

● Commonwealth of Kentucky ●  
**EDUCATIONAL BULLETIN**

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The Training and Placement of Beginning Teachers in the Public Schools of Kentucky for the School Years 5-36 through 1939-40



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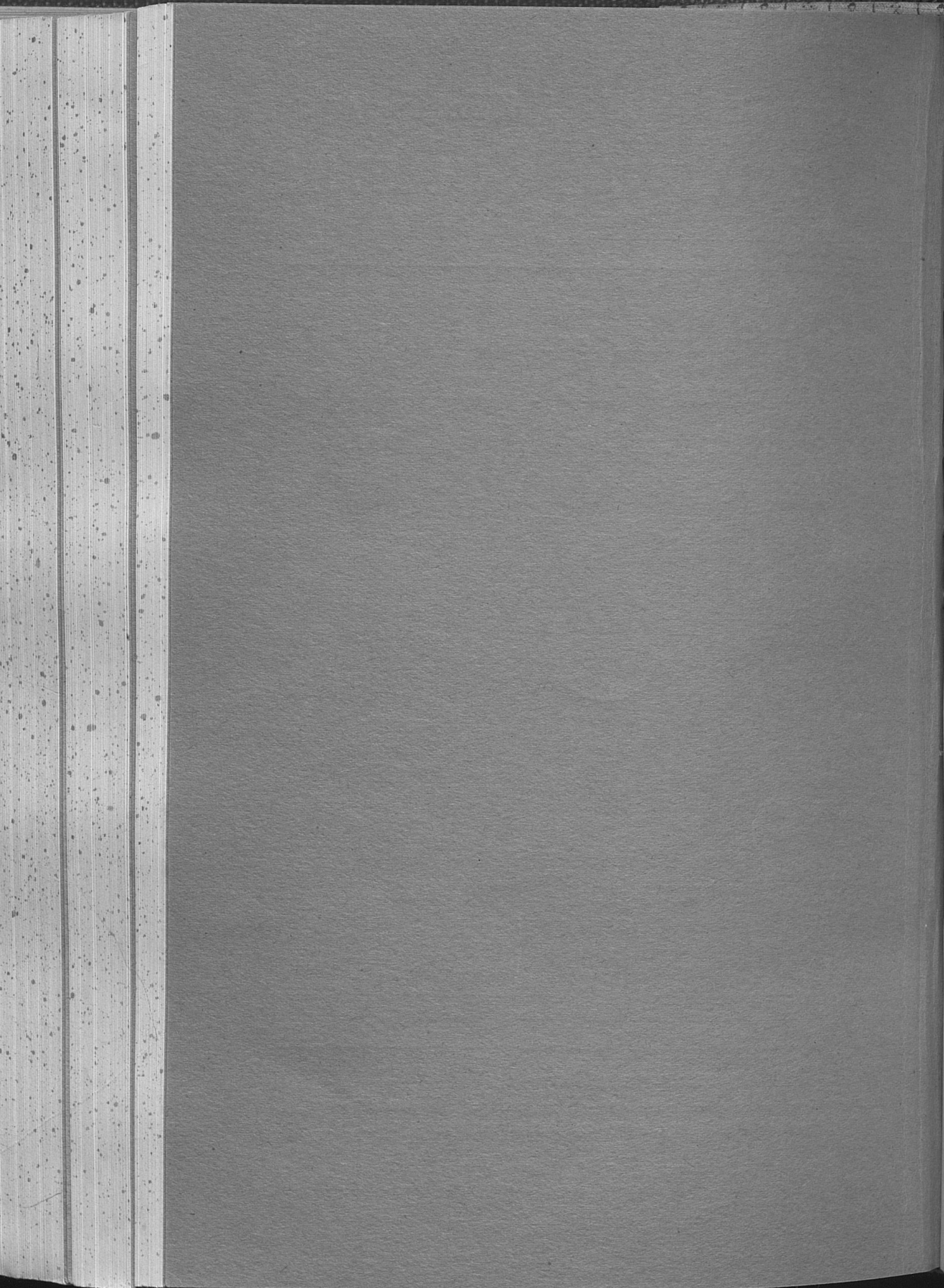
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THE TRAINING AND PLACEMENT OF BEGINNING  
TEACHERS IN THE PUBLIC SCHOOLS OF KEN-  
TUCKY FOR THE SCHOOL YEARS 1935-36  
THROUGH 1939-40

**DISSERTATION**

A Dissertation Submitted in Partial Fulfillment of the  
Requirements for the Degree of Doctor of Philosophy  
at the University of Kentucky

By

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Georgetown, Kentucky

University of Kentucky  
Lexington, Kentucky  
1940

## FOREWORD

The success of the program of education in Kentucky depends to a major degree upon the type of leadership at work. It is important that teachers in the classroom as leaders of children while they are learning, be genuinely interested in the work and be prepared to do that work. Continuous study must be made by the state in order to discover the significant factors entering into our teacher-preparing program. The Division of Teacher Training and Certification in the Department of Education has from time to time made available information useful to prospective teachers and to teacher-preparing institutions.

This study of the Training and Placement of Beginning Teachers in the Public Schools of Kentucky for the School Years 1935-36 through 1939-40 by Dr. William Gill Nash makes a contribution in that it brings together significant information bearing upon the problem of supply and demand. The information should be used as a guide, not only to those who plan to enter teaching, but to those colleges preparing teachers for the public schools in Kentucky.

J. W. BROOKER, *Superintendent  
Public Instruction*

October 1, 1940

## ACKNOWLEDGMENTS

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The writer is most grateful to Dr. John W. Brooker, State Superintendent of Public Instruction, who made the records of the State Department of Education available for the examination necessary for the present study. Although many of the staff of the State Department of Education contributed to the progress of the study, the writer wishes to recognize the aid given by Mr. Gordie Young, Dr. R. E. Jagers, Mr. George L. Evans, Miss Louise Combs, and Miss Mary Campbell.

The writer is also indebted to his wife, Martha Moseley Nash, for her help and encouragement during the course of this study.

The Kentucky State Employment Service made it possible to collect certain information used in the study. The writer wishes to thank Mr. L. P. Jones, Supervisor of the Teacher Placement Service, for his cooperation in the collection of data.

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## Chapter I

### INTRODUCTION

This study attempts to present an accurate and comprehensive picture of the training and placement of all beginning elementary and secondary teachers employed by the various public school districts<sup>1</sup> of Kentucky over a five-year period beginning with the school year 1935-36 and extending through the school year 1939-40. This particular period was chosen for the following reasons:

1. A study which is confined to a particular year or level of teaching experience does not permit conclusions as to possible trends that might be in progress nor does it take into account some significant economic or legislative factor that affected the conclusions and results for the year studied but which might not influence the employment of beginning teachers in other years.

2. School consolidations have taken place rapidly in the past few years. Since 1936, the number of high schools has been reduced by approximately seventy-five, and the number of one-teacher elementary schools has been reduced by approximately one thousand.<sup>2</sup> Changes in the type of school organization necessitate a study of both elementary and secondary teachers. An appreciable number of schools changing from a four-year high school to a three-year or a six-year high school would materially alter the number of secondary teachers without necessarily changing the total number of teachers employed. That such changes in organization have been taking place in Kentucky is evidenced by the following statement:

There are 783 high school organizations in Kentucky. This number is in contrast to 808 such organizations last year. Of the 783 high schools reporting this year, 686 are complete organizations, i.e., they offer work through the twelfth grade. More than one-half of these complete organizations are organized as six-year high schools (grades 7-12). This number represents an increase of 18 such organizations since last year. There are 295 of the complete high schools organized on the traditional four-year basis (grades 9-12). This number represents a decrease of 24 such organizations since last year. It is apparent from these figures

<sup>1</sup>There are, in Kentucky, two types of school districts—county and independent. Independent districts usually are confined to city boundaries, while the county districts are comprised of the county with the independent areas excluded. It would follow that the independent districts are largely urban while the county districts are largely rural.

<sup>2</sup>Freddie Riddle. *School Consolidation in Kentucky*. State Department of Education Bulletin, Vol. VII, No. 6, August, 1939. p. 343-44.

that the movement in favor of the six-year high school has developed so rapidly in this state that it appears it is to become the standard rather than simply another form of high school organization. This seems to be true in both county and independent districts. Last year there were 7 senior high schools (grades 10-12); this year there are 9. Last year there were 29 junior high school organizations (grades 7-9); this year there are 34. The number of schools organized on the 9-11 and 7-10 basis is practically the same as last year. The big decrease in numbers of high school organizations has taken place in those organized on the two-year basis (grades 9-10). Last year there were 33 schools of this type; this year there are 18.<sup>3</sup>

3. The legislative Act of 1934, which changed the requirements and qualifications for teacher certification, became effective as of September 1, 1935. A period of study which includes the school year 1935-36 provides an excellent opportunity to examine the effects of a change in certification laws upon teacher placement, training, demand, and supply.

4. The independent school districts were required to submit salary schedules for the approval of the State Department of Education for the first time in 1935-36. Since the salary schedules provide the only primary source of data concerning all beginning teachers, the study includes all years for which a similar study could be made.

The study should provide accurate information concerning the demand and placement of beginning teachers. This information should be valuable to the teacher-training institutions. If too many teachers are being prepared, programs for the selection of candidates for the teaching profession might be introduced. The information gathered might also be used to acquaint the prospective teacher fully with the possibilities of employment at certain teaching levels, the geographical areas in which the demand for teachers is greatest, and the probable salaries of beginning teachers. The information gathered and presented herein should also aid the State Department of Education, educational leaders, the teaching profession, and those interested in the progress of education in formulating a program that would increase the minimum level of preparation required for certification if such an increase should be deemed advisable.

In order that the state officials, the administrators of teacher-training programs, the members of the teaching profession, and the lay public might be better acquainted with the problems of teacher

<sup>3</sup> *Kentucky High Schools, 1938-39*. Department of Education Bulletin, Vol. VII, No. 1, March, 1939. p. 3.



education, this study is expected to furnish the following information about beginning teachers:

1. The number of prospective teachers receiving their first certificate to teach during the years 1935 through 1939
2. The preparation of the prospective teachers as determined from the type of certificate granted
3. The number of teachers receiving positions for the first time
4. The geographical distribution of the beginning teachers
5. The teaching level, elementary or secondary, at which teaching service is begun
6. The district, county or independent, in which the beginning teacher is most likely to be employed
7. The salaries at which teachers begin service
8. The employment of teachers in their home counties
9. The delay in securing positions after receiving the first certificates
10. The sex of beginning teachers
11. The number of teachers who were certified to teach but who did not receive positions
12. The institutions, by academic level and type of control, which prepare the beginning teachers
13. The relation between the supply of and the demand for beginning teachers
14. The present status of those who failed to receive teaching positions.

It is obvious that the investigation will be of most importance to those directly interested in the training of teachers for positions in the public schools of Kentucky. It is hoped, however, that the study will make some contribution to an understanding of similar problems in other states.

### Definition of Terms

Beginning teacher, as used in this study, refers to one who secures a teaching position without any previous teaching experience either within or without the state.

A qualified teacher is one who has met the state requirements and to whom has been issued a certificate making the holder eligible for employment at a specified teaching level.

Supply, demand, and surplus will refer to beginning teachers only unless otherwise specified.

## Need for the Study

Two studies of the teacher-training problem in Kentucky have been made. Donovan<sup>4</sup> studied the status of and need for trained elementary teachers in 1925. Willey<sup>5</sup> has investigated the relationship between the supply of secondary teachers in various subject matter fields and the demand in those fields. Willey's conclusions are based upon information obtained for the school year 1936-37. Donovan's data were gathered over the years 1922, 1923, 1924, and 1925. Each of the studies just referred to has made a valuable contribution to the better understanding of the problems faced by teacher-training institutions. The two studies were made more than ten years apart, however, and deal with different levels of training and preparation.

More recently Jagers<sup>6</sup> has made public a study of the fields of preparation for secondary teachers receiving certificates from 1938 through May 10, 1940. This study is based upon the major and minor fields of preparation as reported on applications for certification. Other publications of the State Department of Education—such as the report prepared by Evans<sup>7</sup> dealing with the financial support, financial ability, and inequalities existing in various school systems in Kentucky—have contributed to a knowledge of the status of teachers. Meece and Seay<sup>8</sup> have made a study of the financing of public elementary and secondary education in Kentucky. This report deals to some extent with the education of certified teachers in Kentucky and the average salaries of elementary and secondary teachers by type of district.

However, the information obtained seems to indicate that no study dealing with the training and placement of beginning teachers has been made, and it appears that such an investigation would be interesting, helpful, and informative.

<sup>4</sup> Herman Lee Donovan. *A State's Elementary Teacher-Training Problem* (Kentucky). George Peabody College for Teachers Contributions to Education, Number 17.

<sup>5</sup> Warner Moore Willey. *The Supply and Demand of Secondary School Teachers in Kentucky*. State Department of Education Bulletin, Vol. V, No. 9, November, 1937.

<sup>6</sup> R. E. Jagers. *Fields of Preparation for Secondary Teachers*. Mimeographed Report No. 34, Division of Teacher Training and Certification, State Department of Education, June, 1940.

<sup>7</sup> George L. Evans. *Financial Support, Financial Ability, and Inequalities Existing in Various School Systems in Kentucky*. State Department of Education Bulletin, Vol. VII, No. 2, April, 1939.

<sup>8</sup> Leonard E. Meece and Maurice F. Seay. *Financing Public Elementary and Secondary Education in Kentucky*. Bulletin of the Bureau of School Service, College of Education, University of Kentucky, Vol. XII, No. 1, September, 1939. p. 81-82.

## Sources of Data\*

Various reports received by the State Department of Education from the superintendents of the county and independent school districts were used as the primary sources of data. These reports<sup>9</sup> will be referred to hereafter as the 'salary schedule,' 'annual high school report,' and 'the organization report.' Other primary sources of data were the 'application for issuance of certificate' and the 'application for renewal of certificate.'<sup>10</sup> A questionnaire<sup>11</sup> was mailed to those who were not recorded as having received teaching positions.

Yearbooks of various societies, survey reports, research bulletins, unpublished dissertations, books, educational journals, published and mimeographed reports of departments of education in several states, and bulletins of colleges of education have been used as secondary sources of data.

## Collection of Data

The nature of the study made it necessary to secure the names of all beginning teachers. The salary schedules on file in the offices of the State Department of Education provide the only source from which the names of all beginning elementary and secondary teachers can be readily obtained. The schedules were examined and a list of teachers secured from the information recorded on Form 1, page 2, column 4. The same report yielded information as to type of school district in which the teacher was employed, the number of semester hours of college training, the teaching level, and the yearly salary of the teacher.

The annual high school report and the organization report were used as a check against the salary schedules when it became difficult to identify certain teachers. The applications for issuance and renewal of certificates were used to obtain information as to the institution in which the teacher was trained. The same applications also served as a check on the previous teaching experience of the applicant.

Although the State Department of Education receives no report which records the classification or serial number of the certificates of employed teachers, the division of certification keeps a card-index file of all certificate holders. The cards carry the name of the teacher along with the serial number and classification of the certificate

\* Appendix referred to under sources of data have been omitted from this bulletin.

<sup>9</sup> See Appendix, Forms 1, 2, and 3.

<sup>10</sup> See Appendix, Forms 4 and 5.

<sup>11</sup> See Appendix, form 6.

by Elliff<sup>16</sup> for Missouri; by Parsons<sup>17</sup> and by Elrod<sup>18</sup> for Tennessee; by Smith<sup>19</sup> and by Shaffer<sup>20</sup> for New Jersey; by Whitney<sup>21</sup> for Colorado; by Peterson, Linquist, Jepp, and Price<sup>22</sup> for Iowa; by Huffaker<sup>23</sup> for Oregon; by Gailey<sup>24</sup> for Vermont. Comparisons with the above studies will be made when occasion demands.

### Summary

The discussion contained in this chapter can be briefly summarized as follows:

1. This study is intended to present an accurate and comprehensive picture of the beginning teachers employed by the various school districts of Kentucky from the school year 1935-36 through the school year 1939-40.
2. The period for investigation is chosen because
  - a. Data prior to 1935-36 are not available;
  - b. It would be interesting to note the effect the certification law, which became operative September 1, 1935, had upon teacher training and placement; and
  - c. The period provides sufficient time for significant trends to become noticeable.
3. For the purpose of this study, beginning teacher refers to one who has had no previous teaching experience either within or without Kentucky.
4. The study contemplates a thorough examination of the factors incident to the training and placement of beginning teachers in Kentucky.
5. All primary source data were obtained from original records on file in the State Department of Education.

<sup>16</sup> Mary Elliff. *Some Relationships, Between Supply and Demand for Newly Trained Teachers, A Survey of the Situation in a Selected Representative State, Missouri.* Teachers College, Columbia University Contributions to Education No. 654. Bureau of Publications, New York, 1935.

<sup>17</sup> Rhey Boyd Parsons. "A Study of the Relation of Supply of Teachers to Demand for Teachers." *The Elementary School Journal*, 36:97-104, October, 1925.

<sup>18</sup> Lacy H. Elrod. *Teacher Supply, Training, and Demand in Tennessee as Related to Certification.* Doctor's Thesis, George Peabody College for Teachers, 1934.

