

10-1-1920

## Bulletin 70 - Report on the Committee of Fifteen to consider the problems of training teachers

Eastern Illinois University

Follow this and additional works at: [http://thekeep.eiu.edu/eiu\\_bulletin](http://thekeep.eiu.edu/eiu_bulletin)

---

### Recommended Citation

Eastern Illinois University, "Bulletin 70 - Report on the Committee of Fifteen to consider the problems of training teachers" (1920).  
*Eastern Illinois University Bulletin*. 169.  
[http://thekeep.eiu.edu/eiu\\_bulletin/169](http://thekeep.eiu.edu/eiu_bulletin/169)

This Article is brought to you for free and open access by the University Publications at The Keep. It has been accepted for inclusion in Eastern Illinois University Bulletin by an authorized administrator of The Keep. For more information, please contact [tabruns@eiu.edu](mailto:tabruns@eiu.edu).

*Committee of Fifteen*  
*Only report of this*  
*Committee located*

# THE NORMAL SCHOOL BULLETIN

---

Number 70

---

Oct. 1, 1920

---

Report of the  
  
COMMITTEE OF FIFTEEN

Published by

The Eastern Illinois State Normal School  
Charleston

## REPORT OF THE COMMITTEE OF FIFTEEN

Illinois State Teachers Association

To consider the problems of the training of teachers

Together with three proposed measures approved by the Association for legislation by the General Assembly, providing for

1. Scholarships for students preparing to teach
2. Professional training as a condition for the granting and renewal of teachers certificates
3. Extension and correspondence courses and all-summer sessions at the State Normal Schools

### COMMITTEE OF FIFTEEN

DAVID FELMLEY, *Chairman*, Normal

I. M. ALLEN, Springfield

H. J. ALVIS, East St. Louis

J. STANLEY BROWN, DeKalb

C. C. CHADSEY, Urbana

H. B. FISHER, Streator

CHARLES M. GILL, Quincy

L. C. LORD, Charleston

W. P. MORGAN, Macomb

THOMAS J. MCCORMACK, LaSalle

WILLIAM B. OWEN, Chicago

G. P. RANDLE, Danville

W. C. REAVIS, Alton

H. W. SHRYOCK, Carbondale

HENRY TAYLOR, Harrisburg

## REPORT OF THE COMMITTEE OF FIFTEEN

ILLINOIS STATE TEACHERS ASSOCIATION

DECEMBER 30, 1920.

At the annual meeting of the Illinois State Teachers Association held December 29-31, 1919, the following resolution was unanimously adopted:

*Resolved*, That a committee of fifteen be appointed to consider the problem of the training of teachers both before their service begins and while in service.

In accordance with this resolution your committee, appointed by President D. Walter Potts, presents this report:

The problem of the training of teachers in Illinois is considered under the following heads:

- A. What the training of teachers should include.
- B. Present conditions in Illinois.
- C. Means for training teachers before they begin teaching.
- D. Plans for continuing the training of teachers in service.

The committee wishes at the outset to acknowledge the invaluable aid of the Department of Public Instruction in assembling the statistical data presented and of the various people who replied to the hundreds of questionnaires sent out. This report is largely based upon the opinion revealed by these replies. While opinions based upon general observation and experience do not always furnish a scientific basis for action, it should be remembered that people act upon belief rather than knowledge. Opinions reveal the felt need of action and consequently the direction in which action may proceed.

### A. WHAT IS A TRAINED TEACHER ?

Three factors contribute to the accomplished teacher, natural aptitude, education, experience. We still hear much of the born teacher, but in teaching, as in all other callings, native talent is developed by studies and perfected by experience.

We use the term teacher-training, because we recognize that teaching is an art in which skill is to be acquired rather than a science of which knowledge is to be gained. Yet we think all of us would rather use the broader term, the education of the teacher, which implies a rational art resting upon scientific principles and a larger play of individual initiative.

What should this education include? As a basis there should be a liberal high-school education with chief emphasis laid upon English, the natural sciences, and the social sciences, with due attention to music, drawing, and handwork. The professional education should include:

1. A study of how children learn, with especial attention to the relation of sense-perception to imagination, to conception and judg-



ment; the relation of attention to interest, of interest to knowledge, the motor-tendency of ideas as revealed in imitation, the laws of habit formation, the feelings and sentiments as creating desire and moving the will. (Psychology).

2. A study of the principles of teaching, of class-room procedure, as observed in superior teachers and justified by psychological laws. (General Method).

3. A study of the school, its structure and administration as the organized instrument of education. (School Management).

4. An inquiry into educational aims, and the functions of the various studies, school exercises, and school appliances as factors in the development of the child, and the realization of our educational ideal. (Principles of Education).

5. A study of the various historic systems of national education; the work of educational reformers, of the origin of the forms, methods, maxims, and studies that prevail in our schools. (The History of Education).

6. A re-examination and reorganization of the branches to be taught from the standpoint of the developing interest and aptitudes of the child. (Special Methods).

7. Further practice in the schoolroom arts—drawing, construction, singing, reading, writing, and public speaking—to improve the teacher's personal skill, to afford a better example for imitation, and to enable him the better to teach others. (The School Arts).

