama, New Jersey, Maryland, Michigan, Florida, Oregon, and Wisconsin.°

* Proceedings N. E. A., 1872, p. 74.

°N. Y. Report of Ed., 1899, p. 727.

Why such a demand should be made is hard to understand; it seems to me that it shows nothing more nor less than that feeling of jealousy that exists among the states, in educational matters as well as elsewhere. In the following from the same superintendent a few years later it seems that he has dropped this view; but he still has this feeling of jealousy in him.

"Many years ago an attempt was made by Superintendent Andrew S. Draper to induce the educational authorities of the various states to agree upon some plan by which normal school diplomas and high grade professional certificates could be recognized in all the states. Nothing came of the effort in this direction. A few states seem to be interested in reaching an understanding now. New York is willing to do its share in arriving at a satisfactory conclusion. We can not be bound by a rule that would require us to indorse one of these certificates issued in another state simply because the holder possesses it. But we are anxious that evéry successful and well-equipped teacher, no matter where he hails from, shall be welcomed to the profession in this state. Teachers who have been successful will have no difficulty in establishing this fact. Normal school diplomas and high grade certificates good for life, issued in other states, will be considered for endorsement here and each one will be judged upon individual

merits. All we ask is proof of ability and successful service. We do not ask that our diplomas and certificates be recognized in other states on any other conditions. In this state we train our normal school graduates for service here, not in other states, and we do not wish to encourage them to find employment elsewhere. Our graduates give an obligation to the state that they will engage in teaching here.*

The last two sentences express perhaps the writer's real sentiments on this question; the state can get along better without any outside interference. I was unable to find what action Superintendent Draper had taken on this subject. As has already been said state exclusiveness and jealousy, and unequal educational development make this a difficult subject to deal with.

Concerning this, Richard G. Boone, Editor of "Education", says, "It has, up to the present time at least, been regarded as so private a matter, that the honoring of such certificates between or among the states has been regarded as involving too many inequalities of standard and honesty to be accepted. New Jersey and New York now exchange courtesies in this way; but not till within a year. Ohio will accept no normal school graduates from other states.

*New York Report 1903.

and Pennsylvania, although her thirteen normal schools, for years, has been a stumbling block to adjoining states. It seems too delicate a question, and the discussion too likely to give offense. The conditions under which candidates are to teach (Maryland, or West Virginia, and Ohio, for example) are so unequal that what would be considered a fair minimum in a more highly developed system would be unapproachable under more primitive conditions. The South would as yet be little benefited by certain more elementary conclusions of the Northern states. States with a highly evolved secondary system, like New England or the Middle West, might safely impose conditions that would be inapplicable in Washington with less than a dozen high schools in the entire state".

As a visionary solution of the question, I add the following from an address by William Russell at the Convention of Teachers in Philadelphia in 1857 held for the purpose of organizing a national association. "A national association of teachers might perform a valuable service to the interests of education, both for the teacher and for the community in general, by assuming the responsibility of admitting and rejecting candidates for membership, on some fixed and universal standard. Certificates granted by the association in this way would possess a higher value as professional documents, whose currency would be co-extensive with the Union, and would

insure to their possessors immediate acceptance wherever presented; while the security in such cases would be equally valuable to the different communities, as an assurance of obtaining a competent teacher in whatever grade of school the applicant might be employed.*

That some progress has been made along this line by the different states is shown by the following table taken from the Report of the Commissioner of Education, 1903, p. 468.

*Barnard's Journal of Education 1864, p. 15.

	States Issuing these Certificates.		States Recognizing Certificates from Other States.*	
	Normal Certifs.	Univer. Certifs.	Normal Certifs.	Univer. Certifs.
Cala.....	X	X	X	X
Idaho.....			X	X
Kans.....	X	X		
La.....	X			
Md.....	X			
Mass.....	X			
Mich.....	X	X		X
Minn.....	X	X	X	X
Mo.....	X	X	X	X
Mont.....	X	X	X	X
Nebr.....	X	X	X	
Nevada.....	X	X	X	X
New H.....	X			
New J.....	X		b	b
New Y.....	X	X	b	b
North D.....	X	X	X	X
Ore.....		X	X	X
Penn.....		X	X	X
R. I.		X	X	
S. C.		X		X
S. Dak.....	X	X	X	X
Tenn.....	X			
Tex.....	X	X	X	X
Utah.....		X	X	X
Vt.....	X	X	X	X
Va.....	X	X	X	X
Wash.....	X	X	X	X
W. Va.....	X	X	X	X
Wis.....	X	X	X	X
Wy.....	X	X	X	X
Ariz.....	X	X	X	X
Okla.....	X			
New Mex.....	X	X		

*Certain conditions being met.

b Reciprocal plan.

This shows that about half of the states have taken action ^{on} this question that is more or less favorable. The "certain conditions" that must be met are not explained in connection with the table, but an examination of the regulations of the different states shows that in most cases a certain amount

ing of teaching is required in the state before the papers from another state will be endorsed for their face value. Examinations in some few subjects are also required in many of the states. The standing of the school granting the diploma is also an important factor, especially if it is a college or university. It seems that normals as a general thing get their papers accepted much more readily than colleges and universities.

This does not mean that all the states that are given here as endorsing diplomas and certificates from other states have made explicit laws on this subject. In many cases it is perhaps left to the discretion of the State Superintendent or State Board of Education. Take Missouri for example. The Superintendent says what credit shall be given for diplomas and certificates from other states without any explicit legal authority whatever. This is included under his authority in controlling the granting of state certificates. The following from a circular letter from Supt. Carrington sets forth the present requirements:

"In all cases where the holder of a certificate from another state makes application for a state certificate, the State Superintendent will request of the State Superintendent of said state a full copy of the record of the examination upon which said certificate was granted. Certificates based upon gradu-

ation wholly will not be considered. No certificate from another state which stands for less than the requirements given below will (not) be honored.