<sup>19</sup> W. Scott Smith. *The Placement of Inexperienced Teachers in New Jersey High Schools in Relation to Their Academic Preparation.* Doctor's Thesis, New York University, 1937.

<sup>20</sup> Roy L. Shaffer. *The Demand for Teachers in New Jersey and Their Supply.* Doctor's Thesis, New York University, 1933.

<sup>21</sup> F. L. Whitney. *Teacher Supply and Demand in the Public Schools.* Colorado Teachers College Series, No. 8, Creeley, Colorado, 1930.

<sup>22</sup> E. T. Peterson, E. F. Lindquist, H. A. Jepp, and M. P. Price. *Teacher Supply and Demand in Iowa.* University of Iowa Studies, Vol. VII, No. 2, June, 1932.

<sup>23</sup> C. L. Huffaker. *Teacher Supply and Demand in Oregon.* University of Oregon Publication, Vol. II, No. 5, January, 1931.

<sup>24</sup> Francis Louis Bailey. *A Planned Supply of Teachers for Vermont.* Bureau of Publications, Teachers College, Columbia University, 1939.

6. The original records are occasionally in error. It is believed that corrections resulting from further investigation have produced accurate results.
7. The study is limited to certain phases of the training and placement of white teachers.

Since the academic training of prospective teachers is largely determined by the requirements for certification, the next chapter will deal with certification requirements and the types of certificates received by the prospective teachers included in the period of the study.

**Chapter II**  
**TEACHER CERTIFICATION IN KENTUCKY**

**Agencies Involved in Teacher Certification**

The General Assembly, which is the legislative body of the State, has created the State Board of Education and the Council on Public Higher Education. These two agencies and the State Department of Education perform certain functions in the certification of teachers. The General Assembly enacts into the state statutes the types of certificates to be issued and the minimum requirements in semester hours for each certificate. A semester hour is defined as:

Within the meaning of this act, a semester shall consist of eighteen weeks (one-half year) of standard college or university work, and a semester hour shall consist of one academic or college hour per week for one semester.<sup>1</sup>

The Council on Public Higher Education presents to the State Board of Education, appointed by the Governor, for its approval a suggested curricula for the minimum semester-hour requirement. After approval of the proposed curricula by the State Board of Education, the State Department of Education, through its division of certification, issues a teaching certificate.

The General Assembly sets the minimum requirements for certification, the Council on Public Higher Education is really an advisory group, the State Board of Education is an approving body, and the State Department of Education acts in an administrative capacity only.

The Board of Education, under the provisions of the Act creating the body, except for the Superintendent of Public Instruction who is a member ex-officio, is limited to lay members by the following provision:

The State Board of Education shall be composed of the Superintendent of Public Instruction and seven lay members who shall be appointed by the Governor in the following manner. . . . All subsequent appointments to the State Board of Education shall be for four-year terms; except that should any vacancy occur the vacancy shall be filled by appointment of a layman, by the Governor, the person so appointed to hold office only for the remainder of the period of time that his predecessor in office would have held, had no vacancy occurred.<sup>2</sup>

<sup>1</sup> *Acts of the General Assembly, 1934.* Chapter 65. p. 297.

<sup>2</sup> *Acts of the General Assembly, 1934.* Chapter 65. p. 213.

The qualifications for membership on the State Board of Education are set forth in the following language:

The qualifications for members of the State Board of Education shall be the same as those set out hereinafter for the school board members except that members of the State Board of Education shall be at least 30 years of age. In the appointment of members of the State Board of Education the Governor is to be influenced only by consideration of merit and fitness for the position, and appointments shall be made without reference to place of residence in any part of the Commonwealth, occupation, party affiliation, or similar considerations; except, that no member at the time of his appointment or during the term of his service shall be engaged as a professional educator.<sup>3</sup>

Since the qualifications for membership on the State Board of Education are the same, with one exception, as those required for membership on local boards of education, the legal qualifications for local board members are given below:

A person to be eligible to membership on a board of education must have attained the age of twenty-four years, must have been a citizen of the Commonwealth of Kentucky for at least three years preceding his election and must be a voter of the district for which he is elected. He must have completed at least the eighth grade in the common schools as shown (a) by the records of the school in which said eighth grade was completed; or (b) by affidavits of the teacher or teachers under whom the work was completed; or (c) by an examination to be held under such rules and regulations as may be adopted by the State Board of Education for holding such an examination. He must not hold or discharge the duties of any civil or political office, deputyship, or agency under the city or county of his residence. A board member shall be eligible for reelection unless he becomes disqualified as hereinafter provided.<sup>4</sup>

The Council on Public Higher Education was created by the General Assembly:

For the purpose of coordinating the work of public higher education in this Commonwealth, there is hereby created a Council on Public Higher Education in Kentucky.<sup>5</sup>

Membership of the Council on Public Higher Education is controlled by the following provisions:

The Council on Public Higher Education shall be composed of the following members: The president or chief executive officer of each of the following institutions of higher learning for white persons—the University of Kentucky, Eastern Kentucky State Teachers College, Western Kentucky State Teachers College, Murray State Teachers College, and Morehead State Teachers College; a member, other than the Superin-

<sup>3</sup> *Acts of the General Assembly*, 1934. Chapter 65. p. 214.

<sup>4</sup> *Ibid.* p. 245.

<sup>5</sup> *Acts of the General Assembly*, 1934. Chapter 65. p. 317.

tendent of Public Instruction, of the board of regents of each of the four above mentioned state teachers' colleges, said member to be selected by the board of regents of each teachers' college; three appointive members of the board of trustees of the University of Kentucky to be selected by the board of trustees of said University; two lay members of the State Board of Education to be selected by the State Board of Education; the dean of the College of Education of the University of Kentucky; and the Superintendent of Public Instruction of the Commonwealth, who shall be ex-officio chairman of the Council. When the Council shall meet to consider curricula for teacher training, three persons who are from accredited institutions of higher learning, who are not members of the Council, and who have been appointed by the Executive Committee of the Association of Kentucky Colleges and Universities, shall be invited to meet with the Council in an advisory capacity.<sup>6</sup>

The powers, duties, and functions of the Council on Public Higher Education are stated in the following words:

This council of sixteen members shall be known as the Council on Public Higher Education in Kentucky. It shall be the duty of the Council on Public Higher Education in Kentucky, and it shall have power:

a. To coordinate the work and determine the curricular offerings of the five public institutions of higher learning, for white persons, in Kentucky, namely, the University of Kentucky, Eastern Kentucky State Teachers College, Western Kentucky State Teachers College, Murray State Teachers College, Morehead State Teachers College, on the basis of efficiency and economy.

b. To determine the amount of entrance fees and the qualifications for admission to each of the above mentioned institutions of higher learning for white persons.

c. To consider the budgetary requirements of each of the above mentioned institutions of higher learning in Kentucky, and on the basis of the needs of the various institutions, as indicated by the individual budget submitted, to recommend to the state budget committee or other proper authority a budget covering the needs of the five institutions.

d. To require such reports from the executive officers of each of the above mentioned institutions of higher learning as it may deem necessary for the effectual performance of its duties.

e. To publish at least biennially a report of the educational and financial affairs of the five institutions of higher learning for white persons maintained by the Commonwealth.

f. To elect, if it deems necessary, a part-time or a full-time secretary.<sup>7</sup>

Additional functions of the Council on Public Higher Education and the State Board of Education in the award of teaching certificates are contained in the following quotation:

The certification of all superintendents, principals, teachers, supervisors, attendance officers, and other administrative, supervisory, or instruc-

<sup>6</sup> *Ibid.*

<sup>7</sup> *Acts of the General Assembly, 1934. Chapter 65. p. 318.*



tional employees shall be vested in the State Board of Education. All certificates provided for by this act and that may be issued under this act shall be issued in accordance with the published rules and regulations of the State Board of Education through its executive officer, the Superintendent of Public Instruction. Certificates shall be issued, re-issued, and renewed to former students, students and graduates of the state teachers' colleges of Kentucky for white persons and of the College of Education of the University of Kentucky upon the basis of the completion of the curricula prescribed by the Council on Public Higher Education for each or any of the certificates provided for herein or as may hereafter be provided by law, and the curricula when so prescribed may be approved by the State Board of Education.

Certificates shall be issued to the former students, students and graduates of the two state institutions for colored persons in accordance with law and in accordance with the rules and regulations of the State Board of Education.

The State Board of Education is hereby authorized and directed to approve the curricula of any standard college or university, or of any department thereof for the training of teachers, when the curricula comply with the rules and regulations of the State Board of Education and when the institution shall have curricula equivalent to any or all curricula prescribed for the state institutions for any of the certificates for teaching issued to students of such schools and as shall have otherwise met the terms and conditions as hereinafter provided. Any student of such institution who shall have completed any of these curricula or the equivalent thereof, as approved by the State Board of Education, and who in addition thereto shall have completed the prescribed requirements for the issuance of certificates for teaching to students of the state institutions may, by the State Board of Education, be granted a certificate for teaching of the same validity and tenure as certificates which are issued to students completing like requirements in the state institutions.<sup>8</sup>

The General Assembly has very clearly defined standard college or university and standard graduate work as being:

An institution which is a member of the Association of Colleges and Universities of the Southern States or the American Association of Teachers Colleges or the Kentucky Association of Colleges and Universities or which may be recognized as an accredited four-year institution by the University of Kentucky shall be deemed a standard college or university in the meaning of this act.

Standard college or university work of graduate grade shall be interpreted to mean approved work in an institution belonging to any of the accrediting agencies set out herein and which institution has a program of work extending beyond four years of college or university work.<sup>9</sup>

<sup>8</sup> *Acts of the General Assembly, 1934.* Chapter 65. p. 295.

<sup>9</sup> *Ibid.* p. 297.

## Accredited Colleges and Universities in Kentucky Whose Curricula for Training Teachers Have Been Approved

The Kentucky colleges and universities which are accredited and whose curricula for teacher training have been approved are given in Table 1. A publication of 1940<sup>10</sup> includes Ashland Junior College as an approved teacher training institution. This college, however, did not prepare teachers during the period of the present

**TABLE 1. THE ACCREDITED COLLEGES AND UNIVERSITIES OF KENTUCKY, BY TYPE OF CONTROL, WHOSE CURRICULA FOR TRAINING TEACHERS HAVE BEEN APPROVED BY THE STATE BOARD OF EDUCATION AND THE SCHOOL LEVEL FOR WHICH CURRICULA HAVE BEEN APPROVED\***

Names of Colleges	Type of Control	Levels	Type of Position for Which Curricula are Offered	
			Elementary	Secondary
Eastern Kentucky State Teachers College	State	Senior	Yes	Yes
Morehead State Teachers College	State	Senior	Yes	Yes
Murray State Teachers College	State	Senior	Yes	Yes
University of Kentucky	State	Senior	Yes	Yes
Western Kentucky State Teachers College	State	Senior	Yes	Yes
Asbury College	Church Related	Senior	No	Yes
Berea College	Private	Senior	Yes	Yes
Bowling Green College of Commerce	Private	Senior	No	Yes
Centre College	Church Related	Senior	No	Yes
Georgetown College	Church Related	Senior	Yes	Yes
Kentucky Wesleyan College	Church Related	Senior	Yes	Yes
Nazareth College	Church Related	Senior	Yes	Yes
Transylvania College	Church Related	Senior	No	Yes
Union College	Church Related	Senior	Yes	Yes
University of Louisville	Municipal	Senior	Yes	Yes
Villa Madonna College	Church Related	Senior	Yes	Yes
Bethel Woman's College	Church Related	Junior	Yes	No
Campbellsville College	Church Related	Junior	Yes	No
Caney Junior College	Private	Junior	Yes	No
Cumberland College	Church Related	Junior	Yes	No
Lees Junior College	Church Related	Junior	Yes	No
Lindsey Wilson Junior College	Church Related	Junior	Yes	No
Mt. St. Joseph Junior College	Church Related	Junior	Yes	No
Nazareth Junior College	Church Related	Junior	Yes	No
Pikeville College	Church Related	Junior	Yes	No
St. Catherine Junior College	Church Related	Junior	Yes	No
Sue Bennett College	Church Related	Junior	Yes	No
Ursuline Sacred Heart College	Church Related	Junior	Yes	No

\* Adapted from *Organization and Administration of Teacher Education*. State Department of Education Bulletin, Vol. V, No. 11, 1938. p. 26.

study and is omitted from the list. The Louisville Normal School was an accredited teacher training agency during the school year 1935-36. Although the latter school was discontinued at that time, this study gives credit to that institution for the number of teachers prepared but does not include the name of the school in the table.

<sup>10</sup> *Teacher Education and Certification*. State Department of Education Bulletin, Vol. VIII, No. 3, May, 1940. p. 226.

The curricula leading to the types of certificates discussed in this study which may be offered in senior colleges are:

1. One-year curricula for elementary teachers<sup>11</sup>
2. Two-year curricula for elementary teachers
3. Four-year curricula for elementary teachers
4. Four-year curricula for secondary teachers
5. Graduate schools may offer curricula beyond four years

The curricula which may be offered in junior colleges are:

1. One-year curricula for elementary teachers<sup>12</sup>
2. Two-year curricula for elementary teachers.

### Requirements for Certification

The period of this study includes the date of the change in certification requirements as enacted by the General Assembly during its 1934 session. The new requirements went into effect on September 1, 1935 so many of the certificates referred to in the present study were issued under former certification laws. The certificates issued during the period from 1935 through 1939 will, therefore, be discussed under two divisions:

1. Those certificates issued before the acts of the General Assembly of 1934 went into effect, and
2. Those certificates issued after the acts of the General Assembly of 1934 went into effect.

Certificates issued before September 1, 1935, and which appear in this investigation are: the college elementary, the standard elementary, the provisional high school, and the standard high school certificates. Since the three latter certificates have been issued after September 1, 1935, but with different requirements, the certificates will be referred to hereinafter as:

- Standard Elementary Certificate (1934)
- Standard Elementary Certificate (1935)
- Provisional High School Certificate (1934)
- Provisional High School Certificate (1935)
- Standard High School Certificate (1934)
- Standard High School Certificate (1935)

<sup>11</sup> This curriculum was abolished by the General Assembly in 1934.

<sup>12</sup> *Ibid.*

### Requirements for Certificates Issued before September 1, 1935

The requirements<sup>13</sup> for certificates issued before September 1, 1935, and which appear in this study were:

1. The college elementary certificate which was issued to applicants who had "completed 32 semester hours of prescribed and elective work, earned in residence in a standard junior or senior college,"
2. The standard elementary certificate (1934) which was "issued upon a minimum of 64 semester hours of standard college credits, including at least 12 semester hours in Education."
3. The provisional high school certificate (1934) which was "issued upon a minimum of 64 semester hours of standard college work, including at least 12 semester hours in Education."
4. The standard high school certificate (1934) which was "issued to graduates of standard senior colleges presenting at least 12 semester hours in Education, with practice teaching or satisfactory evidence of two years' teaching in high school."

The requirements for certification as set out above are stated in terms of semester hours, with reference to professional courses and practice teaching. Although no reference is made to the content of the course offerings, it would be assumed that curricula appropriate to the proposed teaching level were approved by the State Board of Education.

### Requirements for Certificates Issued after September 1, 1935

The requirements<sup>14</sup> for certificates which have been issued since September 1, 1935, and which appear in this study are:

1. The standard elementary certificate (1935) which is granted upon the completion of the approved four-year curriculum for the training of elementary teachers and graduation from an accredited senior college
2. The provisional elementary certificate which is issued upon the completion of the two-year program for the training of elementary teachers in an accredited junior or senior college

<sup>13</sup> *Legal Requirements Governing the Issuance of Certificates for Teachers in Kentucky.* Division of Certification Leaflet, September 1, 1932. p. 6-10.

<sup>14</sup> *A Summary of the Laws and the Regulations of the State Board of Education Relating to the Issuance and Renewal of Certificates in Kentucky.* Division of Certification Leaflet, No. 2, March 1940. p. 9-3.

3. The provisional high school certificate which may be granted upon completion of the approved four-year curriculum for the training of secondary teachers and graduation from an accredited senior college
4. The standard high school certificate (1935) which may be granted to those who have completed the requirements for the provisional high school certificate (1935) and have received a master's degree from an accredited graduate school.

An examination of the requirements for certification before and after September 1, 1935, shows an increase of from thirty-two to sixty-four semester hours of training necessary for the issuance of certificates at both the elementary and secondary levels.

Teachers who have received emergency certificates have been included in the present study. An emergency certificate<sup>15</sup> may be issued for one year upon official oath by the district Board of Education that it is impossible to secure a legally qualified teacher for the position for which the emergency certificate is sought. In most instances it was found that the applicants for emergency certificates had practically met the legal requirements for certification and for that reason the holders of such certificates who have secured positions have been classed as beginning teachers.

Since an applicant for a trades and industries certificate is not required to have academic training beyond four years of high school,<sup>16</sup> the teachers of trade and industrial subjects have not been included in the present investigation.

Provisional high school certificates to teach specific subjects such as vocational agriculture, home economics, commerce, and music are granted by the State Board of Education and have been included in the total number of provisional high school certificates granted during a particular year.