8. Studies in sociology, economics, history, and literature, subjects for grown-ups, that will minister to the deepening interests of the teacher's life, and promote his insight into the aims and problems of education. (Cultural Studies).

9. Observation and discussion of skilful teaching, and increasing participation by the young teacher under sympathetic guidance and constructive criticism of his lesson planning, and of his conduct of the various types of recitations, to the end that correct teaching habits may be formed. His voice, position, manner, dress, should be, if necessary, objects of friendly criticism. If he repeats answers, tolerates slovenly or lazy attitudes in himself or his pupils, is inaccurate in speech or written work, or permits these things in his classes, if he is neglectful of the physical condition of his pupils, or fails to adjust himself to individual needs or peculiarities, if his own lessons and assignments are not carefully prepared and fairly well executed, he still needs the help of the supervising critic. (Practice Teaching).

10. Personal contact with skilful teachers, men and women of fine personality, of high character and consecration, through whose inspiration and leadership the young teacher may be stimulated to a resolute endeavor to attain the highest possible excellence.

These are some of the chief lines along which the professional education of the teacher moves—an education that begins in the teacher-training institution and which should continue until he enters upon his pension—his final reward in the temporalities of this world.

## B. TEACHER TRAINING CONDITIONS IN ILLINOIS.

An inquiry addressed to representative county and city superintendents reveals that very few schools are closed from the lack of teachers. There are probably 80 schools filled by temporary substitutes. The so-called shortage of teachers is a shortage of qualified teachers. Many schools have been compelled to lower the standards hitherto maintained in the selection of teachers.

The Superintendent of Public Instruction gathered from nearly all of the active teachers of the year 1919-20 in all the counties of the State except Cook, Perry, and Wabash data regarding preparation, experience, type of work, salary, and kind of certificate. The salaries paid, the standard of qualifications, and the permanency of employment in Chicago are so high that all statistics regarding teachers that include Cook County do not fairly represent the conditions obtaining in the rest of the State. Consequently in this study Cook County is omitted. Wherever the phrases "the State," "the whole State," "the entire State" are used it will be understood that only ninety-nine counties are included in the total.

Of the 24,696 teachers reported from these counties 4,285 were teaching their first year in Illinois. To fill new positions 355 were needed, leaving 3,930 as the number needed to fill vacancies. This indicates that the average teaching life in the schools is 6.3 years and slightly more than one-sixth of all are beginners.

The fact that the pension board has registered 21,800 compulsory contributors in five years indicates that on the average 4,360 new teachers are required annually in Illinois outside of Chicago and Peoria. This table exhibits their preparation as compared with the entire body of teachers reported.

	Beginners.		All teachers.	
	Number.	Per cent. of 4,285.	Number.	Per cent. of 24,696.
High school graduates.....	3,446	80½	15,762	64
With less than 4 years of high school work.....	467	11	4,603	19
With no high school work.....	372	8½	4,331	17
No high school but some normal school.....	199	4½	3,025	12
No high school, 2 to 5 years of normal school.....	102	2½	875	3½
Two years or more of normal school.....	489	11½	3,495	14
One year but less than two normal school.....	236	5½	2,522	10½
12-30 weeks of normal school.....	282	7	5,927	24
Only six weeks of normal school.....	692	21	3,955	16
Not even six weeks of normal school.....	2,586	60	8,697	35½
Four years or more at college.....	568	13	2,235	9
Of these at normal schools.....	138	3+	709	3—
Less than four years at college.....	429	10	2,138	9—
Of these at normal schools.....	159	4—	1,297	5
Have attended normal schools.....	1,599	40	15,999	65—
Have attended neither normal school or high school.....	173	4	1,306	5+

It thus appears that out of 100 teachers 65 have attended normal school, but only 14 have graduated; nine are college graduates, nine others have attended college. Of 100 recruits only 40 have attended normal school, 12 of them have graduated, 13 are college graduates and ten others have attended college.

As compared with the entire body of teachers (five of whom have taught 50 years and 901 more than 25 years) the recruits for the year were more generally high-school graduates; more were college graduates (doubtless due to the low average term of service of high-school teachers)

fewer were mere eighth-grade graduates, fewer were normal-school graduates, fewer had attended normal schools for short periods; for 68 per cent of the teachers who attend the summer terms at these institutions are teachers already in service.

The full list contains 1,306 teachers who have had neither high-school nor normal-school education. We should expect them to be old timers dating back to the days when high schools were few. (Their median term of service is six years—two years greater than the whole body), yet one-eighth were beginners. Hereafter no beginners of this type will be found. Our certificating law now forbids.

A teacher with native aptitude may become a good teacher through adequate preliminary training, or through experience supplemented by professional studies while in service.

The poor quality of teaching is due to the youth and inexperience of teachers as well as to their lack of training. Our schools are taught chiefly by young women who have hardly found themselves in their work.

The median rural teacher has taught.....	2.1 years
The median high-school teacher has taught.....	2.8 years
The median graded elementary teacher has taught.....	5.9 years
The median teacher—all kinds—has taught.....	3.2 years
The median principal has taught.....	10.6 years
The median superintendent has taught.....	11.3 years
The median supervisor has taught.....	5 years

Of 100 beginners 81 continue the second year.

Of 100 beginners 63 continue the third year.