"For College Graduates: Persons holding diplomas of graduation from an institution having membership in the 'Missouri College Union' or from an institution of equal rank in another state.... will be issued a certificate for five years after an experience of twelve months, and passing an examination in pedagogy, psychology and four of the common school subjects to be selected by the examiner. After forty months' experience this may become a life certificate on passing of History of Education, Missouri School Systems, and two subjects in group V, to be selected by the examiner."

It is seen from these statements that if these conditions are held to in every case, no matter from what school one has received one's diploma, except of course our state insitutions, one would have to take three examinations in Missouri before receiving a life certificate.

Since this has remained almost wholly a local or state question, one would expect to find it treated more fully in the different state reports. Here, however, the disappointment is as great as in the national reports. In fact, it seems that the subject has been greatly neglected on all sides in so far as there has been any attempt to deal with it in a

rational manner. Only some half dozen states in their reports give any statistics on the subject at all; and some of these statistics are not collected for consecutive years on the same basis, and hence are worthless. Some few states give fair statistics. But when ~~this~~ is said, ^{almost} all is said. Few of the reports contain any discussions on this subject that show that any serious attempt is being made to better conditions.

Various reasons might be given why this state of affairs is found. One important cause is found in the inherent weakness of the examinations themselves. Too much has always been claimed for them. That they can not come up to these expectations is shown by the numerous changes made in the different states. This point, however, will be discussed more fully later. I might add that this unsettled state is a good thing; it helps to show the defects in the system and also to prevent its getting too firm a hold.

Another cause for this unsatisfactory condition is found in the unsettled state of the whole question of education. So far this question has been a foggy one. We have had no science of education, no settled principles to guide our actions on any particular point. Recent developments along these lines will surely have a good effect on the subject under discussion. As soon as we get some definite principles

on the aim of education, something definite in method, mind development, etc, we shall have something to guide us in our regulation of examinations.

Following are some statistical tables compiled from figures given in some of the state reports. As has been said, it was difficult to get any reliable figures from most of the states. On the whole, California and New York were the most satisfactory. They seem to be doing more towards settling this question in a rational manner than any of the other states. This of course excludes Massachusetts, which does not have any system of examining teachers like the other states.

Tables number II and III are made from figures from the School Reports of California. In this case as well as in the others I had access to only a limited number of the reports, and hence could not make very full tables.

Table No. II.

Year	Certificates on Examination	Per cent of total	Certificates on Credentials	Per cent of total	No. renewed	Per cent	Total issued
1899	1,050	34	1,065	35.	967	31.	3,082
1904	276	11.	1,740	69.	497	20.	2,513

These are the only figures that I could get on this point from California. In the five years, from 1899 to 1904, there has been a rapid change in the method of granting certificates in this state; the examination method is being fast supplanted by the credential method.

Table No. III.

Year.....	1880...	1885...	1892...	1899...	1904.
Total No. of teachers in St.....	3,599..	4,242..	5,981..	6,943..	8,652.
Grads. of Cala. normals.....	264..	540..	1,134..	1,168..	2,566.
Per cent of total No. of teachers....	7.4..	12.7..	19.2..	24.2..	29.6.
Grads. of other normals	199..	248..	382..	336..	386.
Per cent of total No. of teachers....	5.5..	5.8..	6.5..	4.9..	4.5.
Total per cent of all normal.....	12.9..	18.5..	25.7..	29.1..	34.1.
Cala. & Stanford Univ. Grads.....				341...	814.
Per cent of total No. of teachers				4.9..	9.4.
Grads. of approved Univs.....				67..	109.
Per cent of total No. of teachers.....				0.9..	1.3.
Total per cent of college grads.....				5.8..	10.8.

An examination of this table will show several significant facts. First, there is a strong and gradual increase in the percent of graduates from California normals and universities. This also means

an increase in the number of licenses granted each year on an educational qualification instead of an examination. There is a decrease in the per cent of normal and university graduates from other states; this is due to two causes: the development of California state institutions, and the increased restrictions put on graduates from other institutions. The latter of course follows from the former. California was at one time the most liberal state in the Union in regard to recognizing diplomas and certificates from other state; but at present she is rather dictatorial on this question; just a few of the best institutions in the United States are on her list of approved schools whose graduates are granted licenses to teach without an examination. Another fact shown here, which is found in the other states as well, is that statistics for college and university graduates were not collected for several years after statistics for normals had been begun. This is in harmony with the sentiment expressed on page six by Supt. Swett: a distrust of college graduates. This distrust has been created by different causes: the rapid rise of the normal idea in the United States, the large number of so-called "self-made" teachers that we have had, and the long reign of the ~~pseudo-exact~~ methods that have been in vogue in this country.