### Certificates Granted from 1935 Through 1939

An investigation of the available records indicates that 8,671 persons who had not previously held certificates to teach in Kentucky secured such certificates during the calendar years 1935, 1936, 1937, 1938, and 1939. The number and classification of these certificates are given in Table 2.

<sup>15</sup> *Teacher Education and Certification*. Department of Education Bulletin, Vol. VII, No. 8, May, 1940. p. 200.  
<sup>16</sup> *Teacher Education and Certification*. Department of Education Bulletin, Vol. VII, No. 8, May, 1940. p. 205.

An analysis of Table 2 will show that 5,520 persons secured certificates to teach in the elementary schools during the period of the study, and that 3,052 persons were issued certificates to teach in the secondary schools during the same period. It should be kept

TABLE 2. NUMBER AND CLASSIFICATION OF CERTIFICATES ISSUED TO PROSPECTIVE BEGINNING TEACHERS OVER THE PERIOD OF YEARS FROM 1935 THROUGH 1939

Type of Certificate Issued	Number of Certificates Issued During the Year					Total
	1935	1936	1937	1938	1939	
College Elementary .....	1,441	-----	-----	-----	-----	1,441
Standard Elementary (1934) .....	707	-----	-----	-----	-----	707
Standard High School (1934) .....	671	-----	-----	-----	-----	671
Provisional High School (1934) .....	301	-----	-----	-----	-----	301
Provisional Elementary (1935) .....	3	401	879	899	966	3,148
Provisional High School (1935) .....	-----	438	507	513	522	1,980
Standard Elementary (1935) .....	-----	21	59	56	88	224
Standard High School (1935) .....	-----	24	27	22	27	100
Emergency .....	3	9	16	19	52	99
<b>Total .....</b>	<b>3,126</b>	<b>893</b>	<b>1,488</b>	<b>1,509</b>	<b>1,655</b>	<b>8,671</b>

in mind that none of these certificates were issued, so far as the records show, to persons who had taught or held certificates previously. It would be unusual to find that the several reports of the various district superintendents had been absolutely accurate during the period of years studied. Corrections for Table 2 and succeeding tables will be made in Chapter IV according to the results of a subsequent inquiry directed to those who became legally qualified to begin their teaching experience during the period of the study but whose names did not appear on any of the salary schedules submitted by the school districts of the state during this period.

It should be noted in passing that of the 8,671 persons receiving their initial certificate to teach in Kentucky during the five-year period under consideration, 3,120 or roughly one-third of the total number received their certificates under the law expiring as of September 1, 1935. There are at least two possible explanations of this situation:

1. It might be that in 1935 there were an unusual number of persons planning to enter the teaching profession.
2. Since it was known that the requirements for certification had been increased, it is quite possible that many who planned to enter the teaching profession hastened to secure certificates before the increase in requirements became effective.

## Summary

1. Teacher certification in Kentucky is
  - a. Controlled by enactments of the legislative body of the Commonwealth.
  - b. Issued upon completion of certain curricula for teacher training suggested by the Council on Public Higher Education and approved by the State Board of Education.
  - c. Granted to those persons who make application for certificates for which they are qualified after the satisfactory completion of such training as is demanded by the General Assembly, suggested by the Council on Public Higher Education, and approved by the State Board of Education.
  
2. The academic requirements for certification were appreciably increased by the certification act of the 1934 session of the General Assembly.
  
3. Of the 8,671 persons who received their first certificates to teach in Kentucky during the years 1935 through 1939, 5,520 received certificates to teach at the elementary level and 3,052 were granted the right to teach at the secondary level.

All prospective teachers who received certificates during the period of this study did not secure teaching positions. The following chapter will deal with the phases and factors incident to the employment of beginning teachers in Kentucky over the period 1935 through 1939.

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### Chapter III

#### THE TRAINING AND PLACEMENT OF BEGINNING TEACHERS IN KENTUCKY

An examination of records on file in the division of certification of the State Department of Education indicates that 8,671 persons<sup>1</sup> became legally qualified for the first time to teach in the public schools of Kentucky during the years 1935 through 1939. Table 3 shows that of the total number of persons receiving their first certificates during this time, 4,968 were employed in the public schools during the same period. Table 4 shows that 5,261 beginning teachers were employed in the public schools during the period covered by this investigation. Of that number, however, 243 received their first certificate prior to 1935, and an additional fifty could not be identified for all purposes of this study.

This chapter presents an analysis of the 5,261 beginning teachers employed in the public elementary and secondary schools of Kentucky for the school years 1935-36 through 1939-40 with respect to:

1. The type of district in which employment was obtained
2. The teaching level, elementary or secondary, at which their teaching experience began
3. Their academic and professional preparation

TABLE 3. NUMBER OF PERSONS HOLDING EACH TYPE OF CERTIFICATE ISSUED FROM 1935 THROUGH 1939 WHO SECURED TEACHING POSITIONS IN THE PUBLIC SCHOOLS OF KENTUCKY DURING THAT TIME

Type of Certificate Held	Number of Beginning Teachers Employed Who Held Certificates Issued During					Total
	1935	1936	1937	1938	1939	
College Elementary	1,088					1,088
Standard Elementary (1934)	356					356
Standard High School (1934)	201					201
Provisional High School (1934)	164					164
Provisional Elementary (1935)	3	279	639	691	627	2,239
Provisional High School (1935)		225	188	218	151	782
Standard Elementary (1935)		7	24	29	43	103
Standard High School (1935)		3	1	4	6	14
Emergency	2	3		3	13	21
<b>Total</b>	<b>1,814</b>	<b>517</b>	<b>852</b>	<b>945</b>	<b>840</b>	<b>4,968</b>

<sup>1</sup> See Table 2, p. 744.



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939	Total	1,088
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840		4,968

TABLE 4. NUMBER OF BEGINNING TEACHERS EMPLOYED BY THE INDEPENDENT AND COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40.

Type of District in Which Employment was Secured	Number of Beginning Teachers Employed for the School Year										Totals for the Period		Total Number of Beginning Teachers Employed
	1935-36		1936-37		1937-38		1938-39		1939-40		Ele-mentary	Sec-ondary	
	Ele-mentary	Sec-ondary	Ele-mentary	Sec-ondary	Ele-mentary	Sec-ondary	Ele-mentary	Sec-ondary	Ele-mentary	Sec-ondary			
Independent	142	62	74	62	69	83	81	78	62	82	428	367	795
County	1,267	75	592	96	704	92	715	136	671	118	3,949	517	4,466
Total	1,409	137	666	158	773	175	796	214	733	200	4,377	884	5,261
Total for the Year and Period	1,546		824		948		1,010		933		5,261		5,261

4. The institutions of higher learning in which their academic preparation was received
5. Their salaries
6. The dates of their initial employment as related to the years in which their certificates were issued
7. The number employed in their home counties. And
8. Their sex.

### **The Placement of Beginning Teachers in County and Independent School Districts**

Table 4 is presented to show the districts, county or independent, in which the beginning teachers from 1935-36 through 1939-40 found employment. The same table gives the teaching level, elementary or secondary, at which the teaching service of the 5,261 teachers employed began. The total number of elementary and secondary teachers employed by the county and independent school districts for the school years 1935-36 through 1939-40 is given in Table 5.

A study of the data contained in Table 4 indicates

1. That 5,261 beginning teachers were employed in the public elementary and secondary schools of Kentucky from 1935 through 1939 and that of that number
  - a. The independent school districts employed 795, or 15.1 per cent; and
  - b. The county school districts employed 4,466, or 84.9 per cent
2. That 884 of the beginning teachers taught in the secondary schools and 4,377 in the elementary schools
3. That of the beginning secondary teachers
  - a. The independent school districts employed 367, or 41.5 per cent, and
  - b. The county school districts employed 517, or 58.5 per cent
4. That of the beginning elementary teachers
  - a. The independent school districts employed 428, or 9.8 per cent, and
  - b. The county school districts employed 3,949, or 90.2 per cent.

TABLE 5. NUMBER OF ELEMENTARY AND SECONDARY TEACHERS EMPLOYED BY THE COUNTY AND INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40\*

School Year	Number of Teachers Employed by the County Districts		Number of Teachers Employed by the Independent Districts		Total Number of Teachers Employed		Grand Total
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	
1935-36	9462	1856	3057	2063	12519	3919	16438
1936-37	9750	2007	3031	2155	12781	4162	16943
1937-38	9809	2194	2845	2171	12654	4365	17019
1938-39	9784	2359	2836	2175	12620	4534	17154
1939-40	9667	2507	2848	2274	12515	4781	17296

\* This table was compiled from data given in the following publications:  
*Kentucky Public School Directory, 1935-36.* State Department of Education Bulletin, Vol. III, No. 9, November, 1935.  
*Kentucky Public School Directory, 1936-37.* State Department of Education Bulletin, Vol. IV, No. 9, November, 1936.  
*Kentucky Public School Directory, 1937-38.* State Department of Education Bulletin, Vol. V, No. 8, October, 1937.  
*Kentucky Public School Directory, 1938-39.* State Department of Education Bulletin, Vol. VI, No. 9, November, 1938.  
*Kentucky Public School Directory, 1939-40.* State Department of Education Bulletin, Vol. VII, No. 8, October, 1939.

Donovan states that, at the time of his study,<sup>2</sup> approximately one-fourth of the rural elementary teachers were teaching for the first time. That this condition has not existed in Kentucky only is evidenced by Peterson's report<sup>3</sup> that twenty-five per cent of the rural elementary teachers of Iowa employed during the school year 1928-29 had had no previous teaching experience. If it is assumed that the county school districts of Kentucky are largely rural,<sup>4</sup> the status of the rural elementary teacher in Kentucky has become more stable since 1925, the date of Donovan's study. An analysis of the data presented in Table 4 and Table 5 shows that a relatively small percentage of the rural elementary teachers have had no previous teaching experience since the ratio of beginning elementary teachers to the total number of elementary teachers employed ranged from only 6.1 per cent in 1936-37 to 13.4 per cent in 1935-36. The school year 1935-36 is an unusual one since the changes in the requirements for certification became effective September 1, 1935.

If Table 4 and Table 5 are analyzed together, it is found that over the period of the study approximately 4 per cent of the secondary teachers employed were beginning teachers, the ratio varying from 3.6 per cent in 1935-36 to 4.7 per cent in 1938-39. It is also found that a larger per cent of the elementary teachers are beginning teachers since the percentage ranges from 5.2 per cent in 1936-37 to 11.2 per cent in 1935-36.

Parsons' study<sup>5</sup> would indicate that approximately 9 per cent of the elementary teachers and 3 per cent of the secondary teachers employed in the public schools of Tennessee in 1933-34 were inexperienced teachers. Peterson<sup>6</sup> reports that 7.7 per cent of all city elementary teachers and 18.5 per cent<sup>7</sup> of all senior high school teachers employed in Iowa in 1928-29 were beginning teachers. In 1935-36, 6.9 per cent of the secondary teachers and 10.4 per cent of the elementary teachers employed in the public schools of Minnesota were beginning teachers.<sup>8</sup> The percentages of beginning teachers employed in Kentucky for the same year were somewhat lower, being 3.6 per cent for the beginning secondary teachers and 11.2 per cent for the

<sup>2</sup> Herman Lee Donovan. *A State's Elementary Teacher Training Problem (Kentucky)*. George Peabody College for Teachers Contributions to Education, No. 17, 1925. p. 62.

<sup>3</sup> E. T. Peterson and Others. *Teacher Supply and Demand in Iowa*. University of Iowa Studies, Vol. VII, No. 2, June, 1932. p. 66.

<sup>4</sup> See page 1.

<sup>5</sup> Rhey Boyd Parsons. "A Study of the Relation of Supply of Teachers to Demand for Teachers." *The Elementary School Journal*, October, 1935, 36:97-104.

<sup>6</sup> E. T. Peterson. *Op. cit.* p. 80.

<sup>7</sup> *Ibid.* p. 231.

<sup>8</sup> *Minnesota Public-School Teacher Turnover, Training, Experience, and Supply*. Minnesota State Department of Education mimeographed report, April, 1936. p. 3.

beginning elementary teachers. Campbell<sup>9</sup> found that for 1931-32, 6 per cent of the teachers in the accredited secondary schools of the Association of Colleges and Secondary Schools of the Southern States were beginning teachers.

Since Peterson's study was made six years before the first year included in the present study, a close correlation of the percentages of beginning teachers employed would not be expected. The ratio of the number of beginning teachers to the total number of teachers employed in Kentucky should more nearly match the studies made for Tennessee by Parsons and for the Southern states by Campbell since the periods of these studies and the similar economic, social, and political areas involved might be expected to yield comparable results. Although there are some differences between the results of the present study and the two investigations just mentioned, the percentage of beginning teachers employed in Kentucky differs very little from the percentages prevailing in the Southern states in general.

For the school year 1938-39, the independent school districts of Kentucky employed 159 beginning teachers which represented 3.1 per cent of all the teachers employed by such districts. During the same year, the county districts of Kentucky employed 851 beginning teachers, or 7 per cent of all teachers employed by those districts. Of the total number of teachers employed by the town and city districts of Indiana<sup>10</sup> in the same year, 2.8 per cent were beginning teachers; and, 7.4 per cent of the teachers employed in the townships were beginning teachers. Indiana borders Kentucky on the north and the "town and city districts" and the "township" districts are very similar to the independent and county districts of Kentucky respectively. It would appear, therefore, that the percentages of beginning teachers employed in Kentucky and Indiana are very much the same.

Several of the independent school districts failed to employ a beginning teacher during the period of this study.<sup>11</sup> Failure to employ beginning teachers might be due to

1. The fact that no vacancies occurred during the period,
2. Local rulings that no inexperienced teachers can be employed, or
3. A belief shared by the local school boards and superintendents that the children and the community would be better served by teachers of previous teaching experience.

<sup>9</sup> Doak S. Campbell. *Beginning Teachers in the Accredited Secondary Schools of the Association of Colleges and Secondary Schools of the Southern States*. Division of Surveys and Field Studies, George Peabody College, 1935.

<sup>10</sup> *The Indiana Teacher*, Vol. 84, No. 7, March, 1940. p. 9.

<sup>11</sup> See Table 5, p. 39.

If no beginning teachers were employed for either of the latter reasons, it would seem that the superintendents and school boards fail to recognize an obligation to the teaching profession. Many promising candidates for the profession leave the teacher-training institutions of the state each year. Unless the more capable of the candidates can secure teaching positions at a decent salary and in a pleasant social environment some of them, at least, will become lost to the teaching profession through securing other types of employment. In addition, it might be rather difficult to prove conclusively that a teacher who has received his teaching experience without correct or adequate supervision would be a better teacher than one who had only recently received good training in one of the teacher-training institutions. Teaching experience must begin somewhere and it would seem that all school systems should accept their part of the responsibility by employing beginning teachers.

Table 5 shows that there were 858 more teaching positions in the state in 1939-40 than there were in 1935-36. The same table shows that the number of secondary teachers employed increased by 862 during the same period. It must not be assumed that the entire increase in teaching positions has been at the secondary level. At least a part of this increase has been due to the recent tendency to include grades seven and eight as a part of the high school organization.

John W. Brooker, State Superintendent of Public Instruction, has been quoted recently<sup>12</sup> as saying that enrollment in the elementary school grades is decreasing in Kentucky while the high school enrollment is increasing at the present. The teacher-training institutions of the state should follow trends in enrollment and keep prospective teachers informed as to the probability of employment at certain teaching levels.

When present school enrollment tendencies are taken into account, Table 4 requires further analysis. The demand for beginning teachers for the school year 1936-37 is the smallest for any year during the period studied, a situation which is probably due partially to the fact that a large number of beginning teachers received teaching positions during the preceding year. It appears that the demand for beginning teachers has become somewhat stabilized during the past three years.

### **The Amount of Preparation of Beginning Teachers**

The teacher certification laws, outlined in Chapter II, fix the minimum requirements in terms of academic and professional prepara-

<sup>12</sup> *The Courier-Journal*. Louisville, Kentucky, Section 2, July 2, 1940. p. 1.

tion which must be met in order to obtain a teaching certificate. Although the accumulation of a certain number of semester hours of college work does not guarantee teaching success,<sup>13</sup> the length of time spent in preparation for the teaching profession is one of the criteria used by school administrators in the selection of teachers.

Two years of college work, following an approved curriculum for the training of elementary teachers, are now required for the issuance of the provisional elementary certificate, and four years of college work, following an approved curriculum for the training of secondary teachers, are required of those applying for the standard elementary certificate. Standard high school certificates are now granted to applicants who have received the master's degree from a standard graduate school and who have also satisfied the requirements for the provisional high school certificate which is issued upon the completion of the four-year secondary curriculum and graduation from a standard senior college.

The college elementary certificate, which was issued to applicants who had completed a prescribed one-year college curriculum, was discontinued August 31, 1935. Table 2 shows that a large number of teachers who held college elementary certificates were available for teaching positions in 1935-36.

Holders of elementary teaching certificates based upon approved curricula of from one to four years of preparation, and holders of secondary teaching certificates granted upon the completion of from two to five years of such training have been available for teaching positions during the period covered by the present study. If there has been a trend toward the employment of beginning teachers who have received more than the minimum amount of training necessary for certification, such a trend would become apparent from an examination of the data presented in Tables 6, 7, 8, and 9.