Of 100 beginners 46 continue the fourth year.

Of 100 beginners 37 continue the fifth year.

After this the teachers are more permanent; twenty will teach ten years, seven teach twenty years, five become eligible to a full pension at twenty-five.

After twenty-five ten out of a thousand beginners teach 39 years, three teach 45 years, and at least one of the thousand turns the half century. Note that not half of them teach over three years, only one-third of them six years, one-fifth of them ten years.

Of 100 beginners, 20 teach 10 years.

Of 100 who have taught 5 years, 30 teach 10 years longer.

Of 100 who have taught 10 years, 32 teach 10 years longer.

Of 100 who have taught 15 years, 41 teach 10 years longer.

It thus appears that teachers who have attained a high rating in the salary schedule through prolonged experience are more likely to remain in the work.

Better preparation, also, causes teachers to remain longer in the work. Half of the teachers holding first-grade certificates and six-sevenths of those holding supervisors' certificates have taught more than six years.

Since July 1, 1914, 18,105 certificates have been issued by examination; 8,558 of these (47 per cent) were in use in 1919-20. In the same period 12,065 certificates have been issued upon certified credits; 6,537 of these (55 per cent) were used last year.

The practical problem is to raise the standard of preparation, to increase the investment that the teacher has put into his preparation so that he will not be easily turned aside into other occupations. To require professional training as a condition for the renewal of a certificate and not for the obtaining of a certificate is on the face of it absurd. Because of this practice one-fourth of our schools are taught by girls under twenty-one with no preliminary training whatever.

### THE CERTIFICATING LAW.

As is well known, teachers' certificates in Illinois are obtained either by examination or by certified credits from approved schools for the education of teachers. The first method dates back to the early history of the State when its teachers were immigrants and it possessed no higher schools. All pioneer states have gone through the same evolution. With the development of teacher-training schools, certified credits are gradually substituted for examinations. The examination at best is brief and only a partial test of the candidate's knowledge; it fails utterly to reveal his ability to work with people, his loyalty, his tact, his sympathy, his leadership, his unselfishness, all the vital qualities, except mere intellectual attainments, that make for skill in teaching. The examination includes pedagogy, that is, it tests the teacher's ability to write about teaching, an ability easily gained from the reading of an elementary treatise. As to practice, we know that the candidate will be guided chiefly by what he can remember of the practice of his own teachers, be it good or bad.

Certified credits from efficient teacher-training schools guarantee adequate scholarship and professional knowledge. They guarantee too, that the teacher has observed the practice of teachers after he has decided to become a teacher and has begun to set up and discuss standards by which practice may be tested. He has himself taught under faithful and sympathetic criticism, and has revealed the possession of the essential personal qualifications or the lack of them.

The extent to which teachers' certificates are issued upon institutional credits is an index of the educational standing of the State provided the standards of the approved institutions are genuine and adequate.

In California teachers' examinations have been about entirely abolished. In Wisconsin a year of professional training is required for every grade of regular certificate. Many other states require some preliminary professional education, and although the exigencies of the war have multiplied provisional, emergency, and temporary certificates, we may expect all the northern states within a few years to reach the standard of California.

The following table prepared by A. L. Whittenberg, Secretary of the State Examining Board, shows the kinds of certificates in use last year and how they were obtained. It should be noted that all certificates in force July 1, 1914, were exchanged for new certificates of that date, of these 8,461 were still in use in 1919-20.



## INFORMATION REGARDING CERTIFICATES.

Kind of certificate.	No information.	Examination.	By exchange.	Certified credits.	From other states.	Total.
1st Grade.....	19	1,248	3,656	2,757	132	7,592
		16%	48%	33%	2%	
2d Grade .....	16	6,473	3,274	1,925		11,688
		55%	28%	17%		
Provisional .....	13	261		235		509
	2%	51%		47%		
Emergency .....	576					576
Kindergarten—						
Primary .....	11	52	27	121	5	216
	5%	24%	13%	56%	2%	
Special .....	16	106	131	406	69	728
	2%	14%	18%	56%	10%	
High school .....	5	60	368	1,313	114	1,860
		3%	20%	71%	6%	
Supervision .....	15	119	1,005		53	1,192
	1%	10%	85%		4%	
State .....	8	239			31	278
	3%	86%			11%	
No. information....	57					57
Total .....	736	8,558	8,461	6,537	405	24,696
	3%	35%	34%	26%	2%	

It thus appears that half of the first grade elementary certificates, two-sevenths of the second grade elementary, one-fifth of the high-school and special certificates and six-sevenths of the supervisors' certificates were obtained by exchange six years ago.

Of the remainder two-thirds of the first grade county certificates, two-thirds of the kindergarten primary, seven-tenths of the high-school certificates, and eight-tenths of the special certificates were obtained by certified credits. These are the really professional certificates. But more than three-fourths of the second grade certificates are issued by examination.

The present state of affairs in Illinois is not encouraging. Last year 4,840 certificates were issued by examination; the average of the five years preceding was 2,654. Last year 2,247 certificates were issued by certified credits, the average of the five years preceding was 1,964. Whereas before last year 43 per cent of the new certificates were issued upon certified credits, last year only 31 per cent of the new certificates were so issued.