Table No. IV. (New York)

Year	1868.	1873.	1880.	1889.	1893.	1897.	1898.	1901.	1903.	1904
Total No. tchrs.....	27783.	29464.	30730.	31987.	32476.	32675.	36658.	35160.	37581.	37954
Licensed by normals...	384.	632.	1068.	1873.	3037.	4332.	5201.	6657.	7317.	7482
Per cent of total.....	1.4.	2.2.	3.5.	5.9.	9.3.	13.3.	14.2.	18.9.	19.7.	19.0
Licensed by Supt of E.	1000.	1163.	1083.	883.	899.	1253.	705.	969.	1187.	1843
Per cent of total.....	3.6.	3.9.	3.5.	2.8.	2.8.	4.0.	2.0.	2.7.	3.2.	5.0
College graduates.....							408.	623.	751.	2304
Per cent of total.....							1.1.	1.9.	2.0.	6.0
Training certificates.....							5998.	6087.	8459.	8675
Percent of total.....							16.4.	17.3.	22.5.	23.0
Licensed by local officers.....	126399.	27669.	28579.	29231.	28540.	27090.	24346.	20824.	19867.	17650
Per cent of total.....	95.0.	93.9.	93.0.	91.3.	87.9.	82.7.	66.3.	59.2.	52.6.	47.0

The large increase of college graduates in 1904 was due to the fact that the graduates of the New York Normal College in the City if New York were reported as college graduates.

The same deductions may be made from this table setting forth the conditions in New York as were made from the preceding table from California. The training class certificates must be taken with the normal and college licenses as being granted on work and not on an examination.

Table No. V. (New York)

Year.....	1894..	1899..	1901..	1903..	1904..
First Grade.....	87.468.	208.	742.	868.	
Per cent of total.	1.0.	11.0.	9.0.	25.0.	33.0.
Second Grade....	3190.2014.	1198.	1338.	978.	
Per cent of total.	42..	50..	73..	47..	37..
Third Grade.....	4343.	1530.	481.	812.	767.
Per cent of total.	57..	39..	18..	28..	30.
Failures.....	10045.	10731.	8662.	4800.	4159.
Total granted	7620.	4012.	2607.	2942.	2613.

This table shows a large decrease in the second and third grade certificates and a corresponding increase in the first grade. There is also a gradual falling off of the number of failures; but this is only numerically. Relative to the number of applicants and the number passing there has been an increase in the number of failures. The following extracts will explain the above table and show the general plan for New York:

" In June, 1894, this Department commenced to

mark all answer papers submitted by candidates for teachers' certificates under the uniform system.... As the work developed the standard of the examination papers was gradually raised, the scope of the examination broadened, and the period of time for which certificates were issued extended. The general policy has been to relieve teachers from as many examinations as conditions would warrant and at the same time afford proper protection to the teaching service. The result has been that the number of candidates has been reduced each succeeding year..... In 1904 nearly as many candidates were rejected on an attendance of 8000 as were rejected when commissioners marked the papers and the attendance was 20,000. This is proof that the best of the material offered for the teaching service is being selected.... On August 1, 1900, the present uniform regulations went into effect.. The questions for the certificates of the second and third grade were abolished, and since that date all questions have been for the first grade. The adoption of this plan has achieved certain desirable ends... The standards of qualifications of our teachers has been raised. Faithful and successful teachers were induced to earn certificates of the highest grade, and they have been relieved from the embarrassment and nervous strain resulting from recurring examinations. The first grade certificates are

valid for ten years, and may be renewed without examination for ten years.... These certificates are practically permanent".*

In 1888 when the uniform examinations for certificates was adopted it was the intention ultimately to lead to a plan of permanent certifying. It has gone further than this however. After April 1907 the Commissioner's examinations will be discontinued, and corresponding certificates will be issued on the basis of academic work.°

There are two other tables that ought to go with table V. It will be seen that this table begins with 1894, the year when the Department began to mark the papers. There ought to be one for the six preceding years when there were uniform questions but were graded by local officers. Another should cover the ten years just prior to 1888 when the whole thing was left with the local officers. These tables were omitted because I did not have access to any Reports earlier than 1894.

The next two tables are taken from the Missouri Reports. They are not as accurate as some of the others, but are accurate enough to show the conditions in a general way. The system of collecting

* New York Report, 1904/ p. xii-xiii

° N " " 1903, p. xxxviii; 1905, p. 56.

the data was changed at different times, thus making it difficult to get much of the same kind. Moreover, the data that was collected is often deficient; many of the counties either turned in no report or a partial one.

Table No. VI. (Missouri)

Year.....	1887..	1896..	1892..	1893..	1902..	1903....
Licensed by normals.....	294..	227..	260..	817..	992....	
Percent of total.....	2.3..	2.5..	2.0..	5.4..	6.4....	
Licensed by St. Supt.....	217..	182..	436..	436..	654..	716....
Per cent of total.....	2.0..	1.4..	4.6..	3.5..	4.3..	4.6....
Licensed by Local Boards....	12719.	12263..	8799.	11863.	13597.	13646....
Per cent of total.....	98.0.	95.3.	92.9.	94.5.	90.3.	89.0....
Total licenses granted.....	12936.	12794..	9461.	12559.	15068.	15354....

This table shows Missouri far behind California and New York. I could get nothing showing the number of college graduates that are teaching in the State. The large number of licenses granted by the State Superintendent is due to the fact that in this State there are five-year state certificates issued, while in New York and California only the life certificate is issued. Another thing that makes this table deficient is that St. Louis and Kansas City are not included in it. No statistics are given from these

cities in any of the reports.

Table No. VII. (Missouri)

Year.....	1887..	1892..	1893..	1902..	1904....
First grade....	448..	996..	2322..	2855..	3321....
Percent.....	3.5..	11.0..	19.0..	21.0..	23.0....
Second grade... 3029..	3527..	4470..	4721..	3976....	
Per cent.....	24.0..	40.0..	38.0..	35.0..	30.0....
Third grade....	9242..	4275..	5041..	6021..	6043....
Per cent.....	72.5..	49.0..	43.0..	44.0..	47.0....
Total issued...12719..	8798..	11833..	13597..	13230....	