Table 6 shows that the independent school districts have consistently employed beginning elementary teachers whose training exceeded the minimum requirements to teach in the elementary field. In 1935-36 only 7 per cent of the beginning elementary teachers employed by these districts failed to have preparation exceeding the thirty-two semester hours of college training required for the college elementary certificate. At that time 49.9 per cent had completed four or more years of college work, and 30.3 per cent had received sixty-four semester hours of training. In 1939-40, 70.9 per cent of such teachers employed had four or more years of training and 14.5 per

<sup>13</sup>J. V. Yankey and P. L. Anderson. "Relationship of Teaching Ability to Various Criteria of Teaching Success." *Educational Administration and Supervision*, Vol. 19, October, 1933. p. 513.

TABLE 6. COLLEGE TRAINING OF THE BEGINNING ELEMENTARY TEACHERS EMPLOYED BY THE INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40

Years of College Training	Number and Per Cent of Beginning Teachers Having Certain College Training Employed for the School Year									
	1935-36		1936-37		1937-38		1938-39		1939-40	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
One-half or less ....	2	1.4	0	0.0	0	0.0	0	0.0	0	0.0
One .....	8	5.6	1	1.4	0	0.0	0	0.0	0	0.0
One and one-half....	4	2.8	1	1.4	0	0.0	0	0.0	0	0.0
Two .....	43	30.3	18	24.3	29	42.0	15	18.6	9	14.5
Two and one-half..	7	5.0	5	6.8	3	4.3	7	8.5	2	3.2
Three .....	7	5.0	5	6.8	4	5.8	5	6.2	4	6.5
Three and one-half	0	0.0	1	1.4	0	0.0	0	0.0	3	4.9
Four .....	66	46.4	38	51.3	32	46.4	50	61.8	41	66.1
Four and one-half..	2	1.4	3	4.0	0	0.0	0	0.0	2	3.2
Five .....	3	2.1	2	2.6	1	1.5	4	4.9	1	1.6
Total .....	142	100.0	74	100.0	69	100.0	81	100.0	62	100.0



Total .....	142	100.0	74	100.0	69	100.0	81	100.0	62	100.0
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TABLE 7. COLLEGE TRAINING OF THE BEGINNING ELEMENTARY TEACHERS EMPLOYED BY THE COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40

Years of College Training	Number and Per Cent of Beginning Teachers Having Certain College Training Employed for the School Year									
	1935-36		1936-37		1937-38		1938-39		1939-40	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
One-half or less ....	8	0.6	0	0.0	0	0.0	0	0.0	0	0.0
One .....	721	56.9	85	14.3	4	0.6	0	0.0	0	0.0
One and one-half....	112	8.9	56	9.5	10	1.4	1	0.2	0	0.0
Two .....	265	20.9	290	49.0	513	72.9	571	79.8	496	73.9
Two and one-half..	47	3.7	52	8.8	43	6.1	53	7.4	71	10.6
Three .....	34	2.8	32	5.4	41	5.8	24	3.3	39	5.8
Three and one-half	14	1.1	15	2.5	19	2.7	13	1.8	9	1.3
Four .....	65	5.1	58	9.8	70	10.0	51	7.1	52	7.8
Four and one-half..	1	0.0	4	0.7	3	0.4	1	0.2	2	0.3
Five .....	0	0.0	0	0.0	1	0.1	1	0.2	2	0.3
Total .....	1,267	100.0	592	100.0	704	100.0	715	100.0	671	100.0

TABLE 8. COLLEGE TRAINING OF THE BEGINNING SECONDARY TEACHERS EMPLOYED BY THE COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40

Years of College Training	Number and Per Cent of Beginning Teachers Having Certain College Training Employed for the School Year									
	1935-36		1936-37		1937-38		1938-39		1939-40	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Two .....	2	2.7	2	2.1	0	0.0	0	0.0	0	0.0
Two and one-half..	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Three .....	0	0.0	1	1.0	0	0.0	0	0.0	0	0.0
Three and one-half	0	0.0	0	0.0	0	0.0	0	0.0	1	0.8
Four .....	66	88.0	85	88.6	87	94.6	124	91.2	106	90.0
Four and one-half..	7	9.3	5	5.2	2	2.2	12	8.8	7	5.8
Five .....	0	0.0	3	3.1	3	3.2	0	0.0	4	3.4
Total .....	75	100.0	96	100.0	92	100.0	136	100.0	118	100.0

TABLE 9. COLLEGE TRAINING OF THE BEGINNING SECONDARY TEACHERS EMPLOYED BY THE INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40

Years of College Training	Number and Per Cent of Beginning Teachers Having Certain College Training Employed for the School Year									
	1935-36		1936-37		1937-38		1938-39		1939-40	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Two .....	0	0.0	1	1.6	1	1.2	0	0.0	0	0.0
Two and one-half..	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Three .....	0	0.0	0	0.0	0	0.0	0	0.0	1	1.2
Three and one-half	1	1.6	0	0.0	0	0.0	0	0.0	0	0.0
Four .....	52	83.9	53	85.5	72	86.8	69	88.5	75	91.5
Four and one-half..	5	8.1	5	8.1	6	7.2	5	6.4	4	4.9
Five .....	4	6.4	3	4.8	4	4.8	4	5.1	2	2.4
Total .....	62	100.0	62	100.0	83	100.0	78	100.0	82	100.0

cent had received only the sixty-four semester hours of preparation necessary to teach in the elementary field. There seems to be an increasing tendency for independent school districts to require longer periods of training for beginning teachers.

Table 9 shows that of the beginning elementary teachers securing employment in the county school districts in 1935-36, 56.9 per cent barely met the thirty-two semester hour requirement for certification and only 5.1 per cent had completed four years of college training. In 1936-37, only 27.2 per cent of the beginning elementary teachers employed by such school districts had training above the two-year level required by the certification law which went into effect September 1, 1935. Approximately three-fourths of the beginning elementary teachers employed by the county school districts for each of the school years 1936-37 through 1939-40 had only sixty-four semester hours of preparation. In these districts no tendency is observed to require beginning elementary teachers to have more than the minimum amount of training necessary for certification. Later in this chapter it will be shown that the median yearly salary received by the beginning elementary teacher in the county school districts is appreciably lower than those received by a similar group of teachers in the independent school districts. It would follow, therefore, that the latter districts could secure the services of better-trained teachers.

An increase in the minimum requirements necessary for certification to teach at the elementary level would likely make it difficult for some who are planning to become teachers to obtain the necessary amount of training. The prospective teachers found it possible, however, to secure the additional requirements imposed by the certification law of 1934 and it is probable that they would be able to do so again.

An examination of Table 8 and Table 9 reveals that both the county and independent school districts have employed a large percentage of beginning secondary teachers who had at least four years of college training during each year covered by the present study. In 1935-36, 97.3 per cent of the beginning secondary teachers employed by the county school districts and 98.4 per cent of those employed by the independent school districts had completed four or more years of preparation, and in 1939-40 only one beginning teacher in each type of district had less than that amount of training. According to Smith,<sup>14</sup> 94 per cent of the new teachers, including those both experienced and inexperienced, needed for the secondary schools of New Jersey in 1933-34, had as much as four years of academic preparation,

<sup>14</sup> W. Scott Smith. *The Placement of Inexperienced Teachers in New Jersey High Schools in Relation to Their Academic Preparation*. Doctor's Thesis. New York University, 1937. p. 20.

and that of that number 13.8 per cent had five years or more of training. It follows that the training of the beginning secondary teachers recently appointed in Kentucky compares very favorably with the training of the new teachers recently employed in New Jersey.

### **The Institutions of Higher Learning in Which the Beginning Teachers Received Their Training**

The General Assembly has granted the privilege of training teachers for the public schools of Kentucky to the approved tax-supported and privately-supported institutions of higher learning within the State and to accredited institutions outside the State.<sup>15</sup> Table 1 has been presented to show the Kentucky colleges which have been approved by the State Board of Education as teacher-training institutions. Twenty-nine approved institutions within Kentucky have trained teachers during the period of the present study. These teacher-training agencies may be classified as follows:

1. The University of Kentucky
2. Four state teachers' colleges
3. Two municipal colleges
4. Two private senior colleges
5. Eight church related senior colleges
6. One private junior college, and
7. Eleven church related junior colleges.

Some information concerning the participation by these colleges in the training of teachers for the public schools of the state is given in Tables 10 to 18.

The present study is concerned primarily with the academic level and type of control of the colleges within the state which have prepared the beginning teachers rather than the particular colleges which are engaged in teacher training; so, for this reason Tables 10 and 11, which give the colleges in which the training was received, are presented for information rather than for analysis.

Table 12 records the colleges, according to academic level and the type of control, in which all the beginning teachers employed by the school districts of Kentucky for the school years 1935-36 through 1939-40 received their training. This table shows that 65.8 per cent of all the beginning teachers employed in the public schools of Kentucky from 1935-36 through 1939-40 received their preparation in senior colleges, and 28.6 per cent in the junior colleges of the state. There appears to be a slight increase in the number of teachers em-

<sup>15</sup> *Acts of the General Assembly, 1934. Chapter 65. p. 295.*

TABLE 10. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING

Name of College	Number of Teachers Trained Who Became Beginning Teachers in the School Year											
	1935-36		1936-37		1937-38		1938-39		1939-40		Total	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
Eastern Kentucky State Teachers College .....	13	11	12	6	11	11	19	10	11	7	66	45
Morehead State Teachers College .....	13	1	7	1	4	1	5	0	7	2	36	5
Murray State Teachers College .....	7	0	2	5	4	4	7	5	1	9	21	23
University of Kentucky .....	13	14	8	13	6	17	8	22	10	14	45	80
Western Kentucky State Teachers College .....	17	11	12	12	9	21	11	14	5	18	54	76
Asbury College .....	0	0	0	0	1	0	0	0	0	1	1	1
Berea College .....	7	2	5	2	1	4	0	1	1	4	14	13
Bowling Green College of Commerce .....	1	0	0	0	0	1	1	0	0	0	2	1
Centre College .....	1	3	1	2	0	2	0	1	4	4	6	12
Georgetown College .....	4	1	5	7	3	4	2	2	1	2	15	16
Kentucky Wesleyan College .....	0	0	1	1	1	4	2	0	1	0	5	5

TABLE 10. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING

Georgetown College .....	4	1	5	7	3	4	2	2	1	2	15	16
Kentucky Wesleyan College .....	0	0	1	1	1	4	2	0	1	0	5	5

TABLE 10. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING—  
Continued

Name of College	Number of Teachers Trained Who Became Beginning Teachers in the School Year											
	1935-36		1936-37		1937-38		1938-39		1939-40		Total	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
Nazareth College .....	6	0	0	0	0	0	2	0	0	1	8	1
Transylvania College .....	1	0	1	2	3	3	0	0	0	2	5	7
Union College .....	1	2	2	1	1	1	0	0	5	0	9	4
University of Louisville .....	14	1	0	2	1	6	4	12	3	10	22	31
Villa Madonna College .....	0	0	2	0	0	0	1	1	1	0	4	1
Louisville Normal .....	18	0	0	0	3	0	0	0	0	0	21	0
Bethel Woman's College .....	1	0	1	0	1	0	1	0	0	0	4	0
Campbellsville College .....	0	0	0	1	0	0	1	0	0	0	1	1
Caney Junior College .....	0	0	0	0	1	0	1	0	0	0	2	0
Cumberland College .....	3	0	0	0	4	1	0	0	1	0	8	1
Lees Junior College .....	3	0	0	0	1	0	0	0	0	0	4	0

TABLE 10. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING—  
Continued

Name of College	Number of Teachers Trained Who Became Beginning Teachers in the School Year											
	1935-36		1936-37		1937-38		1938-39		1939-40		Total	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
Lindsey Wilson Junior College .....	1	0	0	0	0	0	0	0	0	0	1	0
Mt. St. Joseph Junior College .....	1	0	0	0	0	0	0	0	0	0	1	0
Nazareth Junior College .....	0	0	0	0	1	0	0	0	0	0	1	0
Pikeville College .....	0	0	1	0	0	0	3	0	0	0	4	0
St. Catherine Junior College .....	0	0	0	0	1	0	0	0	0	0	1	0
Sue Bennett College .....	0	0	1	0	0	0	1	0	0	0	2	0
Ussline Sacred Heart College .....	0	0	0	0	0	0	0	0	0	0	0	0
Out-of-State Colleges .....	16	15	12	7	11	3	10	10	10	7	59	42
Unidentified .....	1	1	1	0	1	0	2	0	1	1	6	2
<b>Total .....</b>	<b>142</b>	<b>62</b>	<b>74</b>	<b>62</b>	<b>69</b>	<b>83</b>	<b>81</b>	<b>78</b>	<b>62</b>	<b>82</b>	<b>428</b>	<b>367</b>

TABLE 11. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING



Total .....	142	62	74	62	69	83	81	78	62	82	428	367
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TABLE 11. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING

Name of College	Number of Teachers Trained Who Became Beginning Teachers in the School Year											
	1935-36		1936-37		1937-38		1938-39		1939-40		Total	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
Eastern Kentucky State Teachers College .....	122	8	79	9	68	9	79	12	55	15	403	53
Morehead State Teachers College .....	178	2	65	8	77	2	70	5	88	6	478	23
Murray State Teachers College .....	84	14	39	10	44	13	32	15	33	16	232	68
University of Kentucky .....	39	22	18	15	15	16	10	31	6	24	88	108
Western Kentucky State Teachers College .....	210	11	110	19	128	24	116	27	95	21	659	102
Asbury College .....	1	0	4	0	0	1	2	1	3	0	10	2
Berea College .....	48	3	15	10	21	4	8	8	19	9	111	34
Bowling Green College of Commerce .....	1	1	0	0	0	1	0	1	0	0	1	3
Centre College .....	5	1	1	2	2	2	1	2	2	2	11	9
Georgetown College .....	13	1	13	2	17	3	9	10	13	5	65	21
Kentucky Wesleyan College .....	11	3	8	3	13	3	13	3	10	3	55	15

TABLE 11. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING—Continued

Name of College	Number of Teachers Trained Who Became Beginning Teachers in the School Year											
	1935-36		1936-37		1937-38		1938-39		1939-40		Total	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
Nazareth College .....	1	1	0	0	1	0	0	0	0	0	2	1
Transylvania College .....	9	1	3	3	0	3	1	5	4	2	17	14
Union College .....	63	2	28	0	38	2	42	3	28	1	199	8
University of Louisville .....	1	0	2	1	2	0	4	0	0	0	9	1
Villa Madonna College .....	0	0	0	0	0	0	0	0	0	0	0	0
Louisville Normal .....	4	0	2	1	0	0	0	0	0	0	6	1
Bethel Woman's College .....	5	0	1	0	5	0	4	0	8	0	23	0
Campbellsville College .....	56	0	24	0	38	0	40	0	29	0	187	0
Caney Junior College .....	11	0	15	0	30	0	47	0	30	0	133	0
Cumberland College .....	45	0	20	0	22	0	27	0	38	0	152	0
Lees Junior College .....	83	0	20	0	32	0	34	0	52	0	221	0

TABLE 11. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING—Continued

Cumberland College .....	18	0	0	0	0	0	0	0	0	0	0	0	0	0
Lees Junior College .....	83	0	20	0	32	0	34	0	52	0	221	0		

TABLE 11. COLLEGES IN WHICH THE BEGINNING TEACHERS EMPLOYED BY THE COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING—Continued

Name of College	Number of Teachers Trained Who Became Beginning Teachers in the School Year											
	1935-36		1936-37		1937-38		1938-39		1939-40		Total	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
Lindsey Wilson Junior College .....	59	0	23	0	28	0	40	0	37	0	187	0
Mt. St. Joseph Junior College .....	5	0	4	0	6	0	12	0	4	0	31	0
Nazareth Junior College .....	6	0	0	0	1	0	2	0	1	0	10	0
Pikeville College .....	116	0	49	0	64	0	61	0	60	0	350	0
St. Catherine Junior College .....	6	0	3	0	3	0	6	0	0	0	18	0
Sue Bennett College .....	54	0	24	0	27	0	28	0	25	0	158	0
Ursuline Sacred Heart College .....	0	0	0	0	0	0	0	0	1	0	1	0
Out-of-State Colleges .....	22	5	20	11	19	7	16	10	19	10	96	43
Unapproved Colleges .....	0	0	0	0	1	0	4	0	0	0	5	0
Unidentified .....	9	0	2	2	2	2	7	3	11	4	31	11
<b>Total .....</b>	<b>1,267</b>	<b>75</b>	<b>592</b>	<b>96</b>	<b>704</b>	<b>92</b>	<b>715</b>	<b>136</b>	<b>671</b>	<b>118</b>	<b>3,949</b>	<b>517</b>

ployed who secured their training in the junior colleges, since the percentage of beginning teachers employed who have been trained in such institutions has gradually risen from 22.7 per cent in 1936-37 to 30.5 per cent in 1939-40, while the number of teachers employed who were prepared in the senior colleges has gradually dropped from 70.6 per cent to 62.6 per cent during the same period. This 8 per cent decrease in the number of teachers employed who were trained in the senior colleges is almost equal to the 7.2 per cent decrease in the number trained in the state-controlled institutions. It is not believed that complete information about unidentified teachers would change this situation. Tables 10 and 11 show that a large majority of the unidentified teachers were employed in the county districts as elementary teachers. Table 15 is presented to show the colleges, according to academic level and type of control, in which the beginning elementary teachers employed by the county school districts of Kentucky for the school years 1935-36 through 1939-40 received their training. This table shows that the number of beginning elementary teachers, who received their training in junior colleges, has gradually increased over the period included in this study, so that further identification of beginning teachers might lead to an increase in the percentage of teachers trained in the junior colleges of the state.