The reason is not far to seek. War conditions combined with low salaries had turned hundreds away from teaching; the shortage of teachers caused standards to be relaxed; provisional and emergency certificates were issued. School boards in their anxiety to secure teachers accepted almost any one bearing a legal certificate. Young people graduating from the high schools are still saying, "Why spend two years at a normal school? If I can get a certificate I can get about as good a salary as a normal graduate. I don't expect to teach long anyway." So young people everywhere, graduates and under-graduates of the high schools, are thronging the examinations. The county superintendent of Ford County with 179 teachers and needing about 30 new teachers each year had 64 candidates at his November examination. There are only 10 students from Ford County at Normal.

With the better salaries now prevailing and the industrial depression now imminent there will be an over supply of legally qualified teachers and the situation may cure itself. But this mode of cure will not be effective unless school boards will discriminate between trained and un-

trained teachers and are prevented by law from hiring the cheapest teacher in sight.

Legislative or executive action is necessary—

1. To stiffen the examination standards.
2. To require high-school graduation as a prerequisite to the examination.
3. To require *some* professional training of all teachers, even beginners, and an increased amount of such training for renewal of certificates and for higher certificates. Hence we make the following recommendations to apply to *new* certificates:

That after July 1, 1923, twelve weeks of professional study in a recognized teacher-training institution shall be prerequisite to the examination for elementary teachers' certificates of the second grade; twelve additional weeks of such study for the first renewal; twelve weeks more for the second and final renewal.

For first grade elementary certificates thirty-six weeks of such study before the examination, eighteen weeks additional before the first renewal, eighteen weeks more before the second renewal.

That after July 1, 1925, one year of such study shall precede the examination for any certificate; after July 1, 1929, two years.

That there be provided a special rural-school certificate good for two years in rural schools only for students who, without high-school graduation, have completed a suitable three-year curriculum in a State normal school.

We recommend to boards of education that they require a certificate of high grade in all positions paying high salaries, i. e., to limit the salary that a teacher may be paid so long as he holds a second grade certificate or a certificate of low average.

In justification of this last recommendation it may be urged that the people of Illinois generally are willing to pay, and in many positions are paying liberal salaries. Now let the standard of preparation and skill be raised accordingly.

### C. TEACHER TRAINING BEFORE SERVICE.

The problem of training teachers before their service begins is four-fold.

1. To decide upon the course of study and training desirable and practicable for each type of teacher.
2. To establish or develop institutions of the various kinds needed to provide this education and training with suitable buildings and equipment.
3. To secure for these teacher-training schools teachers of adequate scholarship, professional training, skill, experience, devotion, inspiration, and leadership.
4. To attract to these institutions a sufficient number of promising young men and women to educate themselves for public-school service.

### THE CURRICULUM.

In this report we shall not discuss in detail the curriculum of institutions for the training of teachers. The opinion was formerly held in



some quarters that a teacher could teach any subject, just as a physician could treat any disease, a lawyer try any sort of case, or a mechanic make or repair any sort of machine. But we have lost faith in the organizing principles, and the universal methods of early pedagogy along with the panaceas, and universal solvents of early medicine and chemistry. This is an age of specialization. A teacher must know thoroughly his special field, but all curriculums should contain certain common elements that will enable the student to appreciate the general problems of education, and to keep his work in proper relation to the work of his colleagues. Though teachers be many the child is one.

## INSTITUTIONS FOR EDUCATION OF TEACHERS.

### I. NORMAL SCHOOLS.

Illinois contains five State normal schools, fairly well distributed. The capacity of these schools with their present faculties is 3,000 students. With an increase of 10 per cent in their faculties and some enlargement of their training school facilities the enrollment might be increased by 25 per cent. After 1900 there was a steady though hardly adequate increase in the appropriations for these schools up till 1915. Since that year nothing has been provided for new buildings, very little for new equipment or for increase of salaries. In the public schools of the State the average salary increase since 1913 has been 77 per cent, in the normal schools only 20 per cent. Under these conditions, the schools have suffered serious losses. The more ambitious and promising younger teachers on their faculties have resigned in large numbers.

The loss from the faculties was 53 in 1918-19.

The loss from the faculties was 70 in 1919-20.

Of these 123 teachers who left—

Eighteen went into other better-paying employments.

Fifty went into better-paying teaching positions.

Seventeen to attend school while salaries were low.

The older teachers find their salaries shrunk one-half in purchasing power. But usually they own their own homes and cannot move without sacrifice. Furthermore, by the law of compensation just to the extent to which they become skilled in their special work they are unfitted for educational work in a different line. The morale of our normal schools is seriously impaired by these unsatisfactory salary conditions. An increase of 50 per cent in present salaries is recommended by the State Normal School Board. This would make the total increase since 1913 approximately the same as in the public schools.

The normal schools need the best teachers that can be found, for these are to be the teachers of teachers. They need men and women scholarly, experienced, skilful in instruction, zealous, able to inspire and lead young people and create that professional atmosphere that is vital to the education of teachers. Whenever a teacher of conspicuous promise appears in the public school field the normal schools should be able to secure his services. But the normal school salaries are notoriously below those obtaining in the public school service. Several of their graduates of last June are receiving better salaries than half the teachers that trained them.