For several reasons this is only an approximation. It was hard to get data collected on the same basis; what I did get was incomplete; and the requirements for the different grades have been changed every few years, both with reference to who shall give the examinations and what shall be given.

Massachusetts is the only state that has never adopted any system of examining and certificating its teachers. Some of the leading educators of the state have tried at different times to get such a plan adopted, but they have never succeeded. These men bewail the lack of such a plan in their state, pointing out that favoritism often puts in an inferior teacher, and that the School Committees are not competent to pass on the qualifications of the applicant. They seem to ~~forget~~ that a license from

an outside source is really an aid to favoritism; the school board will hesitate longer in selecting a relative wholly on its own responsibility than if she comes with a license stating that she is qualified to teach. And who is it that can not get some kind of license in the great majority of our states?

The following table is given merely to show that Massachusetts is prospering without any system of examinations.

Table VIII. (Massachusetts)

Year	Teachers having attended normals	Graduates of normals.
1892.....	37.0 per cent.....	29.8 per cent....
1893.....	38.8 " "	30.9 " "
1894.....	36.0 " "	30.5 " "
1895.....	36.3 " "	31.0 " "
1896.....	37.0 " "	31.8 " "
1897.....	36.3. " "	31.9 " "
1898.....	38.5 " "	33.5 " "
1899.....	40.3 " "	34.9 " "
1900.....	43.0 " "	36.1 " "
1901.....	44.5 " "	37.7 " "

In 1901 the number of college graduates teaching in Massachusetts was 12 per cent of the total number.

Deductions from these tables:

I. If more care was given in collecting statistics a great many reports that are worthless might be made valuable.

2. In the most progressive states, ~~the~~ ~~far~~ as data ~~was~~ obtainable, there is a gradual increase in the number of teachers who are licensed through study, and a corresponding decrease in the number licensed by examinations.

3. There is an increase in the state or central licenses and a decrease in the local.

4. For the local certificates, there is an increase in the long term certificates or first grades and a decrease in the short term certificates.

5. Not from these tables, but from a study of the reports there is found a tendency growing to lengthen the term of the first grade certificates, and also to make them renewable without examinations.

6. The conclusion can therefore be drawn that in some of the most progressive states emphasis is being removed from the examinations and put on study and experience as tests for qualifications to teach.

The Nature and Scope of the Examinations.

The next question to be considered is the nature and scope of these examinations. Here come up such questions as the following: What is the basis of the difference between the qualifications for the different grades of certificates? What qualifications do examinations test? Have examinations in practice kept up with examinations in theory? Or, is the theory simply a makeshift to bolster up the side for the examinations?

From a cursory examination of the systems of the different states one would conclude that the difference in the qualifications for the different grades was based on two things: experience and education. While both of these are nominally taken into consideration, the fact is that experience plays an insignificant part. It is true that from one to three years' experience is demanded before one can receive a first grade certificate; yet this experience is accepted regardless of success or failure. In most of the states there is no inspection whatever, and even where there is, it is for the most part perfunctory.

This then leaves as the real difference in the qualifications for the different grades of certificates, education or knowledge. In most of the states this is shown in two ways. First, the average per cent that must be made on the examination

increases with the rank of the certificate. In Missouri the average percent for the third grade is 80, for the second 85, and for the first 90. In New York the average for the third grade is 70, for the second and first 75. Second, the number of subjects increase with the grade of certificate. Take Missouri again to illustrate this. The subjects for the third grade are: Spelling, reading, penmanship, language lessons, geography, arithmetic, English grammar, United States history, civil government, physiology and hygiene, and pedagogy. For the second grade in addition to these are algebra and literature; and for the first, in addition to the subjects for the third and second, are one division of history, either ancient, modern or English, and one branch of science, either physical geography, elementary physics, or elementary biology relating to agriculture.

Some significant points are brought out by observing what are the additional subjects required for the second and first grade certificates. The fact that formal grammar is put in the third grade certificate and that literature is added to the second and first shows the spirit of the whole plan. The examination is based primarily on the formal side of the work; the test is on knowledge of rules and narrow facts. The following is taken from the Missouri Report for 1904.

"Teachers should make a study of literature that will bring delight to children; they should know how to teach it so that children will be ^{able} to see its beauty and understand its meaning. This should be a part of the teacher's regular work in connection with reading. One of the most valuable services that a teacher can render his pupils is to train them to appreciate good, wholesome literature. To be familiar with the great masterpieces of literary arts is a liberal education in itself. A good test of a country's popular education is the kind of reading sought and enjoyed by its people." I wonder if the writer would be willing to apply the test given in the last sentence.

This quotation is sound pedagogical sense; but it does not harmonize with practice. In 1903 out of a total of 16,923 teachers in Missouri 6,409 held third grade certificates. All of these were convinced by their examination that the formal side of grammar was more important than literature. But if literature had been required of these third grade teachers it would have been little better. The examination questions would never make him that the aim of literature was that set forth in the above extract. As proof of these statements I give here the examination questions in grammar and literature that were used in Missouri in June, 1905.

Grammar.