Table 14 is presented to show the colleges, according to academic level and type of control, in which all the beginning teachers employed by the school districts of Kentucky for the school years 1935-36 through 1939-40 received their training. Although the junior colleges are not approved as secondary teacher-training agencies this table shows that only two teachers (probably teaching under emergency certification) trained in such institutions received positions in the secondary field during the years included in the present study.

Tables 15 and 16 give the colleges, according to academic level and type of control, in which the beginning secondary teachers employed by the independent and county school districts, respectively, for the school years 1935-36 through 1939-40 received their training. These tables show that approximately two-thirds of the beginning secondary teachers employed by both the county and independent school districts receive their training in the tax-supported schools of the state, and that one-third are trained by the privately controlled senior colleges within the state and such institutions outside of the state.

Table 17 presents the colleges, according to academic level and type of control, in which all beginning elementary teachers employed by the school districts for the school years 1935-36 through 1939-40 received their training. An examination of this table shows that for

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**TABLE 12. COLLEGES, ACCORDING TO ACADEMIC LEVEL AND TYPE OF CONTROL, IN WHICH ALL BEGINNING TEACHERS EMPLOYED BY THE SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING**

Academic Level and Type of Control	Number and Per Cent of Beginning Teachers Trained for the School Year										Number and Per Cent Trained Over the Entire Period	
	1935-36		1936-37		1937-38		1938-39		1939-40		Number	Per Cent
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent		
Senior Colleges												
State .....	790	51.1	450	54.6	484	51.1	498	49.3	442	47.4	2,664	50.6
Church Related .....	131	8.5	92	11.1	108	11.1	103	10.2	96	10.3	530	10.1
Private .....	63	4.1	32	3.9	32	3.3	19	1.9	33	3.5	179	3.4
Municipal .....	38	2.5	8	1.0	12	1.3	20	2.0	13	1.4	91	1.7
Junior Colleges												
Church Related .....	444	28.7	172	20.9	235	25.0	260	25.7	256	27.4	1,367	26.0
Private .....	11	0.7	15	1.8	31	3.3	48	4.8	30	3.1	135	2.6
Miscellaneous* .....	69	4.4	55	6.7	46	4.9	62	6.1	63	6.9	295	5.6
<b>Total .....</b>	<b>1,546</b>	<b>100.0</b>	<b>824</b>	<b>100.0</b>	<b>948</b>	<b>100.0</b>	<b>1,010</b>	<b>100.0</b>	<b>933</b>	<b>100.0</b>	<b>5,261</b>	<b>100.0</b>

\* Includes those unidentified, those trained out-of-state, and those trained in unapproved colleges.

TABLE 13. COLLEGES, ACCORDING TO ACADEMIC LEVEL AND TYPE OF CONTROL, IN WHICH THE BEGINNING ELEMENTARY TEACHERS EMPLOYED BY THE SOUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING

Academic Level and Type of Control	Number and Per Cent of All Beginning Teachers Trained for the School Year										Number and Per Cent Trained Over the Entire Period	
	1935-36		1936-37		1937-38		1938-39		1939-40			
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Senior Colleges												
State .....	633	50.0	311	52.6	332	47.0	307	43.0	277	41.2	1,860	47.1
Church Related .....	103	8.1	57	9.6	71	10.0	68	9.5	60	9.0	359	9.1
Private .....	49	3.9	15	2.4	21	3.0	8	1.0	19	2.8	112	2.8
Municipal .....	5	0.4	4	0.7	2	0.3	4	0.5	0	0.0	15	0.4
Junior Colleges												
Church Related .....	435	34.3	168	28.5	226	32.1	254	35.6	255	38.0	1,338	33.8
Private .....	11	0.9	15	2.5	30	4.3	47	6.6	30	4.5	133	3.4
Miscellaneous* .....	31	2.4	22	3.7	22	3.3	27	3.8	30	4.5	132	3.4
Total .....	1,267	100.0	592	100.0	704	100.0	715	100.0	671	100.0	3,949	100.0

\* Includes those unidentified, those trained out-of-state, and those trained in unapproved colleges.

TABLE 14. COLLEGES, ACCORDING TO ACADEMIC LEVEL AND TYPES OF CONTROL, IN WHICH ALL THE BEGINNING, SECONDARY TEACHERS EMPLOYED BY THE SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING\*

Academic Level and Type of Control	Number and Per Cent of All Beginning Secondary Teachers Trained for the School Year										Number and Per Cent Trained Over the Entire Period	
	1935-36		1936-37		1937-38		1938-39		1939-40		Number	Per Cent
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent		
Senior Colleges												
State .....	94	68.6	98	62.0	118	67.4	141	65.9	132	66.0	583	66.0
Church Related .....	15	11.0	23	14.7	28	16.0	28	13.1	23	11.5	117	13.2
Private .....	6	4.4	12	7.6	10	5.7	10	4.6	13	6.5	51	5.8
Municipal .....	1	0.7	4	2.5	6	3.4	12	5.6	10	5.0	33	3.7
Junior Colleges												
Church Related .....	0	0.0	1	0.6	1	0.6	0	0.0	0	0.0	2	0.2
Private .....	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Miscellaneous** .....	21	15.3	20	12.6	12	6.9	23	10.8	22	11.0	98	11.1
<b>Total .....</b>	<b>137</b>	<b>100.0</b>	<b>158</b>	<b>100.0</b>	<b>175</b>	<b>100.0</b>	<b>214</b>	<b>100.0</b>	<b>200</b>	<b>100.0</b>	<b>884</b>	<b>100.0</b>

\* A summary of Tables 13 and 14.

\*\* Includes those unidentified, those trained out-of-state, and those trained in unapproved colleges.

TABLE 15. COLLEGES, ACCORDING TO ACADEMIC LEVEL AND TYPE OF CONTROL, IN WHICH THE BEGINNING SECONDARY TEACHERS EMPLOYED BY THE INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING

Academic Level and Type of Control	Number and Per Cent of Beginning Secondary Teachers Trained for the School Year										Number and Per Cent Trained Over the Entire Period	
	1935-36		1936-37		1937-38		1938-39		1939-40			
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Senior Colleges												
State .....	37	59.7	37	59.7	54	65.1	51	65.4	50	61.0	229	62.4
Church Related .....	6	9.7	13	21.0	14	16.9	4	5.1	10	12.2	47	12.8
Private .....	2	3.2	2	3.2	5	6.0	1	1.2	4	4.8	14	3.8
Municipal .....	1	1.6	2	3.2	6	7.2	12	15.4	10	12.2	13	8.4
Junior Colleges												
Church Related .....	0	0.0	1	1.6	1	1.2	0	0.0	0	0.0	2	0.6
Private .....	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Miscellaneous* .....	16	25.8	7	11.3	3	3.6	10	12.9	8	9.8	44	12.0
<b>Total .....</b>	<b>62</b>	<b>100.0</b>	<b>62</b>	<b>100.0</b>	<b>83</b>	<b>100.0</b>	<b>78</b>	<b>100.0</b>	<b>82</b>	<b>100.0</b>	<b>367</b>	<b>100.0</b>

\* Includes those unidentified, those trained out-of-state, and those trained in unapproved colleges.



includes those unidentified, those trained out-of-state, and those trained in unapproved colleges.

TABLE 16. COLLEGES, ACCORDING TO ACADEMIC LEVEL AND TYPE OF CONTROL, IN WHICH THE BEGINNING SECONDARY TEACHERS EMPLOYED BY THE COUNTY SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING

Academic Level and Type of Control	Number and Per Cent of Beginning Secondary Teachers Training for the School Year										Number and Per Cent Trained Over the Entire Period	
	1935-36		1936-37		1937-38		1938-39		1939-40			
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Senior Colleges												
State .....	57	76.0	61	63.5	64	69.6	90	66.2	82	69.5	354	68.5
Church Related .....	9	12.0	10	10.4	14	15.2	24	17.6	13	11.0	70	13.5
Private .....	4	5.3	10	10.4	5	5.4	9	6.6	9	7.6	37	7.1
Municipal .....	0	0.0	2	2.1	0	0.0	0	0.0	0	0.0	2	0.4
Junior Colleges												
Church Related .....	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Private .....	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Miscellaneous* .....	5	6.7	13	13.6	9	9.8	13	9.6	14	11.9	54	10.5
Total .....	75	100.0	96	100.0	92	100.0	136	100.0	118	100.0	517	100.0

\* Includes those unidentified, those trained out-of-state, and those trained in unapproved colleges.



the school year 1936-37,<sup>16</sup> the senior colleges trained 66.9 per cent of the beginning elementary teachers and that the junior colleges prepared 27.9 per cent. From 1936-37 to 1939-40, the percentage of beginning elementary teachers prepared by the senior colleges has gradually fallen to 55.4 per cent for the latter year, while the number trained by the junior colleges has, during the same time, increased to 39.0 per cent.

While the number of beginning elementary teachers supplied by the junior colleges was increasing by 11.1 per cent, the number who received their training in the state-controlled institutions dropped from 52.9 per cent in 1936-37 to 42.3 per cent in 1939-40—a loss of 10.6 per cent, which is about the same as the gain of 11.1 per cent in the number employed after training in the junior colleges.

Table 18 presents the colleges, according to academic level and type of control, in which the beginning elementary teachers employed by the independent school districts for the school years 1935-36 through 1939-40 received their training. A study of Tables 13 and 20 shows that there is a tendency for the independent school districts to employ beginning elementary teachers who were trained in the senior colleges, and an increasing tendency for the county school districts to employ teachers trained by the junior colleges. This tendency is definitely established by the data given in Table 13 which show that, of the beginning elementary teachers employed by the county school districts for 1936-37, 65.3 per cent were trained by the senior colleges and 31.0 per cent by the junior colleges; while for 1939-40, 53.0 per cent of such teachers were trained by the senior institutions and 42.5 per cent by the junior colleges. During this same period the percentage of beginning elementary teachers trained in the state-controlled institutions fell from 52.6 per cent in 1936-37 to 41.2 per cent in 1939-40, a loss of 11.4 per cent which is almost identically the same as the increase of 11.5 per cent in the number employed who had received their training in the junior colleges.

The evidence that has been presented indicates that the private senior and junior colleges of Kentucky play a prominent part in the training of teachers for positions in the public schools of the state. Table 14 shows that 52.3 per cent of the beginning teachers employed from 1935-36 through 1939-40 were trained by the tax-supported institutions of the state and 42.1 per cent were trained by the private colleges within the state. Buckingham<sup>17</sup> found that from 1920 through 1923, the private institutions supplied Ohio with from 25 per cent to

<sup>16</sup> Since the large teacher turn-over in 1935-36 does not appear to be a normal condition, it is felt that conclusions as to trends that have developed would be more accurate if they were based upon the data beginning with 1936-37.

29 per cent of her beginning teachers. There is reason to believe that this ratio might have increased somewhat in that state during the following years as Anderson and Foster<sup>18</sup> report that the privately supported colleges and universities contributed 36 per cent of the graduates employed in the public schools of Ohio in 1928-29.

According to Peterson,<sup>19</sup> independent colleges supplies 16.7 per cent of the rural teaching personnel of Iowa in 1928-29. This is much smaller than the percentage supplied by the private colleges of Kentucky to the rural teaching personnel in the state during the period covered by the present study. Peterson<sup>20</sup> found that only eighteen teachers trained in junior colleges were employed as beginning teachers in the rural schools—a condition quite unlike that presented in the present study. He also found that the junior colleges of Iowa did not figure significantly as training schools for city elementary teachers, which is quite like the situation in Kentucky.<sup>21</sup> The same study<sup>22</sup> states that, of the teachers who were trained in Iowa, 73.7 per cent were trained by the state institutions and 26.3 per cent by the independent colleges.

Elliff<sup>23</sup> reports that of the newly trained teachers included in a teacher supply and demand study for Missouri for 1932-33 15.8 per cent came from the private colleges and universities, and 7.1 per cent from the private junior colleges. Data presented in the present study indicate that the private senior and junior colleges of Kentucky are at the present time contributing a larger percentage of teachers to the teaching profession in the state than like institutions did in Missouri at the time of Elliff's study.

The studies which have been referred to were made for years other than the years covered in the present study and, if repeated, might show different results. There are points of similarity and of differences in the conclusions to be drawn from the present investigation and those that have been made in other states. It can be stated definitely, however, that, as compared to some other states, the private junior college supplies a rather large number of beginning teachers in Kentucky.

<sup>17</sup> B. R. Buckingham, *Supply and Demand in Teacher Training*. Ohio State University Studies, Bureau of Educational Research Monograph No. 4, March, 1926. p. 17.

<sup>18</sup> Earl W. Anderson and Richard R. Foster. *Teacher Supply and Demand in Ohio, 1929-30*. Ohio State University Studies, Bureau of Educational Research Monograph No. 11, 1932. p. 37.

<sup>19</sup> E. T. Peterson and Others. *Teacher Supply and Demand in Iowa*. University of Iowa Studies, Vol. VII, No. 2, June, 1932. p. 58.

<sup>20</sup> *Ibid.* p. 61.

<sup>21</sup> E. T. Peterson and Others. *Op. cit.* p. 91

<sup>22</sup> *Ibid.* p. 234.

<sup>23</sup> Mary Elliff. *Some Relationships Between Supply and Demand for Newly Trained Teachers*. Teachers College, Columbia University, Contributions to Education, No. 654, 1935. p. 13.

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**TABLE 18. COLLEGES, ACCORDING TO ACADEMIC LEVEL AND TYPE OF CONTROL, IN WHICH THE BEGINNING ELEMENTARY TEACHERS EMPLOYED BY THE INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40 RECEIVED THEIR TRAINING**

Academic Level and Type of Control	Number and Per Cent of Beginning Elementary Teachers Trained for the School Year										Number and Per Cent Trained Over the Entire Period	
	1935-36		1936-37		1937-38		1938-39		1939-40			
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Senior Colleges												
State .....	63	44.4	41	55.4	34	49.4	50	61.7	33	53.2	221	51.6
Church Related .....	13	9.2	12	16.2	9	13.0	7	8.6	13	21.0	54	12.6
Private .....	8	5.6	5	6.8	1	1.4	1	1.2	1	1.6	16	3.7
Municipal .....	32	22.5	0	0.0	4	5.8	4	5.0	3	4.9	43	10.0
Junior Colleges												
Church Related .....	9	6.3	3	4.0	8	11.6	6	7.4	1	1.6	27	6.5
Private .....	0	0.0	0	0.0	1	1.4	1	1.2	0	0.0	2	0.5
Miscellaneous* .....	17	12.0	13	17.6	12	17.4	12	14.9	11	17.7	65	15.1
<b>Total .....</b>	<b>142</b>	<b>100.0</b>	<b>74</b>	<b>100.0</b>	<b>69</b>	<b>100.0</b>	<b>81</b>	<b>100.0</b>	<b>62</b>	<b>100.0</b>	<b>428</b>	<b>100.0</b>

\* Includes those unidentified, those trained out-of-state, and those trained in unapproved colleges.

Colleges outside of Kentucky provided the training for 240, or 4.6 per cent, of the beginning teachers employed in the public schools of Kentucky from 1935-36 through 1939-40. Whitney<sup>24</sup> found that 4.6 per cent of the beginning teachers employed in the public schools of Colorado in 1926-27 were trained outside of the state. Peterson states that 3.3 per cent of the rural teachers,<sup>25</sup> 9.5 per cent of the city elementary teachers,<sup>26</sup> and 19.0 per cent of the total number of high school teachers,<sup>27</sup> employed in Iowa for the school year 1928-29 were trained in institutions outside of the state. Buckingham<sup>28</sup> reports that 13.8 per cent of the newly appointed teachers, including those experienced and those inexperienced, in 1923-24 were trained in institutions out of Ohio, seventeen of the number having been prepared in Kentucky colleges. It is found that forty-eight of the beginning teachers were trained in Ohio institutions. As might be expected, the colleges of the neighboring states of Illinois, Indiana, Missouri, North Carolina, Ohio, Tennessee, Virginia, and West Virginia prepared most of the teachers who were trained outside of the state. Although there are no available data to verify the statement, it is likely that just as many teachers who have received their training in Kentucky colleges find teaching positions outside of the state as there are teachers trained in other states who have been employed subsequently in Kentucky.

### The Salaries of the Beginning Teachers

Table 19 is presented to show the median salaries of all beginning elementary and secondary teachers employed by the county and independent school districts of Kentucky over the period covered by the present study. An examination of the table shows that

1. The median salaries of beginning teachers employed by the independent districts are higher than for those employed by county districts, and that
2. The beginning secondary teacher receives a larger salary than does the beginning elementary teacher in each type of district.