The Normal schools ought to be able at times to attract superior men and women from like institutions in other states. As it is the normal schools of Illinois are unable to secure any such, or to retain their own promising teachers or to compete on equal terms with other normal schools in the Middle West. As compared with the average present salary for forty-two weeks at Normal, Illinois—

The salaries at—	Average.
Kent, Ohio, for 42 weeks.....	\$483 higher
Kirksville, Missouri, for 43 weeks.....	526 higher
Kalamazoo, Michigan, for 40 weeks.....	802 higher
Oshkosh, Wisconsin, for 40 weeks.....	513 higher
Albany, New York, for 36 weeks.....	420 higher

But it is useless to build and equip normal schools unless they function in actually training teachers. Why are the universities and colleges of the country crowded with students while normal schools are poorly attended?

The answer is that normal schools are technical schools for the preparation of teachers. But, except in a very few school districts, no teacher is obliged to attend a normal school to get a legal certificate and a position. An examination based almost entirely upon a general elementary and high-school education will secure the legal certificate and the position to teach. How many students would attend law schools, medical schools, schools of pharmacy, nursing and the like, if an examination based on a general education would admit one to the practice of the profession and ready employment?

Most of our high-school teachers are educated in colleges and universities. These institutions through the *North Central Association of Colleges and Secondary Schools* deny the accredited relation to high schools unless they employ teachers with degrees. This compels the prospective high-school teacher to attend college, but there is no requirement of any sort requiring the prospective elementary teacher to attend a normal school. The only inducement held out is the obtaining or renewal of a teachers' certificate without examination, or the prospect of obtaining a position in a school system where normal-school training is preferred. The vast majority of school boards do not require normal-school training. In most of them no recognition of such training is made in salary schedules. Where any recognition exists two years of normal-school training usually count for no more than two years of experience. That is, the teacher who *spends* \$1,200 or more on her normal-school course is in the same rank as the teacher who has *earned* \$1,500 or more while gaining her two years of experience.

The college is able to say to the high-school graduate, "Come and spend four years with me and I can assure you a teaching position where pay is best, hours shortest, responsibility lightest, social position highest. Without me you cannot get the position."

The normal-school may say: "If you spend two years with me you will gain insight into your work, higher skill, keener interest, inner satisfaction; but I can promise you no light work, no pecuniary or social advantages because of your coming."

In any group of high-school graduates the boys and girls who look to teaching are those who feel under the necessity of earning their own

living. They come from families of modest income, families that have already made considerable sacrifice to put their children through the high school. They are usually, too, boys and girls of scholarly aptitudes and acquirements who find the teachers' examination not forbidding. They can't afford to go to the normal school and they do not need to go.

With the foregoing statement of conditions it seems that a large use of the State normal schools will not be made until three things are done:

1. Professional training must be required as a condition for obtaining a teacher's certificate.

2. Scholarships in normal schools must be provided for students of slender resources.

3. Graduates of normal schools must receive at the outset distinctly higher salaries than teachers without approved professional training. Their subsequent promotion may be left to any system applicable to the whole body of teachers.

Replies to our inquiries on these points were received from sixty-four school executives including high-school principals, presidents of normal schools, colleges, and universities, directors of departments of education, and from city, county, and State superintendents. In accordance with the decided majority of these replies your committee recommends that after 1925 no new teacher shall receive a certificate qualifying him to teach without one year of professional training, and that after 1929 two years of such training shall be required.

Your committee recommends that all school boards in their salary schedules allow \$150 additional salary for each year of professional training over that given to other teachers of like experience. It is expected that these schedules will in annual promotions provide special recognition for superior individual efficiency.

Your committee recommends that school districts be authorized to issue two-year scholarships in the State supported teacher-training institutions for \$150 per year, the State to contribute an equal sum. The recipient of scholarships shall meet scholastic and physical standards and shall sign a pledge to teach two years in the district, two years additional in the State, at the usual salary paid for like training and experience, and in guaranty of such pledge shall sign four promissory notes of \$150 each, one of these notes to be cancelled without payment for each year taught under the terms of the pledge.

While the State normal school will remain the State's chief agent in the training of teachers, there are other agencies to be considered.

## II. THE CITY TRAINING SCHOOL.

City training schools for teachers exist in Chicago, Galesburg, and Joliet. They have recently been discontinued in seven other cities of Illinois because of lack of students or lack of money. In cities of over 300,000 like Chicago, St. Louis, or Detroit, where the constituency, faculty, equipment, curriculum and financial support are comparable to those of a State normal school, where at least 100 new teachers are needed annually, a city teachers college is to be recommended. The Chicago Normal College and the Harris Teachers College of St. Louis

are among our very best institutions; but the training school in smaller cities is not so satisfactory. Such schools usually admit high-school graduates to a year's course of training in which most of the time is devoted to practice teaching. The courses reported in Psychology, History of Education, Principles of Teaching and Class Management are usually brief. The same criticism applies to the work undertaken in Drawing, Music, Construction, Nature Study, Physical Training, and the work in the common branches. Usually only one-third as much time is devoted to theoretical studies as in a State normal school. The practice teaching while done with a room full of children is not so carefully supervised. Other disadvantages reported are—

1. Adequate instruction is very difficult in the local school.
2. The equipment is limited.
3. The teachers lose association with others of diverse training.
4. The course is too short tending to emphasize too exclusively the mechanical and routine matters.
5. Pedagogical inbreeding is inevitable.
6. There is narrowness of preparation in subject matter and consequent lack of training for upper-grade positions. As a consequence the primary grades are constantly filled with immature, half-trained teachers who without preparation for upper-grade work are later forced into the higher-grade positions.