1. What do pupils gain in the study of grammar?
2. Are all the parts of grammar equally important? If not, what parts do you consider more important? Why?
3. What are parts of speech? Name and define each?
4. Give synopsis in all modes and tenses of the verbs, write, dare, and walk, using the third person, singular number.
5. Classify the different kinds of phrases and give example of each.
6. Analyze the following:

"Trifles light as air
Are to the jealous confirmations strong
As proof of holy writ."
7. Diagram:

"I slept and dreamed that life was beauty;
I woke and found that life was duty."
8. Make a complete classification of sentences and write out a sentence of each class.
9. Write sentences using the infinitive as subject, a copulative, as object of a transitive verb, as object of preposition, and absolute case.
10. Parse the underscored words:

"Be thou the first true merit to befriend;
His praise is lost who stays till all commend."

Any thing more formal than this set of questions would be hard to find.

Literature.

1. What are the objects in studying literature?
What is discourse?
2. Define the following terms used in literature:
narration, description, exposition, argument, persuasion.
3. What is the importance of composition in
the study of literature? How much written work would
you require of a class in literature?
4. Would you have a class study narrative or
descriptive selections first? Why? Which would
you have them write first? Why?
5. Show the relation of the study of literature
to grammar, composition, and rhetoric.
6. Name and define five figures of speech and
give examples of each.
7. Would you combine literature and reading?
In what way?
8. What use would you make of the public school
library in teaching literature?
9. Name five selections, prose or verse, with
the author of each, that you consider excellent in
the study of literature.
10. Give what you consider the best production
of Goldsmith, Burns, Byron, Shakespeare, Longfellow,
Hawthorne, Lowell, Irving. Give reasons for your
choice in each instance.

These questions are more rhetoric than literature, still showing the formal side of the work.

It is hard to see where a knowledge of these questions ought to give one a higher grade of certificate than one receives who can not answer them.

Examining the first grade, one finds the same condition ~~existing~~ there as in the second. The additional subjects required for this grade show the same tendency to base the qualifications to teach almost wholly upon the knowledge of facts. No further test along professional lines is required than what is laid down for the third grade; the examination in pedagogy being the same in both cases. As has been stated before, the year's experience counts for little since it is accepted without any knowledge of its worth.

On the question, what qualifications do the examinations test, I find great difference of opinion, among educators, depending on whether the writer is in favor of or opposed to examinations. Those in favor of examinations make out a remarkable brief for their side. The following is taken from the Missouri Report. "Examinations have several aims: they test mental discipline, indicate strength or weakness of will, and to a limited extent, test moral qualities.... There are two aspects in every well conducted examination; one looking toward the past, the other towards the future; one is the means of proving past attainments; the other, a measure of the power for future work. In this way examinations

have paved the way for educational progress. In 1873, Harvard instituted an entrance examination in grammar and rhetoric. One of the immediate and direct results was an effort made by the preparatory school to make specific preparations to meet them.....It should not be the sole aim of examinations to test the teacher's knowledge; they should create interest and suggest lines of study; they should stimulate sound thinking and provoke discussion both as to content and method of teaching."*

I wonder if the "effort made by the preparatory schools to make specific preparations to meet the Harvard examinations" was such a good thing as the writer wants to make it. If this is the chief function of our secondary schools, good and well. I should like to see the ~~following~~ lists of questions measured by the above standard *in the quotation.*

Superintendent Soldan says "Examinations aid the superintendent and examining committee in determining traits of character and the moral proficiency of the candidate."°

More could be given but this is sufficient for the purpose. It is such absurd claims as these for examinations that have made them become such an important factor in the licensing of teachers.

* Mo. Report, 1904, p. 103

° N.E.A. Proceedings, 1902, p. 181

By those who claim that moral qualifications can be judged by what is put on paper it must be remembered that the Devil can quote scripture; it is easy enough to be good on paper.

To my mind there are only two things that examinations can test at all. These are knowledge of subject matter and possibly method of presenting the subject matter. Not too much stress however should be laid on the last point. It is almost impossible to tell any thing about the efficiency of the presentation of a subject by what the teacher puts on paper. He may have his theory well in hand; but when it comes to the putting of it into practice, it is another thing. When the teacher goes before the class it takes something more than method to present the subject in the best way. The personality of the teacher counts as much as the method. Of course the theory is a necessary prerequisite and it can be tested by the examination, but not the application of the theory or method.

The following extracts on the qualifications of the teacher that can be determined by the examination are taken from a paper on this subject written by President William J. Milne of the New York State Normal College.

"There are some qualities in a teacher that can not be discovered by any examination whatever, and these are of as much consequence, or more than schol-

arship or knowledge of method even. For instance the power to inspire the young, to lead them to desire investigation because of their interest in a subject is something which can not be determined by any set of questions: . . . Enthusiasm can be aroused by some people and not by others; but examinations, however skilfully prepared, can not determine who is gifted in this way and who is not. . . . Culture is of more importance than mere ability to do. Men who have an appreciation and a regard for the choicer and sweeter things of life take higher rank among their fellows than those who are devoid of such attainments. . . . Do you think that culture can be determined by an examination? The terms of appreciation may fall glibly from the tongue, and the candidates for positions as instructors may tell of 'the stars, the forget-me-nots of the angels' without having any emotion in the soul. . . . Again, the power to inspire the highest ideals of morals and religion should be required of the teacher. . . . It is impossible to test a man's moral worth by any sort of examination. There is even so wide a separation between theories of conduct and what a man practices in life that it is futile to attempt to discover his moral worth by any sort of examination. . . .