Meece and Seay<sup>29</sup> found that for the year 1937-38

1. The average annual salary of the elementary teachers em-

<sup>24</sup> F. L. Whitney. *Teacher Supply and Demand in the Public Schools*. Colorado State Teachers College Education Series. No. 8. p. 66.

<sup>25</sup> Peterson. *Op. cit.* p. 58.

<sup>26</sup> *Ibid.* p. 73.

<sup>27</sup> *Ibid.* p. 233.

<sup>28</sup> Buckingham. *Op. cit.* p. 44.

<sup>29</sup> L. E. Meece and M. F. Seay. *Financing Public Elementary and Secondary Education in Kentucky*. Bulletin of the Bureau of School Service, University of Kentucky, Vol. XII, No. 1, September 1939. p. 82.

employed by the county districts was \$590.32, and for these employed by the independent districts it was \$1,144.84.

2. The secondary teachers employed by the county districts received an average annual salary of \$1,003.37 as compared to the average annual salary of \$1,337.62 received by the secondary teachers employed by the independent districts.
3. The median assessed valuation per pupil for the independent districts was \$2,140.00, while the assessed valuation per pupil in the county districts was \$1,389.00.<sup>30</sup>

TABLE 19. MEDIAN ANNUAL SALARIES OF THE BEGINNING TEACHERS EMPLOYED IN THE ELEMENTARY AND SECONDARY SCHOOLS OF KENTUCKY BY THE COUNTY AND INDEPENDENT SCHOOL DISTRICTS FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40

Level of Placement and Type of District	Median Annual Salary for the School Year				
	1935-1936	1936-1937	1937-1938	1938-1939	1939-1940
Elementary					
County Districts .....	\$470	\$522	\$525	\$522	\$525
Independent Districts ....	783	723	730	864	839
Secondary					
County Districts .....	803	806	815	857	815
Independent Districts ....	824	855	900	963	990

The differences between the salaries received by the beginning teachers can be partially explained by the facts that in 1937-38, according to Evans,<sup>31</sup> the term of employment of the county district elementary teacher was 7.39 months, of the county district secondary teacher was 9.15 months, and for all independent district teachers it was 9.58 months.

Table 20 is presented to show the variations in the salaries received by the beginning teachers employed in the school districts during the years covered by this study. The salaries paid by the districts depend upon the ability of the districts to meet the financial

<sup>30</sup> *Ibid.* p. 145.

<sup>31</sup> George L. Evans. *Financial Support, Financial Ability, and Inequalities Existing in Various School Systems in Kentucky*. State Department of Education Bulletin, Vol. VII, No. 2, April, 1939. p. 41-42.

demands of such salaries and the willingness to pay them. Evans<sup>32</sup> states that the assessed per census pupil wealth in 1937-38 ranged from \$286.00 to \$10,307.00 in the county districts, and from \$150.00 to \$8,458.00 in the independent districts. It is interesting to note that in each year a beginning secondary teacher in a county district received a larger salary than any teacher employed in a similar position in an independent district. This is due to the employment of a teacher of agriculture or home economics who is employed for from ten to twelve months of the year and whose salary from local funds is matched by federal aid, as provided in the Smith-Hughes Act. To a large

TABLE 20. RANGE IN ANNUAL SALARIES OF THE BEGINNING ELEMENTARY TEACHERS EMPLOYED BY THE COUNTY AND INDEPENDENT SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40

Level of Placement and Type of District	Range in Salaries for Those Employed for the School Year				
	1935-1936	1936-1937	1937-1938	1938-1939	1939-1940
<b>Elementary</b>					
County Districts .....	\$1008-256	\$1026-292	\$1026-344	\$1026-329	\$1026-290
Independent Districts ....	1120-439	1460-476	1464-466	1192-612	1122-500
<b>Secondary</b>					
County Districts .....	1548-507	1644-560	1650-500	1830-580	1680-534
Independent Districts ....	1300-580	1500-610	1600-500	1460-675	1485-704

extent, these facts explain the variations in salaries within like districts.

The county districts are handicapped in the financing of adequate school programs, of which the salaries paid teachers is one phase, by a state law which provides that "no county school district may levy more than a 75 cent tax rate, although independent districts in some instances may levy tax rates as much as \$1.50 for operating purposes alone."<sup>33</sup>

<sup>32</sup> *Ibid.* p. 42-43.

<sup>33</sup> Meece and Seay. *Op. cit.* p. 46.



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A law concerning minimum salaries for teachers has been placed in the Kentucky statutes by an act of the General Assembly which provides that:

Each School district shall pay its teachers according to a salary schedule which shall include training, quality of service, experience, and such other items as the State Board of Education may approve. A copy of the salary schedule prepared by each school board shall be filed with the State Board of Education. In case a district board of education is not able to pay all of its teachers the minimum salary provided herein, the State Board of Education may approve such board's salary schedule, thereby authorizing the payment of salaries below the minimum provided herein. No teacher regularly employed in the public schools of the Commonwealth of Kentucky shall receive a salary of less than seventy-five dollars (\$75) per month; provided that the revenue received by any district from all the state per capita plus one-half of the revenue received from local taxation will produce sufficient revenue to pay a minimum salary of seventy-five dollars (\$75) per month for a period of seven months for elementary teachers and a period of eight months for high school teachers, allowing one teacher for each forty census pupils in the district.<sup>34</sup>

It was shown in Table 19 that the median annual salary of the beginning elementary teacher employed by the county school districts at the present time is \$525.00, the salary that would be received by a teacher employed for seven months at \$75.00 per month. The table further indicates that a large number of the beginning elementary teachers received a much smaller salary than \$525.00 per year. From the evidence that has been presented, it would not seem possible for some of the districts, who are poor in the valuation of assessable property, to pay larger salaries or to otherwise enlarge their school programs unless they receive additional aid from the state or the federal governments.

Those counties which do not have the economic resources necessary to provide an adequate school program, would be aided by the ratification of a proposed amendment<sup>35</sup> to the constitution of Kentucky and which will be submitted to the voters at the next general election in 1941. This amendment provides that 10 per cent of the state school fund may be distributed upon other than a census pupil basis.

### The Time Interval Between the Certification and the Employment of the Beginning Teachers

When prospective teachers apply for and receive teaching certificates, it is assumed that they want teaching positions, and the failure

<sup>34</sup> *Acts of the General Assembly, 1934.* Chapter 65, p. 268.

<sup>35</sup> *Ibid.*, 1940. Chapter 64, p. 294-5.

TABLE 21. RELATION BETWEEN THE YEAR IN WHICH THEIR TEACHING CERTIFICATES WERE ISSUED AND THE DATE OF EMPLOYMENT OF ALL BEGINNING TEACHERS IN THE SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40\*

School Year in Which Teaching Experience Began	Total Number of Beginning Teachers Employed	Number of Beginning Teachers Who Secured Positions After an Interval of					
		No Years (Same Year)	One Year	Two Years	Three Years	Four Years	Five Years
1935-36	1535	1375	96	37	20	5	2
1936-37	819	452	310	40	9	7	1
1937-38	943	789	46	86	18	3	1
1938-39	998	899	44	14	37	2	2
1939-40	916	840	46	19	5	6	0
Total	5211†	4355	542	196	89	23	6
Per Cent of Total		83.6	10.4	3.8	1.7	0.4	0.1

\* This table should be read as follows: 1,535 beginning teachers were employed for the school year 1935-36. Of this number 1,375 received a position during the same year in which their first certificate was received; 96 received a teaching position one year; 37, two years; 20, three years; 5, four years; and 2, five years after their first certificate was granted.  
 † Total does not include the fifty who were unidentified.

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to secure employment as a teacher would indicate that the supply of teachers is greater than the number of teaching positions available.

Table 21 is presented to show the relation between the year in which their first certificates were issued and the date of the initial employment as teachers for all the beginning teachers who secured positions in the public schools of Kentucky for the school years 1935-36 through 1939-40. This table shows that only 16.4 per cent of all the beginning teachers employed in the school districts of Kentucky during that period, had received their first certificate a year or more before the date of their employment.

Peterson<sup>36</sup> found that 262, or 28.6 per cent, of the 916 inexperienced high school normal trained graduates who secured teaching positions in Iowa in 1928-29, had received certificates one or more years before securing employment.

Anderson<sup>37</sup> predicted that 7 per cent of the graduates of 1937 who wanted to teach would secure teaching positions in 1938, whereas another 3 per cent would secure their first teaching employment in 1939, and that another 4 per cent would go permanently into other occupations. Anderson's study indicates that, of those graduates who secured teaching positions, approximately 86 per cent of the number would be employed the year of graduation. Table 21 shows that 83.6 per cent of all the beginning teachers employed in the public schools of Kentucky from 1935-36 through 1939-40, received positions during the year in which they were first certificated to teach.

An analysis of data contained in Campbell's study<sup>38</sup> indicates that, of the beginning teachers employed in Kentucky in 1931-32, by the accredited schools of the Association of Colleges and Secondary Schools of the Southern States, 79.6 per cent received positions immediately after graduation, 11.4 per cent one year after, 3.4 per cent two years after, and 2.2 per cent four years after graduation. From the data presented it would seem that both the beginning elementary and the beginning secondary teachers employed in all the public schools of Kentucky secure positions as soon after certification as do those who are employed in the high schools accredited by the Association of Colleges and Secondary Schools of the Southern States.

Table 22 gives the year of teacher supply from which the demand for beginning teachers was filled for the school years 1935-36 through 1939-40. It was shown in Tables 2 and 3 that 3,126 applicants received

<sup>36</sup> Peterson. *Op. cit.* p. 65.

<sup>37</sup> Earl W. Anderson. *Teaching Opportunities in 1937*. Educational Research Bulletin, Bureau of Educational Research, Ohio State University, Vol. XVII, No. 2, February 16, 1938. p. 70.

<sup>38</sup> Campbell. *Op. cit.* p. 15.

1939 received a position within two years; 37, two years; 20, three years; 5, four years; and 2, five years after their first certificate was granted. † Total does not include the fifty who were unidentified.

TABLE 22. YEAR OF TEACHER SUPPLY FROM WHICH THE DEMAND FOR BEGINNING TEACHERS WAS FILLED BY THE SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40\*

School Year in Which Teaching Experience Began	Total Number of Beginning Teachers Employed	Per Cent Receiving Certificate Prior to Year of Employment	Number Employed Who Received Certificates in the School Year									
			1930	1931	1932	1933	1934	1935	1936	1937	1938	1939
1935-36	1,535	10.4	2	5	20	37	96	1,375	0	0	0	0
1936-37	819	44.8	0	1	7	9	40	310	452	0	0	0
1937-38	943	16.3	0	0	1	3	18	86	46	789	0	0
1938-39	998	9.9	0	0	0	2	2	37	14	44	899	0
1939-40	916	8.3	0	0	0	0	0	6	5	19	46	840
Total	5,211†		2	6	28	51	156	1,814	517	852	945	840

\* This table should be read as follows: 1,535 beginning teachers were employed in 1935-36. Of this number, 2 received their first certificate in 1930; 5, in 1931; 20, in 1932; 37, in 1933; 96, in 1934; and 1,375 in the year during which they were employed.

† Total does not include the fifty who were unidentified.

their first teaching certificates in 1935 and that 1,814 beginning teachers were employed in 1935-36 through 1939-40. According to Table 22, 160 of the beginning teachers employed in 1935-36 received their certificates before 1935. Therefore, 1,472 of the teachers certified in 1935 were unemployed during that year and remained as a potential source of teacher-supply with which to meet the beginning teacher demand of the years that followed. From Table 22, it is seen that 452 of the surplus teachers, who were certificated in 1935, were employed in 1936-37, 86 were employed in 1937-38, 37 were employed in 1938-39, and 6 secured teaching positions for the first time in 1939-40. Some of those who failed to receive teaching positions at the time of their certification remained in training but it is believed that a large number withdrew from college and waited for employment.

Over a period of five years, the data presented in the present study show that, of the beginning teachers employed in the public schools of Kentucky, 83.6 per cent received positions during the year in which they received their first certificate to teach. It is unlikely that proficiency in teaching would increase during the interval between certification and employment unless additional training were taken during that interval. The economic law of supply and demand operates to some extent in fixing the salaries of teachers and an over-supply, such as that in 1935, would tend to reduce the average salaries of the profession. It will be shown in Chapter IV that some of the better trained teachers have not secured employment, whereas many who were not as adequately prepared, as judged by the same criteria, have secured teaching positions. Although a large surplus of certificated teachers might result in the loss of prestige for the teaching profession and in a reduced proficiency in classroom teaching, such a condition might be expected when there are no standards for the selection of candidates for the profession and no control over teaching production.

### **The Employment of Beginning Teachers in Their Home Counties**

Tables 23 and 24 give the number and the percentage of the beginning elementary and beginning secondary teachers employed by the independent and county school districts from 1935-36 through 1939-40, who were given teaching positions in their home counties.

Table 23 shows that 88 per cent of the beginning elementary teachers employed by the county districts, and 77 per cent of those employed by the independent districts, secured positions in their home

TABLE 23. EMPLOYMENT OF BEGINNING ELEMENTARY TEACHERS IN THEIR HOME COUNTIES FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40\*

Type of District	Number and Per Cent Employed from Home County for the School Year									
	1935-36		1936-37		1937-38		1938-39		1939-40	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Independent .....	117	83	58	80	50	74	61	77	45	74
County .....	1,118	88	517	88	606	86	636	90	584	88

\* Allowance has been made for the unidentified beginning teachers.  
 Note: Median Per Cent for County Districts = 88%  
 Range for County Districts = 4%  
 Median Per Cent for Independent Districts = 77%  
 Range for Independent Districts = 9%

TABLE 24. EMPLOYMENT OF BEGINNING SECONDARY TEACHERS IN THEIR HOME COUNTIES FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40\*

Type of District	Number and Per Cent Employed from Home County for the School Year									
	1935-36		1936-37		1937-38		1938-39		1939-40	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Independent .....	39	64	37	60	42	51	49	63	53	65
County .....	53	71	64	70	48	54	85	64	74	65

\* Allowance has been made for the unidentified beginning teachers.  
 Note: Median Per Cent for County Districts = 65%  
 Range for County Districts = 17%  
 Median Per Cent for Independent Districts = 63%  
 Range for Independent Districts = 14%

counties. Table 24 reveals that 65 per cent of the beginning secondary teachers employed by the county school districts, and 63 per cent of those employed by the independent school districts, taught in their home counties. The independent school districts give employment to a larger percentage of beginning teachers who reside out of the county than do the county school districts, and this tendency is most pronounced in the employment of beginning elementary teachers. The low salaries paid to the beginning elementary teachers in some areas make it necessary to employ teachers who can live at home at a minimum living expense.

Tables 23 and 24 do not seem to indicate any definite trend that is taking place in regard to the employment of teachers in their home counties, unless it is that there is an increasing tendency for the independent districts to employ beginning elementary teachers whose homes are out of the county.

### The Employment of Men and of Women as Beginning Teachers

Donovan<sup>39</sup> found that 26.7 per cent of the teachers in the elementary schools of Kentucky in 1925 were men, and that 32 per cent of the rural teachers were men. Donovan adds that: "This is a rather unique situation in this day and age, when men are rapidly disappearing from the elementary schools." School administrators agree, in general, that in the selection of teachers for junior and senior high schools it is advisable to maintain a rather high percentage of men.<sup>40</sup>

Table 25 presents information in regard to the employment of men and of women as beginning elementary and secondary teachers by the county and independent school districts of Kentucky from 1935-36 through 1939-40. Of the 5,261 beginning teachers employed during that period, 1,902, or 36 per cent, were men. An analysis of Table 30 shows that

1. Of the beginning elementary teachers employed, 1,467, or 33.5 per cent, were men; 2,910, or 66.5 per cent, were women
2. The county districts selected men to fill 1,416, or 36 per cent, of the beginning elementary positions, and employed women to fill 2,533, or 64 per cent, of the vacancies
3. The independent districts gave 12 per cent of the beginning elementary positions to 51 men, and 88 per cent to 377 women.

<sup>39</sup> Herman Lee Donovan. *A State's Elementary Teacher-Training Problem*. George Peabody College for Teachers, Contributions to Education, No. 17, 1925. p. 36.