Against these are reported the following values:

1. They enabled girls to receive training who for financial reasons would have found it difficult to attend the State normal schools.
2. Usually more practice teaching is given in the city training schools. The teaching also was under conditions more nearly like those to be found when regular teaching begins.
3. The graduates of city training schools come into the local system knowing the conditions of work and fitted to make a more immediate success than those coming from the outside.
4. They provide a considerable number of teachers who having homes in the local community are more likely to become permanent members of the teaching force.
5. They furnish teachers upon whose ability the superintendents have ample opportunity to pass judgment before hiring.

Your committee believes that it is a fair conclusion to be drawn from this investigation that there is little to hope for from the city training system in this State. It is doubtful whether the advantages are enough to induce a considerable number of cities to undertake the training of their own teachers, and whether the results, if this were done, would be as satisfactory as if the State schools were developed and students induced or required to attend them.

Of the school executives consulted on the establishment of city training schools more than 60 per cent were opposed. The only groups favoring it were the college presidents and directors of university schools of education.



## III. THE EDUCATION OF RURAL TEACHERS IN HIGH SCHOOLS.

The education of teachers of rural schools requires special attention because heretofore these teachers have received very little professional training either general or special. Until recently the State normal schools have ignored their special problems, partly because the belief has prevailed that if a person were trained to teach he could teach anything, anywhere, to anybody; partly because the city schools with their more attractive equipment and teaching conditions were ready to absorb all normal-school graduates. Country schools throughout the northern states are now supplied chiefly with untrained high-school graduates who teach for a few years in the country while on their way to an early marriage or to a comfortable position in the schools of the home town. Some high schools undertake to fit their students to pass the teachers examinations by offering in the senior year review courses in the common branches and a brief course of psychology or pedagogy. These courses are frequently taught by high-school teachers with little knowledge of country schools and no vital interest in their problems. The provision is made to enable students to get teachers' certificates not to qualify them to teach school.

Thirteen states have undertaken to improve this situation by offering state aid to high schools that will establish teacher-training departments for rural teachers. Where properly organized, the department is headed by a mature, well-trained teacher, experienced in teaching country schools, the state aid is liberal, the schools teach a required course of study and are supervised by the State Department of Public Instruction. The course includes some observation of rural schools and practice teaching in the city school system. The instruction usually occupies the senior year of the high-school course, and graduates obtain teachers' certificates good in rural schools only.

The advantages of this preparation must be evident as compared with the lack of preparation existing in our State today. Yet a majority of your committee are not ready to recommend such a system for Illinois. Only 31 of the 64 educational experts consulted approve of it. In the states where it exists it is regarded only as a temporary expedient. But if it is once established, the high schools have a sort of vested interest in the State aid from which it is difficult to dislodge them by legislative act.

The disadvantages are that the course usually taught by one overworked teacher is hurried, bookish, and superficial. The system costs almost as much per capita as the State normal schools. If well done, it involves expensive duplication of equipment. The student's preparation in his home town is narrow and provincial, as compared with the broader contacts of the State normal school. On the other hand it reaches a large body of students who under present conditions cannot attend the State normal schools and who are willing to go into the country to teach.

Your committee believes it is better to develop strong rural school departments in the State normal schools than to establish an inferior system that while useful as a makeshift would stand in the way of something better later on.

## IV. COUNTY NORMAL SCHOOLS.

For more than half a century the laws of Illinois have provided for county normal schools. One was established at Peoria that closed with the death of the principal. Another in Cook County has become the Chicago Normal College. Michigan and Wisconsin have each nearly 30 of these institutions to train rural teachers. They admit students usually from the country without full high-school preparation and address themselves with singleness of purpose to the needs of rural schools. While this segregation begets unity and zeal, it is narrow and illiberal and often fosters the very prejudices to which country people are peculiarly subject. Furthermore, good practice facilities are not easy to develop with this system.

More than three-fourths of the experts consulted disapprove of the county normal school. Your committee believes that Illinois will derive little benefit from its present statute or any similar one.

## V. COLLEGE AND UNIVERSITY DEPARTMENTS OF EDUCATION.

The experts consulted are practically unanimous in recommending the establishment of departments of education in colleges and universities although they are about equally divided as to whether they should educate and train high-school teachers only. The chief weaknesses of such a department of education are—

1. The prevailing belief in college circles that if a person knows a subject he can teach it; that it is therefore more important to educate the teacher than to train him. Only recently has the North Central Association recognized the value of studies in education in the preparation of high-school teachers while it still fails to recognize any such value in the preparation of college teachers.

2. The absence of the so-called pedagogical atmosphere among the multitude of students destined for other callings.

On the other hand the presence of strong departments of education on every college campus will bring alike to faculty and students closer touch and sympathy with, and a recognition of the problems of the public school from which the college student now comes.