* It must be plain that some of the most important elements of successful teaching can not be discovered except by personal acquaintance with the teacher. Some

men think that a gentleman without great scholarship is to be preferred as a teacher of youth to one who has profound learning but who is a boor. I think I agree with him. Do you wonder that parents, not merely sentimental mothers, or perhaps what are better known as 'silly mothers', as we are apt to think of them, but sensible fathers, men who are accustomed to look on the serious side of life, even hesitate and are sad because they must intrust their children to the care and the influence and the supervision of teachers without high ideals and without conspicuous marks of culture?"*

The sooner the fact is recognized that examinations are greatly limited in their scope the better it will be for education. The use of the examination ought to be limited a great deal more than it ^{is} now. It might, first, be applied to the separation of those who have the necessary knowledge to teach from those who have not, in cases where the education of the applicants ~~is~~ not known. But whether the successful candidate shall continue to teach after a trial should be based on careful inspection of work actually done and not on any further examinations. Again, examinations might be employed for promotions the same as above, where a larger store of knowledge is

*New York Regents Bulletin, No. 64, p. 329.

demande of the teacher. It seems to me that an examination just to stay in the work already in is out of the question.

We must learn to employ in education the business principle of inspecting results. It would be easy enough for one to put down on paper the number of nails, strings, eyes, amount of leather, names of the different parts, etc, that go to make up a shoe, without ever having tried to make one; but what would you think of the shoe manufacturer that would demand only that kind of examination from his workmen? This is what we are doing all the time in education; we license a teacher merely on an examination of his knowledge of the different facts that we think ought to be put together in the child's head to make a man of him. The ability to put these factors together and make the man is not considered. It is no wonder that our shoe shops turn out better products than our men shops. What would the shoe manufacturer do with the employee that wasted as much material as the teachers do?

Since there are so many exalted claims made for examinations, it might be well to look at some of the questions of the different states to see if the examinations from the practical side are keeping up with them from the theoretical side, or to see if they are any less formal and narrow than they were

several years ago.

It would require too much space to give questions from many of the states, hence I shall confine myself to two: Ohio and New York. These are two of the leading states and ought to show as much advancement as any others. Some one said of Ohio in the Eighties that she had the best system of examining teachers in the United States. It seems that if they are found anywhere, good questions ought to be found in Ohio. The following questions from Ohio are from the report of 1903.

United States History (State Examination)

1. Describe: (a) Dutch Colonial House; (b) English Colonial House; (c) Colonial Trade - foreign and domestic.
2. Name the distinguished services of Colonel George Rogers Clarke.
3. Name the distinguished services of Captain Meriwether Lewis and Lieut. William Clarke. What relation was Colonel George Rogers Clarke to Lieut. William Clarke?
4. Brief account of panics of 1837, 1857, 1873, 1893, 1894.
5. Give a brief account of the recent coal strike.
6. Name the prominent men recently deceased - and country.
7. Give a brief account of the war of the

of the Austrian succession - in the old World and the New.

8. The battle of Gettysburg - concise account.

9. What was the ordinance of 1787? Give salient points of the new Code for Ohio.

10. Brief account of Herman Blennerhasstt.

English Literature

1. What was the oldest form of the English language called? Where did it originate and what did it displace?

2. Name at least four ages in English literature. Name the most celebrated writer of each period.

3. Name the contemporaries of Chaucer.

4. Give a brief sketch of Sir Thomas Moore.

5. What influence did the time in which he lived have upon Pope? What one of his works first fixed his reputation?

6. Name three contemporaries of Pope. For what was each noted?

7. Who wrote the Drapier Letters and why were they written?

8. Name the three first English novelists. Who was the real Robinson Crusoe?

9. Name the historical writers who achieved fame in the 18th Century.

10. Who wrote the following: 1. Tom Brown at Rugby. 2. The Pioneer. 3. The House of Seven Gables.

4. Annabel Lee. 5. Timothy Titcomb. 6. The Man Without a Country. 7. Dri and I. 8. The Crisis. 9. BUccaneer. 10. Hyperion. 11. LOrna Doone. 12. Elsie Venner. 13. The Heritage. 14. Essay on Beauty. 15. A Boy's Town.

Geography (County)

1. Egypt is rainless. Why? Is it productive? Why?
2. Bound France. Name her products, industries, exports, rivers, and chief ciyties.
3. Bound the kargest three and the smallest three of the United Sates.
4. In what direction ffrom the North Pole is Sirtka? London? Quito? Manilla?
5. Locate Nova Zembla, Torres, Spencer, Patmos, Biscay, Cambodia, Vancouver, Aspinwall, Oakland, Ostend and Constance.
6. Name the Barbary states and give their capitals.
7. Define "flora" and "fauna".
80. In your opinion, what ~~would~~ be the influence of ~~th~~ a Panama Canal on the two Americas.

Thwory and Practice.

1. In what banches are drills the most beneficial?
2. Is there any difference between drills and tests? If so, what?

3. How do you instruct a ~~class~~?
4. What special moral qualities should a teacher possess to enable him to do his best work?
5. Give a program as you would arrange it for your first day's school work.
6. What preparation have you made for teaching?
How many months have you taught?

In a set of questions on Physiology I find the following:

7. What should be the attitude of Boards of School Examiners towards Boards of Education that persist in hiring incompetent persons and then demand certificates?
8. In your opinion what will be the effect upon the schools of employing teachers who use profane language? Who drink intoxicants? Who use tobacco? Who are immoral? Should such persons be in the profession? Who only should teach school?

The following sets of questions are from the New York Report for 1900, the latest report that contained questions for the uniform examinations.

Geography.

1. State three conditions upon which the changes of seasons depends.
2. Where on the earth's surface are the longest days and the longest nights 24 hours in length?
- 3.(a) Name two minerals extensively mined in

Belgium; (b) two manufactured articles for which that country is especially noted.