<sup>40</sup> Philip W. L. Cox and R. Emerson Langfitt. *High School Administration and Supervision*. The American Book Company, New York, 1934. p. 255.

allowance has been made for the unenumerated beginning teachers.  
Note: Median Per Cent for County Districts = 65%  
Range for County Districts = 17%  
Median Per Cent for Independent Districts = 63%  
Range for Independent Districts = 14%

TABLE 25. EMPLOYMENT OF MEN AND OF WOMEN AS BEGINNING ELEMENTARY AND SECONDARY TEACHERS IN THE SCHOOL DISTRICTS OF KENTUCKY FOR THE SCHOOL YEARS 1935-36 THROUGH 1939-40

Teaching Level, Type of District, Number of Men, and Number of Women	Number and Per Cent of Men and Women Who were Beginning Teachers for the School Year										Distribution Over the Entire Period		
	1935-36		1936-37		1937-38		1938-39		1939-40		Number	Per Cent	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent			
Elementary County													
Number of Men .....	527	42	194	33	212	30	258	35	225	33	1,416	36	
Number of Women .....	740	58	398	67	492	70	457	65	446	67	2,533	64	
Independent													
Number of Men .....	17	12	8	11	10	14	10	12	6	10	51	12	
Number of Women .....	125	88	66	89	59	86	71	88	56	90	377	88	
Secondary County													
Number of Men .....	32	43	49	51	54	59	59	43	68	58	262	51	
Number of Women .....	43	57	47	49	38	41	77	57	50	42	225	49	
Independent													
Number of Men .....	33	53	28	45	30	36	41	52	41	50	173	47	
Number of Women .....	29	47	34	55	53	64	37	48	41	50	194	53	

Note: Men Employed During Period: 1,902. Per Cent of Total = 36  
 Women Employed During Period: 3,359. Per Cent of Total = 64

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4. Of the 884 beginning secondary teachers, 435, or 49.2 per cent, were men ; 449, or 50.8 per cent, were women
5. The county districts employed men to fill 262, or 51 per cent, of the beginning secondary positions ; whereas women were secured for 255, or 49 per cent, of such vacancies
6. Men were selected for 173, or 47 per cent, of the beginning secondary positions in the independent districts ; whereas, 194, or 53 per cent, of the positions were given to women.

The school districts of Indiana employed 1,134 beginning teachers in 1938-39,<sup>41</sup> of which number 384, or 34 per cent, were men ; and 750, or 66 per cent, were women. These are exactly the same proportions of beginning teaching positions among men and women as occurred in Kentucky over the period covered by the present study.

Bailey<sup>42</sup> states that 13.9 per cent of all the teachers in the public schools of Vermont in 1937-38 were men. In the year 1937-38, men filled 35 per cent of the high school teaching positions, and 7.9 per cent of the rural and graded school positions in Vermont. Since a five-year period is covered by the present study, it seems safe to conclude that a larger percentage of men are employed in the public schools of Kentucky, particularly in the rural areas, than are employed in the public schools of Vermont.

Eliff<sup>43</sup> found that of the supply of teachers newly-trained in Missouri teacher-training institutions in 1932-33, 78 per cent were women and 22 per cent were men.

It could be concluded, after comparison with the data given, that the public schools of Kentucky employ as large, or a larger, percentage of men teachers as are employed in the public schools of Indiana, Vermont, or Missouri.

This chapter has been concerned with the training and placement of the beginning teachers. The following chapter will deal with those who received certificates from 1935 through 1939 but who did not secure teaching positions.

### Summary

This chapter has presented information concerning the training and placement of beginning elementary and beginning secondary teachers employed by the county and independent school districts

<sup>41</sup> "Public School Statistics for Indiana." *The Indiana Teacher*. Vol. 84, No. 7, March, 1940. p. 9.

<sup>42</sup> Francis L. Bailey. *A Planned Supply of Teachers for Vermont*. Teachers College, Columbia University, Contributions to Education, No. 771, 1939. p. 10.

<sup>43</sup> Eliff. *Op. cit.* p. 14.

of Kentucky for the school years 1935-36 through 1939-40. The data that have been presented have been interpreted as follows:

1. 5,261 beginning teachers were employed in the public schools of the state during the period covered by this investigation
2. The independent school districts employed 795, or 15.1 per cent of the beginning teachers; the county districts, 4,466, or 84.9 per cent
3. 884 of the beginning teachers taught in the secondary schools and 4,377 taught in the elementary schools
4. There is a tendency for
  - a. The independent districts to employ beginning elementary teachers who have had more than the minimum requirement necessary for certification; 70.9 per cent of such teachers employed in 1939-40 had four or more years of training
  - b. The county districts to employ as beginning elementary teachers those who have completed only the sixty-four semester hour curriculum necessary for certification
5. The private junior colleges of the state trained 22.7 per cent of the beginning teachers employed in 1936-37, and 30.5 per cent of those employed in 1939-40
6. The state-controlled institutions trained 52.9 per cent of the beginning elementary teachers employed in 1936-37, and 42.3 per cent of those employed in 1939-40
7. There is a tendency for the independent school districts to employ beginning elementary teachers who were trained in senior colleges; while the majority (59.4 per cent) of those securing similar positions in the county school districts have been trained in the senior colleges, the percentage is gradually decreasing
8. 240, or 4.6 per cent, of the beginning teachers employed in the public schools of Kentucky for the school years 1935-36 through 1939-40 were trained in colleges outside of the state.
9. The median salary of the beginning secondary teachers employed in the independent districts in 1939-40, was \$990.00; the median salary of such teachers employed in the county districts for the same year was \$815.00
10. The median salary of the beginning elementary teachers employed by the independent districts in 1939-40, was \$839.00; the median salary of teachers securing similar positions in the county districts for the same year was \$525.00

11. 83.6 per cent of the beginning teachers employed in the public schools during the period covered by the study, received positions during the year in which they were first certificated to teach
12. 88 per cent of the beginning elementary teachers employed by the county districts, and 77 per cent of those employed by the independent districts, secured teaching positions in their home counties
13. 65 per cent of the beginning secondary teachers employed by the county districts, and 63 per cent of those employed by the independent districts, taught in their home counties
14. Of the 5,261 beginning teachers employed from 1935 through 1939, 1,902, or 36 per cent, were men ; 4,359, or 64 per cent, were women
15. Of the beginning elementary teachers employed, 1,467, or 33.5 per cent were men ; 2,910, or 66.5 per cent, were women
16. Of the 884 beginning secondary teachers, 435, or 49.2 per cent were men ; 449, or 50.8 per cent, were women.

## Chapter IV

### THE TEACHER SURPLUS

The number and the classification of certificates issued to prospective beginning teachers from 1935 through 1939 has been given in Table 2. Table 3 was presented to show the number of persons holding each type of certificate issued from 1935 through 1939, who secured teaching positions in the public schools of Kentucky for the school years 1935-36 through 1939-40. Table 26 is presented to show the number of persons holding each type of certificate issued during the period covered by the present study, who, according to the salary schedules which were examined, did not receive teaching positions in the public schools of Kentucky during that period.

**TABLE 26. NUMBER AND CLASSIFICATION OF THE CERTIFICATES ISSUED TO PROSPECTIVE BEGINNING TEACHERS, WHO DID NOT RECEIVE TEACHING POSITIONS, OVER THE PERIOD OF YEARS FROM 1935 THROUGH 1939**

Type of Certificate Issued Total	Number of Certificates Issued to Prospective Teachers, Who Did Not Receive Teaching Positions During the Year					Total
	1935	1936	1937	1938	1939	
College Elementary .....	353	-----	-----	-----	-----	353
Standard Elementary (1934) .....	351	-----	-----	-----	-----	351
Standard High School (1934) .....	470	-----	-----	-----	-----	470
Provisional High School (1934) .....	137	-----	-----	-----	-----	137
Provisional Elementary (1935) .....	-----	122	240	208	339	909
Provisional High School (1935) .....	-----	213	319	295	371	1,198
Standard Elementary (1935) .....	-----	14	35	27	45	121
Standard High School (1935) .....	-----	21	26	18	21	86
Emergency .....	1	6	16	16	39	78
<b>Total .....</b>	<b>1,312</b>	<b>376</b>	<b>636</b>	<b>564</b>	<b>815</b>	<b>3,703</b>

Table 26 shows that 3,703 persons who received teaching certificates from 1935 through 1939, did not receive teaching positions during that period. Of the 3,703 prospective teachers who were not employed as teachers, 1,734 held elementary certificates, 1,891 held high school certificates, and 78 held emergency certificates. Since an emergency certificate is issued only when a qualified teacher cannot be obtained to fill a position, it is probable that the holders of these certificates received positions but were not so reported on the salary schedules.

It has been stated previously that several difficulties were encountered in securing the data necessary for the present study. In order to present a more accurate and comprehensive picture of the teacher training situation in Kentucky, a questionnaire<sup>1</sup> was sent to each of the 3,703 persons who did not receive teaching positions, according to the records which were examined, although they held teaching certificates. An analysis of the returns received from this questionnaire will be presented in the following section of the present study.

### The Present Status of the Teacher Surplus

The first 596 answers to the questionnaire have been used to analyze the present status of those who received certificates to teach from 1935 through 1939, but who were not reported on the salary schedules as having received employment during that period. Table 27 presents the information contained in the 596 answers.

Table 27 shows that 97 persons reported that they taught in the public schools of Kentucky before 1935, and that 74 persons stated that they taught in other states before the same date. These two groups constitute 28.7 per cent of the total number of replies studied. Therefore, if the returns received from the questionnaire are to be interpreted as representing the 3,703 persons to whom the questionnaire was sent, 1,062, or 28.7 per cent, of the 3,703 persons who were not listed on the salary schedules as beginning teachers, should not have been included in the supply of teachers for the period which has been studied. When this correction is made, it is found that 2,641 more teachers were available for teaching positions from 1935-36 through 1939-40 than there were positions for which beginning teachers were selected. When a similar correction is made for the 61, or 10.2 per cent, who replied that they became beginning teachers during the period 1935-36 through 1939-40, an additional 378 names must be subtracted from the supply of prospective teachers, which leaves 2,283 as the teacher surplus which has accumulated over the period of the present investigation. Since the records which were examined show that 5,261 beginning teachers were employed from 1935-36 through 1939-40, it follows that 7,545 teachers were trained during that period; that the 2,263 prospective teachers who did not receive teaching positions constitute 30.3 per cent of the total number of teachers trained; that only 69.7 per cent of those who were trained secured positions as teachers.

<sup>1</sup> See Appendix, Form 6.

There is reason to believe that a larger percentage of replies to the questionnaire were received from those who are now engaged in teaching, or who want to teach, than were received from those who have definitely abandoned the teaching profession. There are two reasons for this belief:

1. Those who are now engaged in teaching should be more interested in supplying information concerning the teaching profession than would those who have another kind of employment
2. The Kentucky State Teachers Retirement Law<sup>2</sup> which became effective July 1, 1940, makes it necessary for each teacher to have on file a record of his previous teaching experience in order to benefit from the provisions of the law. The present teachers would, therefore, respond to a questionnaire which stated that there was no evidence that they held a teaching position.

TABLE 27. PRESENT STATUS, AS REPORTED IN THE RETURNS OF THE QUESTIONNAIRE, OF THE PERSONS WHO BECAME QUALIFIED TO TEACH BETWEEN 1935 AND 1939, BUT WHO DID NOT SECURE TEACHING POSITIONS, ACCORDING TO THE RECORDS, DURING THAT PERIOD

Present Status	Number	Per Cent
Now teaching in Kentucky and who were beginning teachers in the state before 1935.....	97	16.3
Now teaching in Kentucky but taught in other states before 1935 .....	74	12.4
Became a beginning teacher in Kentucky during the period of 1935 through 1939 .....	61	10.2
Now teaching outside of Kentucky .....	46	7.7
Now teaching in private schools .....	12	2.0
Now teaching in colleges .....	3	0.5
Unemployed .....	112	18.8
Have employment other than teaching .....	91	15.3
Married and did not enter the teaching profession	64	10.7
Students .....	36	6.1
Total .....	596	100.0

<sup>2</sup> *Acts of the General Assembly, 1940. Chapter 192. p. 742-750.*

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For these reasons, it is believed that the number of surplus teachers is not accurately represented by the revision made from the results of the questionnaire which placed the number at 2,283. Although there are no known data which can be used to support the conclusion, it is believed that approximately 2,800 more teachers received certificates during the period of the present study than there were positions for them to fill. Regardless of any attempt to fix accurately the exact number, the fact remains that between 2,283 and 3,703 persons received certificates to teach from 1935 through 1939, who did not find employment in the public schools of Kentucky during that time. Since only 5,261 beginning teachers were employed during this period, from 30 per cent to 40 per cent more persons were trained for beginning-teacher positions in the public schools of Kentucky than were needed to fill such positions.

Table 26 shows that, of the number of prospective teachers who have failed to secure teaching positions, 1,734 were trained to teach in the elementary schools, and 1,891 were trained for positions in the secondary schools. If these numbers are revised according to the replies to the questionnaire which were received, it is found that 1,059 persons who prepared to teach at the elementary level, and that 1,155 who prepared to teach at the secondary level failed to obtain teaching positions. Since only 884<sup>3</sup> beginning secondary teachers were employed in the public schools of the state from 1935-36 through 1939-40, more than twice as many persons were trained for teaching positions in the high schools of the state as could hope to secure positions. The present study shows that 4,377 beginning teachers were employed in the public schools of Kentucky during the same period. Since 1,059 prospective elementary teachers failed to secure employment, it is evident that 19.5 per cent of these who prepared themselves to teach at that level failed to receive teaching positions. The public schools of Kentucky might have been better served, and more of those who spent four years preparing to teach in the secondary schools would have found teaching positions, had the teacher-training institutions been aware of the teaching opportunities at the two levels of instruction and advised many of those who were preparing to teach in the secondary schools to prepare for teaching positions at the elementary level.

It has been stated that 5,261 beginning teachers were employed in the public elementary and secondary schools of Kentucky from 1935-36 through 1939-40. When this number is revised according to the results of the questionnaire, 378 (which is 10.2 per cent of 3,703)

<sup>3</sup> See Table 4, p. 37.

should be added to that number, which would mean that 5,639 beginning teachers were employed during that period. The salary schedules are received by the State Department of Education about September 1, each year, so cannot record either the changes in teacher personnel which take place at the beginning of the school term, or the changes which take place during the school year. For these reasons, it is felt that 5,639 beginning teachers is a rather accurate estimate of the number of beginning teachers employed in the school districts of Kentucky over the period covered by the present study. If it is accepted that 5,639 beginning teachers were employed during that period, and that 7,902 persons were prepared for teaching positions during the same period, it follows that 2,263 prospective beginning teachers did not secure teaching positions during that time. Table 14 shows that beginning teachers who were trained in the private junior and senior colleges of the state from 1935-36 through 1939-40, were selected for 2,211 positions, a number but slightly less than the 2,263 persons who prepared to teach during that time but who did not secure positions.

Further examination of Table 27, shows that 46, or 7.7 per cent, of those who answered the questionnaire stated that they were teaching in other states. This percentage when applied to the 3,703 questionnaires which were sent out would mean that 285 persons who received their teacher training in Kentucky institutions from 1935 through 1939, received their first teaching positions in other states. Since the present study shows that 240 of the beginning teachers employed in the public schools of Kentucky during that period were trained in other states, it follows that the exchange of beginning teachers between Kentucky and other states does not present a problem to the teacher-training program in Kentucky as it now exists.

Table 27 also shows that 2 per cent, or 74, of the 3,703 prospective teachers who were not employed in the public schools of the state, secured beginning-teacher employment in the private schools of the state, and that approximately 18, or 0.5 per cent, secured positions as college teachers.

Returns to the questionnaire were received from 112 persons who stated that they were unemployed, but wanted a teaching position; 26 of the 91 who replied that they had other employment wanted to leave their present positions if teaching positions could be obtained; 19 of the 44 who married and did not become teachers now want teaching employment. If 157, or 26.3 per cent, of those who answered the questionnaire want to secure teaching positions, there are about 975 persons in Kentucky who are seeking positions as teachers. The

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teacher training institutions of the state have probably trained about 1,600 persons during the present year for beginning teachers for the school year 1940-41. When the number of unemployed qualified teachers is taken into account, it would seem that between 2,500 and 2,600 persons will be available to fill the approximately 1,100 vacancies that can be expected.

Table 27 shows that, of the prospective beginning teachers who were trained during the years 1935 through 1939, 697 (18.8 per cent of 3,703) are unemployed; that 567 (15.3 per cent of 3,703) are employed outside of the teaching profession; that 396 (10.7 per cent of 3,703) married before receiving teaching positions and have not taught; that 226 (6.1 per cent of 3,703) are now students in some institution of higher learning.

The ninety-one persons<sup>4</sup> who stated that they were employed outside of the teaching profession held such positions as: advertising, four; bookkeeping, three; chemist, one; clerk, four; county official, one; Farm Security Administration, five; farming, two; federal employees, four; home demonstration agent, one; journalism, three; laborers, seven; life insurance, two; librarian, other than public school, three; medicine, one; musician, two; National Youth Administration supervisors, four; plumber, one; religious work, three; restaurant, one; salesman, four; scout executive, one; social service, five; secretarial, eight; state employees, two; store manager, four; theater, four; educational supervisors, Works Progress Administration, four.

An analysis of the information received in the returns to the questionnaire, but which is not recorded in Table 27, reveals that 134 could not secure teaching positions, nine of which number attributed their failure to secure such positions to politics in the local school system. Only ten answers were received from persons who stated that they did not want to teach when they applied for and received their first teaching certificate.

Of those who stated that they wanted teaching positions, ninety-four were prepared to teach in the high schools, and twenty-six at the elementary level. This ratio calls attention again to the fact that far too many secondary teachers are being prepared by the teacher-training institutions of the state. The subject matter fields, as reported by the holders of high school certificates, and the number of secondary teachers prepared to teach them are: social science, twenty; English, eighteen; science, fifteen; mathematics, nine; modern

<sup>4</sup>The actual number of replies to the questionnaire are used in this paragraph, and the two succeeding ones, without any attempt to adjust the returns in terms of the 3,703 questionnaires sent out.

languages, eight; music, six; home economics, five; Latin, three; agriculture, two; physical education, two; art, two; librarian, two; commerce, one; speech, one.