College and university departments should not confine their work to the high-school field. Some of the teachers they educate are by taste and sympathy better adapted to elementary teaching. Moreover the education of high-school teachers in separate institutions is largely responsible for the cleavage between the educational aristocracy of the high school and the educational commonalty of the grades, and for the lack of interest that so many high-school teachers betray in general educational problems. An efficient training school should be a feature of every such department.

The University Department of Education should maintain a strong graduate school for educational research and experimentation, for in it normal-school and college teachers, supervisors, and superintendents should complete the professional education that has been begun in other institutions and enriched by experience.



#### D. THE TRAINING OF TEACHERS IN SERVICE.

Sixty-six county superintendents and sixty city superintendents responded to our questionnaire on the subject. The consensus of opinion of this group supports the following propositions—all of which are endorsed by your committee although some are more advanced than your committee is ready to urge for immediate adoption.

1. There should be a certificating law that will encourage the training of teachers in service. There are many suggestions as to the plan—a final limit to the life of low-grade certificates—no renewal of certificates without additional schooling, a minimum salary dependent upon professional training, advances in salary to be dependent upon further study, and others already discussed.

2. That teachers should not be permitted to teach more than three years without completing a year of professional training. Since most teachers will need to acquire this training during the summer months, the normal schools are urged to offer two summer terms.

3. That a teacher should not be permitted to teach more than six years without completing a two-year normal-school course or its full equivalent. Since most teachers do not teach six years it will continue to be true that most of the teaching will be done by partially trained teachers.

4. That an annual salary increase should be given for the completion of professional work done during the preceding year, or during the vacation preceding the increased pay. For years many school boards have made salary increases dependent upon summer study. Usually from 50 to 100 dollars is the increase offered.

5. That provisions should be made for carrying on extension work for teachers in service through State teacher-training institutions. It is the opinion of the committee that extension is of most value to the older teachers whose work is sinking into routine. Young teachers usually derive greater profit from the careful daily preparation of their lessons than from courses in sociology, literature, history, or the like that minister to the teacher's general culture rather than to his daily classroom needs. The most successful courses of the type described run for thirty weeks with bi-weekly meetings two hours in length. The students should spend 120 hours in home study. A rather full textbook should be used and an ample reference library should be available. Courses of this kind may be carried on profitably at study centers with classes of fifteen or more. For the isolated country teacher with a small school of young pupils the correspondence course brings guidance, inspiration, and support. Correspondence courses necessarily lack vivacity, flexibility, and the power of personal contact and are a rather poor sort of thing at best. If in such subjects as history or geography they can be carried on parallel to the State course of study they yield immediate results in the classroom of the teacher.

6. That teachers who cooperate in classroom work at definite centers, or study successfully in correspondence work should be allowed additional salary therefor.

7. That the awarding of definite credit points for extension work should be made a basis for the renewal of certificates. Other means of

professional growth should also be recognized in such renewal as is the present practice with most county superintendents.

8. That series of demonstration lessons should be taught from time to time by expert teachers under the direction of the Normal schools. Sometimes we may find a normal-school teacher who through her winsome manner can immediately gain the confidence of young children and teach a lesson fairly well. Better results often will be secured if the lesson be taught by the regular teacher of the class, if she be a good one and the discussion be managed by the visiting teacher. The plan of the lesson may be set forth in advance by the class teacher.

9. That the following plans for the improvement of teachers in service under local direction be encouraged in this order:

1. General supervision.
2. Departmental supervision.
3. Type lessons.
4. Visitation and observation.

The value of either type of supervision depends upon frequent teachers meetings at which plans of work are developed. Personal conferences with teachers following the visits of the supervisor form the basis for progressive improvement.

To dismiss a school that the teacher may visit another is of little value unless the visitors plan beforehand what they will look for, and later discuss at home the strong features of the work observed.

10. That the following is the order of the relative value of agencies for training teachers in service:

1. Summer schools.
2. Extension centers.
3. County institutes.
4. Correspondence courses.
5. Reading circle work.
6. Teachers' association meetings.
7. Self-directed reading and study.
8. Travel.

This ranking of actual values secured in the aggregate may not hold in the case of a particular teacher. The Franklins, the Lincolns, and the Edisons in all professions owe little to the schools. They owe much to books—to self-directed reading and study. The teacher who makes careful daily preparation, who plans her lessons wisely, assigns it carefully, and conducts her class mindful of the technique of good teaching will make greater gains in a year than by any of the agencies suggested unless they are supplemented by this vigorous effort of the teacher.

Travel with many is mere sight-seeing. It often justifies the jeer of Emerson: "Who are you that have no worthy business of your own to keep you at home?" What we learn from our travels depends upon what we carry with us. For the teacher of geography eager to study natural forms or industrial processes, travel outranks all other means of personal improvement.

The Teachers' Institute is no longer of great value in determining classroom practice. But in it teachers gain inspiration from the sense

of comradeship and from the gifted leaders who take them up on exceeding high mountains from which all the kingdoms may be seen. This inspiration comes with deeper significance from our great association meetings, where the teachers of a state or of a continent find that their problems are the common problems, their aims the universal aim, towards which the life forces of the nation move.