4. Mention four great lakes lying wholly within British America.

5. Locate: (a) the greatest wool-producing region in the world; (b) the leading country in the manufacture of woollen goods.

6. In what county is each of the following cities located: Rochester, Syracuse, Binghamton, Elmira, Poughkeepsie?

7. What are monsoons? Locate the greatest monsoon region in the world.

8. Account for the presence of icebergs and dense fogs off the coast of New Foundland.

9. Mention an animal that is native only to: (a) Africa, (b) North America, (c) Australia, (d) South America.

10. Name three large rivers draining the northern slope of Asia; its eastern slope; its southern slope.

Grammar.

1. While he was divided between these reflections,
 2. and doubtful of what he should do, Bruce was look-
 3. ing upward to the roof of the cabin in which he
 4. lay, and his attention was attracted by a spider,
 5. which, hanging at the end of a long thread of its
 6. own spinning, was endeavoring, as is the fashion
 7. of that creature, to swing itself from one beam
 8. in the roof to another, for the purpose of fixing
 9. the line on which it meant to stretch its web.

Sir Walter Scott

1. Select one principal clause, two adjective clauses, and two adverbial clauses.
2. Give the modifiers of to swing (line 7) and to stretch (line 9).
3. Select a participle used as (a) a noun; (b) an adjective.
4. Select two infinitives and give the syntax of each. Select two verbs in the progressive form.
5. Give the syntax of (a) what (line 2); (b) fashion (line 6); (c) fixing (line 8); (d) line (l. 9)
6. Select and classify as parts of speech all the words which connect clauses.
7. Give a synopsis of the verb do. (Include all modes, infinitives and participles.)
8. Name five verbs which are followed by the infinitive without to.
9. Give an example of a clause used as (a) an appositive; (b) an attribute (Predicate noun).
10. Write a sentence whose verb is in the passive voice. (b) Express the same thought, using the verb in the active voice, and (c) state what changes were made in the form of the verb, and the syntax of the nouns and pronouns.

Composition.

1. Write a composition on one of the following subjects: Persons I Have Met; The Cuban War, and Benedict Arnold.

Credits will be given on the merits of the composition with particular reference to three points:

1. The matter, i. e., the thought expressed.
2. The correctness and propriety of the language used.
3. The orthography, punctuation, division into paragraphs, use of capitals, and general appearance.

These two examinations, in grammar and composition, are all that is given on English; there is no reading or literature. This is work for the first grade, which is really a life certificate. Do these questions show any advance over those of several decades ago? I can not see how they could.

"But", says the examiner, "you have not noticed that we have an examination separate on methods."

Let us look at that set of questions; the only set out of ^{the} eighteen that are required for the certificate that pretends to deal with methods.

Methods and School Economy.

1. Give (a) the process, and (b) the principle involved in finding the least common multiple of two numbers from their factors.

2. What are the advantages in primary number work of teaching addition and subtraction conjointly?

3. State the relation which the study of history has to that of civics. Give a reason for the answer.

4. What methods may be employed to enable primary pupils to interpret maps?

5. "Punishment is pain inflicted upon the mind or body of an individual by the authority to which he is subject, with a view to reform him or to deter others from the commission of offences, or both."- Page. Which of these objects should prevail in school discipline? Give a reason for the answer.

6. Outline a lesson for teaching a pronoun to a class of beginners in grammar.

7. In such words as grievance, pleasure, paleness, framing, falsely, the final e of the stem is in some case retained and in others dropped. Frame a rule governing this matter, and discuss the educational value of teaching such a rule.

8. Discuss the value of written work, as to definite results to be secured therefrom.

9. Which portion of a school room window, if any, should be shaded? Give reasons for the answer.

10. State two chief advantages of examinations. State two of their dangers.

The sixth question is a good one; two or three others do fairly well; the rest are general questions and are of little value.

In this examination in New York there are eighteen sets of questions. Seventeen sets are wholly knowledge questions. This last set has, say, four questions on methods. The reader can figure out for himself the relative stress put on the two factors, knowledge and method.

An inspection of these questions shows that practically nothing has been done to improve the examinations. The only thing they put stress on is knowledge of details. They do not test the best part of the knowledge necessary for the successful teacher; the broad foundation principles are omitted. Again, they omit almost wholly the only other thing that they can really test: the theory of methods that the teacher may have. Even limiting the value of examinations as I have done to these two factors, it is seen that they fall far short of what they ought to do. The advocates of examinations should either not claim so much for them or should keep their practice within reasonable distance of their theories.

By Whom Are the Examinations Given.

Here, as in the other points considered, there is little that is fundamental or definite. There are almost as many different plans in use as there are states. About the only thing fundamental or common to all is the following: "The original school law of 1795 contained the fundamental principle upon which the certification of teachers has been based from that day to this: the provision that the authorities authorized to employ teachers should not be authorized to determine their qualifications."*

*New York Report, 1901, p. 21 (?).

This applies to every state in the Union except Massachusetts. As has already been said, there has been a strong effort to put Massachusetts on this basis for several years, but the promoters of it have met with no success. Massachusetts still leaves the examination of the teachers with the different School Committees. Certainly the showing in Table VIII in regard to the per cent of teachers that are normal graduates is a strong argument in favor of Massachusetts. Of course it can not be denied that the Massachusetts plan gives room for favoritism, the employment of inefficient teachers, etc; but can the other method show a cleaner record? As certificates are now granted, they are of little real value in determining the worth of the teacher. A board in selecting a teacher will perhaps do better without the certificate; it is only a means of shifting the responsibility to the examiners. A teacher wholly unknown to the board presents her certificate and it is taken for granted that she can teach. If she had no certificate the board would look into her qualifications through other sources.

From my standpoint, that formal examinations for licensing teachers are exceedingly limited in their value and that they are only ^atemporary makeshift in our educational development, I can see no serious objections to the Massachusetts plan. It leaves a most ^{important} responsibility with the board and hence increases

just so far the board's interest in the school. A minimum professional educational requirement to teach will do away with many of the abuses under this plan.

The method employed in the other state resolves itself into the question: Should the authorities granting the certificate be local or centralized, or both? The following table compiled from the "Circular of Information, No. I, 1883 and from a table in Report of the Commissioner of Education for 1903, will show the present conditions and what changes have been made during the last twenty years.

Table No. IX

	State Supt.	State Board	County Supt.	County Board.
Year...	1880-1903.	1880-1903.	1880-1903.	1880-1903.
X Ala.....		X		X
Ark.....*	X		X	X
Cala.....		X		X
Colo.....		X	X	X
X Conn.....		X		Tp
Dela.....x			X	
Fla.....x	X		X	X
X Ga.....	X		X	X
* Idaho.....		X		X
Ill.....x	X		X	X
Ind.....x	X	X	X	X
Iowa.....		X	X	X
Kan.....		X	X	X
Ky.....		X	X	X
La.....x			X	X
X Me.....	X			Dist. Dist
Md.....		X	X	X
X Mass.....				Dist. Dist
Mich.....		X	X	X
X Minn.....	X		X	X
X Miss.....		X	X	X
Mo.....x	X		X	X
* Mont.....		X	X	X
Neb.....x	X		X	X
X Nev.....		X		X
X N. H.....	X			Tp...Dist.
N. J.....		X	X	X
N. Y.....x	X		X	X
X N. C.....			X	X
* N. D.....	X			
Ohio.....		X	X	X
Ore.....		X	X	X
Penn.....x	X		X	X
X R. I.....		X		Tp
S. C.....		X	X	X
* S. D.....	X		X	X
X Tenn.....			X	X
X Tex.....	X		X	X
* Utah.....		X	X	X
Vt.....x	X			X
Va.....x			X	X
* Wash.....	X	X	X	X
W. Va.....x	X		X	X
Wis.....x	X		X	X
* Wy.....	X		X	X
** Ariz.....	X			
* N. Mex.....			X	
* Okla.....		X	X	

*The states marked were not included in the list of 1880; no territories were given.

Table No. X.

	38 States of 1880 1880..1903..	per cent of gain or loss from 1880 to 1903.....	All States for 1903.....
State Supt.....	II.....I8.....	63% gain.....	25.....
State Board....	I2.....I9.....	58% gain.....	25.....
County Supt.....	I6.....I9.....	20% gain.....	27.....
County Board....	I6.....I2.....	25% loss.....	I2.....

This table, made from the preceding one, shows a strong tendency towards centralization in the authority that gives the examinations for certificates. The county board is the least popular of any of the methods. On this subject Prof. Hill has this to say: "It is my judgment that all certificates should be state certificates, except where the local authority, as in the case of large cities, will likely require a higher standard than the state can demand. State certificates for all would surely tend to raise the general standard, and by greater uniformity enable a county short of teachers to draw from other counties that have a larger supply. The requirements for certificates and the issuance of certificates should be in charge of a State Board, composed of experts in both academic and professional lines. The State Superintendent

of Public Schools should be either the chairman or secretary of this Board.....On the professional side, particularly as regards ideals in teaching and managing, etc, no examination on paper can be a reasonably adequate test; and the testimony of the President or Dean of one of the state institutions for the training of teachers, combined, perhaps, with a brief oral examination conducted by some member of the Board, should determine the candidate's right to a certificate."*

It is hard to say which is the best method, the centralized or the local. My criterion would be, use the method that will best hasten the extinction of examinations. Which one will best do this depends a great deal upon circumstances. The two states the farthest advanced in the advocacy of the extinction of the examination are New York and California; one is highly centralized, the other is wholly local. With the right kind of Superintendent, it seems that the centralized plan ought to effect the more rapid disappearance of the examination.

For the local or county certificates, the following table will show the three methods employed in granting them on examinations.

* MO. State Teachers Association Report, 1904, p.28.

Table No. XI*

Examinations are prepared and papers examined and graded by the state department in:

Alabama	Nebraska	New York	Rhode Island
Arizona	New Hampshire	North Dakota	Washington
Minnesota	New Mexico	Portico Rico	West Virginia

Examinations are prepared by the state department and examined and graded by local authorities in:

Arkansas	Iowa	Missouri	South Carolina
Colorado	Kansas	Nebraska	South Dakota
Delaware	Kentucky	Nevada	Texas
Georgia	Louisiana	New Jersey	Utah
Idaho	Michigan	Okalhoma	Vermont
Indiana	Mississippi	Oregon	Wyoming

Examinations are prepared and paper examined and graded by county or local authorities in :

California	Maryland	Ohio	Tennessee
Florida	Massachusetts	Pennsylvania	Wisconsin
Illinois	North Carolina		

The second method is the most common. Just what is the real value of it I fail to see. If the local board is not capable of making out a good set of examination questions, it is likewise incapable of grading the answers to such a set.

* Taken from New York Secondary Education Bulletin No. 24 "Professional Education in the United States".

*Edwards,
Thurs*
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Besides these definite citations, use was made of all the available Educational Reports of the different states, especially New York, Massachusetts, California, and Missouri.

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