## A BILL FOR

*AN ACT to provide scholarships for students attending the State supported institutions for the training of teachers.*

SECTION 1. *Be it enacted by the People of the State of Illinois, represented in the General Assembly:* That the State of Illinois hereby agrees within the limits of the annual appropriations provided in accordance with this Act to cooperate with the school districts in the State in providing two-year scholarships for students in the State-supported institutions for the training of teachers.

SEC. 2. Said scholarships shall be for \$300 per year payable one-half from the District Treasury in September, the other half from the State appropriation in January in each of the two years for which the scholarship shall run.

SEC. 3. Said scholarships shall be awarded between May 1 and August 15. The school board awarding the scholarship shall without delay notify the Superintendent of Public Instruction of its act, who shall register the scholarships in the order that the notifications are received. Within ten days after August 15 the Superintendent of Public Instruction shall approve the scholarships awarded according to law in the order of their registration except that no county may be deprived of its minimum quota, one scholarship for each fifty teachers or major fraction of this number. No more than 1,000 scholarships may be approved in any year. Scholarships reported beyond this limit shall not receive State aid.

SEC. 4. Said scholarships may be awarded by school boards to residents of the school district, who are graduates of recognized four-year high schools, who are of good moral character and who meet the scholastic and physical standards prescribed by the Superintendent of Public Instruction. Any district may issue at least one scholarship in each biennium. If two or more scholarships are issued in any district, the total amount paid for scholarships in any year shall not exceed 5 per cent of the annual expenditure for teachers' salaries in that district.

SEC. 5. The person receiving the scholarship shall sign a pledge to attend a State school for the training of teachers in Illinois for two school years and continue his studies until graduation, and after his graduation to teach two years in the district furnishing the aid and two additional years in the public schools of Illinois, at the salary usually paid where he is employed to teachers of like qualifications, grade, preparation, and experience.

In guaranty of this pledge the person receiving the scholarship shall sign four promissory notes with security approved by the district school

board. Said notes shall be for one hundred fifty dollars each payable one at the expiration of each year which the maker is pledged to teach, and shall bear interest after maturity at the rate of 6 per cent per annum. Two of these notes shall be made payable to the school district issuing the scholarship, two to the Department of Registration and Education. One of these notes shall be cancelled without payment of the principal sum at the end of each year taught in accordance with the pledge. The four years of teaching for which notes are cancelled must be completed within six years after graduation, unless the time is extended by the Superintendent of Public Instruction.

SEC. 6. Boards of education and boards of directors are hereby authorized to pay out of their fund for operating expenses the amount required for the scholarships issued by them.

SEC. 7. On or before December 15, the Director of Registration and Education shall report to the Auditor of Public Accounts the names of all students holding valid approved district scholarships who are attending the several State teacher-training institutions, and the Auditor is hereby instructed to issue not later than January 15, a warrant of \$150 in favor of each student reported, said warrant to be delivered to the student upon his filing the promisory note requested by this Act.

SEC. 8. The school board issuing a scholarship may release the student who received it from his obligation to teach in that district. The obligation to teach four years in the State remains in force. The Superintendent of Public Instruction shall have power to release any student from his obligation to teach or to pay the promisory notes that he has made, if the school board which issued the scholarship certifies that his physical or mental condition is such as to disqualify him for teaching as required in this Act. The death of a student shall release the sureties upon his promisory notes given in accordance with this Act.

SEC. 9. To provide funds for carrying out the provisions of this Act the sum of \$150,000 is hereby appropriated to the Department of Registration and Education for the year 1921-22, \$300,000 for the year 1922-23, or such part of these sums as may be needed.

SEC. 10. The Superintendent of Public Instruction is hereby authorized to make such rules as are necessary to carry out the provisions of this Act.

## II.

*Resolved*, That the following recommendation governing the issue and renewal of teachers' certificates be adopted and that the Committee of Fifteen be directed to meet with the State Examining Board and the Committee from the County Superintendents' Section to agree with them upon a bill for amending the Certificate Law.

The following recommendations apply to new certificates:

That after July 1, 1923, twelve weeks of professional study in a recognized teacher-training institution shall be prerequisite to the examination for elementary teachers' certificates of the second grade; twelve additional weeks of such study for the first renewal; twelve weeks more for the second and final renewal.



For first-grade elementary certificates thirty-six weeks of such study before the examination, eighteen weeks additional before the first renewal, eighteen weeks more before the second renewal.

That after July 1, 1925, one year of such study shall precede the examination for any certificate; after July 1, 1929, two years.

That there be provided a special rural-school certificate good for two years in rural schools only for students who, without high-school graduation, have completed a suitable three-year curriculum in a State normal school.

### III.

*Resolved,* That provision be made in the appropriations for the State normal schools for extension and correspondence courses and for all-summer sessions for the benefit of teachers in service.

For first-grade elementary certificates thirty-six weeks of such study before the examination, eighteen weeks additional before the first renewal, eighteen weeks more before the second renewal.

That after July 1, 1925, one year of such study shall precede the examination for any certificate; after July 1, 1929, two years.

That there be provided a special rural-school certificate good for two years in rural schools only for students who, without high-school graduation, have completed a suitable three-year curriculum in a State normal school.

### III.

*Resolved,* That provision be made in the appropriations for the State normal schools for extension and correspondence courses and for all-summer sessions for the benefit of teachers in service.