The distribution of the unemployed teachers according to subject matter fields agrees with Badger's<sup>5</sup> statement that the largest percentages of the unemployed teachers in Indiana were qualified to teach English, social studies, science and mathematics. Hyde<sup>6</sup> has found that most of the unemployed high school teachers in West Virginia were qualified teachers of English, social studies, and mathematics. It has been pointed out previously that the secondary teaching field is more crowded than the elementary field. It is evident that there is a better opportunity to secure a position at the secondary teaching level if one chooses the proper subject matter field for his preparation. Anderson<sup>7</sup> says that: "Any student in training, with average ability and without disabling physical handicaps may be almost certain of employment if he will choose his program carefully so as to include one of the several subjects for which the demand exceeds, equals, or approximates the supply." The information given in the present study might be of help to administrators of the teacher-training institutions of Kentucky in setting up their teacher-guidance programs.

It has been definitely shown in the present investigation that many persons are being prepared for teaching positions in Kentucky, although there is no possibility that many of them will ever secure employment as teachers in the public schools of the state. The following section of this study will deal with some possible methods that could be employed to control teacher production in such a way as to bring the number of prospective teachers who are prepared each year into closer agreement with the demand for beginning teachers.

### The Control of Teacher Production

An economic loss, both to the state and to the individual, results from the training of a large number of teachers who cannot hope to secure teaching positions; the state wastes its resources in preparing a person to teach in the public schools of the state when the person so prepared does not have the opportunity to serve the state in that capacity; the person who has prepared himself to teach suffers an economic loss in that he has spent his time and money preparing him-

<sup>5</sup> H. G. Badger. "Teacher Unemployment in Indiana." *School Life*. Vol. XV, June, 1930. p. 197.

<sup>6</sup> Richard E. Hyde. "Unemployed School Teachers in West Virginia." *Education*. Vol. 59, November, 1938. p. 182.

<sup>7</sup> Earl W. Anderson. *Teaching Opportunities in 1937*. Educational Research Bulletin, Bureau of Educational Research, Ohio State University, Vol. 17, No. 2, February 16, 1938.

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<sup>8</sup> L. A.  
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<sup>9</sup> B. R. E  
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<sup>10</sup> *Ibid.* 1

self for a chosen profession, only to find that he must adjust himself later to another type of employment.

There are several methods by which the number of teachers who are trained in Kentucky each year could be reduced to meet the demand for beginning teachers. Some of the methods are:

1. The General Assembly could limit, by legislative act, the teacher-training institutions to those whose curricular offerings were of a specified academic level, or to those institutions under certain types of control

2. The General Assembly could increase the requirements for certification to such a level that fewer persons would meet the requirements

3. The General Assembly could require that certain standards be employed by the teacher-training institutions for the selective admission of candidates for the teaching profession

4. The teacher-training institutions could adopt voluntarily certain criteria to be used in selecting those who would be admitted to the teacher-training curricula.

Pittenger<sup>8</sup> says that: "When a state has a monopoly or a near-monopoly on the education of teachers, it can estimate and control supply of and demand for teachers; but the states that have state and non-state institutions doing teacher education are experiencing serious complications."

After conducting a teacher supply and demand study for Ohio, Buckingham<sup>9</sup> was of the opinion "that it is the state's business to train its teachers." He also states that:

The privately endowed colleges may glut the market for teachers of a certain subject and compel the publicly supported institutions to starve their corresponding departments . . . In fact what the state has to do in its publicly supported institutions is to make the best guess it can at what the privately endowed schools will teach and then take what is left.

In his report of the same study, Buckingham<sup>10</sup> speaks of the privately endowed colleges as follows:

The services of the privately endowed colleges and universities of the state in the matter of training teachers have been neither few nor small . . . If it had not been for the services of these institutions in the past, teachers for the public schools of the state would have been diffi-

<sup>8</sup>L. A. Pittenger. *Estimating and Controlling Supply of and Demand for Teachers*. National Education Association, Addresses and Proceedings, Vol. 74, 1936. p. 603.

<sup>9</sup>B. R. Buckingham. *Supply and Demand in Teacher Training*. Ohio State University Studies, Bureau of Educational Research Monographs, No. 4, March 15, 1926. p. 161.

<sup>10</sup>*Ibid.* p. 21.

cult to obtain. But the development of a strong teacher-training system in the state has undoubtedly been retarded by the fact that the system of privately endowed colleges was well entrenched. In our judgment, it will be to the advantage of the public schools for the state gradually to assume a larger and larger share of the teacher-training business.

The private senior and junior colleges of Kentucky have made valuable contributions to the teacher-training program of the state. The location of a number of the colleges in rural areas has afforded to those who lived near-by an opportunity to secure the training necessary for certification at a reduced expense. It is doubted that a number of those who received their preparation in these colleges would have gone elsewhere for their training. In spite of a surplus of teachers in the state, a number of those teachers holding certificates probably would not have accepted positions in some rural areas because of the low salaries and the few social advantages which the communities offered. These same factors must be taken into account in the formulation of future teacher-training programs.

It is believed that a plan can be worked out which would control the supply of teachers, would provide better instruction for the classrooms, and which would include the private senior and junior colleges in the teacher-training program.

Table 26 shows that 1,875<sup>11</sup> persons who had completed at least four years of training for teacher's certificates failed to secure teaching positions during the period covered by the present study. Of this number of unemployed teachers, 1,754 held high school certificates and 121 held elementary certificates. Tables 6, 7, 8, and 9 show that during the school years 1936-37<sup>12</sup> through 1939-40, 1,373 persons who had three or more years of training were employed as teachers. From the information included in the same tables it seems reasonable to assume that several of the 909 persons, which Table 26 shows as holding provisional elementary certificates, had as much as three years of teacher training. The data that have been presented indicate that about 3,200 of those who received teaching certificates from 1935 through 1939, and who were available for the 3,715 beginning-teacher positions for the school years 1936-37 through 1939-40, had as much as three years of teacher preparation and that many had as much as four years of preparation. It must be remembered that a large number of those who did not secure teaching positions held high school certificates while the majority of the beginning teachers

<sup>11</sup> It is felt that this number is more accurate than the number which would result if a correction were made that complied to the questionnaire returns.

<sup>12</sup> The school year 1935-36 has not been included in this analysis since it marked the end of the old certification requirements. The 470 teachers with four years training who were trained during 1935 have been included in the analysis just as a surplus of teachers from the present year would be carried forward as a supply for 1940-41.

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employed from 1935-36 through 1939-40 were employed in the elementary schools. The fact remains, however, that the beginning teaching positions, with the exception of 500 of them, which were available from 1936-37 through 1939-40, could have been filled by persons having three or more years of teacher training provided that the teacher-training institutions had advised many of those who were preparing to become teachers in the secondary schools to prepare for employment at the elementary school level. It is probable that many of the prospective teachers would prefer to prepare to teach at the elementary level with a fairly good chance of employment than to train themselves to teach in the secondary schools with a lesser probability of employment if they were made aware of the teaching opportunities at the two teaching levels.

It is believed that an increase from two years to three years of training as the requirement for the provisional elementary certificate could be easily met by those preparing to teach. The certification law of 1934 raised the requirement for the elementary certificate from one year to two years of teacher training, and each succeeding year has found a surplus of teachers prepared to teach at that level.

If three years of preparation were required for certification to teach in the elementary schools, a large part of the professional training should be received during the third year of that preparation. Myers<sup>13</sup> states that there is a tendency to concentrate general or cultural courses in the first and second years, and to concentrate professional work in the later years of teacher training. Should a three-year pre-service period of training be required for the certification of elementary teachers, it would be expected that the professional courses—including practice teaching—would be taken above the junior college level. Since the junior colleges have been training many of the beginning elementary teachers, it should be determined whether or not the practice teaching facilities of the state and private four-year colleges would accommodate the increased demand for practice teaching.

In 1938-39, 2,572 persons took practice teaching in Kentucky institutions.<sup>14</sup> Of that number, 1,412 received training at the elementary, and 1,160 at the secondary teaching level. The private junior colleges provided practice teaching for 464 of those who were preparing to become elementary teachers, whereas the state and private senior institutions provided similar training for 948 persons.

<sup>13</sup> Alonzo F. Myers. *Teacher Demand, Supply and Certification*. University of Chicago Press: Twenty-Third Yearbook, The National Society of College Teachers of Education, 1935. p. 200.

<sup>14</sup> *Report of the Superintendent of Public Instruction*. State Board of Education Bulletin, Vol. VII, No. 9, November, 1939. p. 36.

Since only 733 beginning elementary teachers were employed for the school year 1939-40, it follows that the practice-teacher facilities of the junior colleges are not necessary for the training of teachers for the public schools of the state.

The introduction of a three-year pre-service training requirement for elementary teachers should take place only when it is believed that the children would benefit because of the better training which the beginning teachers had received. It would be well, however, to examine the effect that such a program would have upon the institutions which have been preparing the elementary teachers. Although there might be fewer persons preparing to become elementary teachers if the requirements should be increased, the senior colleges would participate in the training of all such teachers, whereas they now train only a part of them. The enrollments in the junior colleges should not decrease if such a change were made in the requirements for the certification of elementary teachers, for they would continue to provide the first two years of training and would, at the same time, be spared the expense of providing the necessary professional training.<sup>15</sup>

A false economy would result from a balance between the supply of and the demand for beginning teachers unless some criteria are used for the careful selection of candidates for the teaching profession. Beginning in 1932, the State of New York has required that each applicant for admission to the teacher-training curricula offered by the state institutions must have a four-year high-school scholarship average of 72 per cent; must pass satisfactorily standard tests which aim to measure mental ability, reading ability, and command of English; must present a certificate from the family physician insuring physical fitness; and must have been favorably recommended in a confidential report from the high school principal concerning the applicant's personality, character, habits of study, interests, and special aptitudes for teaching.<sup>16</sup>

Noehlman expresses his attitude toward the selection of candidates for the teaching profession as follows: "Specific standards for vitality, mentality, social intelligence, emotional stability, ideals and attitudes, general culture and motivation, might well be set up to secure better balance than is now possible except by luck. General

<sup>15</sup> One of the private junior colleges of the state, Cumberland College, finds it an economy to pay the cost for practice teaching to other institutions in the state rather than to provide similar training.

<sup>16</sup> Hermann Cooper. "A Forward Look in Teacher Education." *Education*. 56:195-200, December, 1935.

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admission tests should be administered by each institution in terms of these operating standards."<sup>17</sup>

The responsibility of the teacher-training institutions in the careful selection of candidates admitted to teacher-training programs is emphasized by Smith and Eaton<sup>18</sup> who say that such institutions should "accept for training only those candidates who have the moral, social, and intellectual traits needed in order to become successful and desirable leaders."

Baker states that:

At the beginning of the period of professional specialization in any institution for the education of teachers, whether at the beginning of the senior college or, at the end of the junior year, or on admission to the graduate school, requirements should be set up that will eliminate all candidates who have not shown in their previous educational record definite scholastic interests and aptitudes, the possession of effective habits of study, satisfactory emotional control, a socialized attitude, freedom from all serious physical and speech defects, and the possession of strong professional interests.<sup>19</sup>

That the educators of Kentucky are aware of the importance of the proper selection of candidates for the teaching profession is evidenced in the following statement of policy which is contained in a report of the Advisory Committee on Teacher Training which has been presented to the Council on Public Higher Education and adopted later by that body:

During the year 1940-41 each college offering curricula for the education of teachers shall take steps to develop a workable plan of selecting from the total student body and guiding-in-training, those persons who offer promise of becoming effective teachers in the public schools. Such a plan, also, should tend strongly to prevent persons from entering the teaching profession who are (a) physically handicapped to any marked degree, (b) poor in general scholarship, (c) unable to use English fundamentals, (d) low in general intelligence, and (e) who have personalities which obviously make them unfit to be teachers.

Such a program of selecting teachers from the student body should employ such measures as (a) physical examination by the college physician, (b) the use of standardized general scholarship tests, (c) standardized tests which measure the use of English fundamentals, (d) the use of general ability tests, and (e) an advisory committee on personal growth, made up of members from the education faculty, the academic faculties, and the training school faculty.

<sup>17</sup> Arthur B. Moehlman. *Planned Teacher Production*. National Education Association Proceedings, Vol. 72, 1934. p. 563-568.

<sup>18</sup> Henry Lester Smith and Merrill Thomas Eaton. *An Experimental Study of Standards for the Selection of Candidates for Teacher-Training Institutions*. Bulletin of the School of Education, Indiana University, Vol. XVI, No. 1, December, 1939. p. 7.

<sup>19</sup> Frank E. Baker. *Selective Admission and Selective Promotion in Teacher Educational Institutions*. Twenty-Third Yearbook, the National Society of College Teachers of Education, 1935. p. 62.

On or before September 1, 1941, each college educating teachers shall file with the State Board of Education and the Council on Public Higher Education a description of the plan of selecting persons from its student body to enter teacher preparation curricula. This plan shall be approved by the State Board of Education as a part of the college's teacher training program.<sup>20</sup>

The proposals for teacher selection, as outlined in the above report, should result in an improved teacher personnel for the public schools of Kentucky. It would seem that the results which the report desires would be better obtained if specific standards of testing and selection were suggested rather than the indefinite proposal that each teacher-training institution decide upon its own method and means of testing and selection. The standards for admission into the teacher-training curricula should be the same in each institution, so it would seem that there should be a general agreement as to the specific tests that would be given.<sup>21</sup>

The guidance and selective programs should begin soon after the registration of the prospective teacher in the teacher-training institution. The registration forms should provide the information that the entering student is a prospective teacher and he should be referred at once to the department or college of education.

The responsibility of the teacher-training institution does not end with the certification of the teachers it has prepared. Each of the teacher-training institutions should provide some form of in-service training to beginning teachers. Each of the institutions that is approved as a teacher-training agency could select a geographical area in the state and provide the beginning teachers in that area with some service that would enhance their success as teachers, without cost to the teachers.

### Summary

The analysis and discussion of the surplus of teachers in Kentucky can be briefly summarized as follows:

1. At least 2,263 persons who received teaching certificates from 1935 through 1939 failed to secure teaching positions. This number (2,263) represents 30.3 per cent of all the persons who received their first certificate to teach during the same period.

<sup>20</sup> Minutes of the Meeting of the Advisory Committee on Teacher Training, June 3, 1940.

<sup>21</sup> The conference on teacher education to be held in Richmond, Kentucky, September 9-14, 1940, would provide an excellent opportunity for the adoption of uniform standards for selective admission to the teacher-training schools.



2. More than twice as many persons prepared to teach in the secondary schools from 1935 through 1939 as there were vacancies for beginning teachers during that period.
3. Of those who prepared to teach in the elementary schools, 80.5 per cent secured beginning-teacher positions.
4. Approximately 975 persons who obtained certificates from 1935 through 1939 and who have not been previously employed as beginning teachers, are seeking teaching positions for the school year 1940-41.
5. The subject matter fields in which the largest number of such unemployed teachers are prepared to teach are social science, English, science, and mathematics.
6. At least 697 of those who have prepared themselves to teach are without any kind of employment at the present time.
7. Most of the beginning teacher positions which were secured by those with two years of teacher preparation could have been filled by persons having three years or four years of similar preparation if adequate guidance programs had been employed in the teacher-training institutions.
8. An increase in the requirement for the provisional elementary certificate from the present two-year to a three-year period of teacher training could be met by the prospective teachers.
9. The teacher-training institutions would have little, if any, loss either in enrollments or income should the requirements for the provisional elementary certificate be increased by another year to be spent in teacher training.

## Chapter V

### CONCLUSIONS AND SUGGESTIONS

It has been the purpose of the present study to gather and to present such information concerning beginning elementary and beginning secondary teachers as a close examination of the records which were readily available would permit. The study has presented the following information about the beginning teachers who were employed in the school districts of Kentucky for the school years 1935-36 through 1939-40:

1. The school districts in which their first teaching positions were secured
2. The number employed as beginning elementary teachers and the number employed as beginning secondary teachers
3. The institutions of higher learning in which their training was received
4. The amounts of preparation received during their training for the teaching profession
5. Their salaries.
6. The percentage that received their first teaching positions in their home counties
7. The time interval between the end of their teacher-training period and their employment as beginning teachers
8. The number of men and the number of women who secured positions as beginning teachers during the period covered by the study.

The data which were gathered during the course of the study in regard to the above phases of beginning-teacher employment have been presented in Chapter III, and the interpretations of the data have been summarized at the conclusion of that chapter.

The study has recognized the possibility that some errors existed in the primary source data. A questionnaire was sent to those persons who were not recorded on the salary schedules as beginning teachers during the school years 1935-36 through 1939-40, although the certification records showed that they had been certificated to teach during that period. It was expected that a study of the returns to the questionnaire would warrant certain corrections of the data,

and that more accurate conclusions, therefore, could be made. The returns to the questionnaire were presented and analysed in Chapter IV.

The data that have been presented seem to warrant the following general conclusions:

1. That, 52.3 per cent of the beginning teachers employed in the school districts of Kentucky for the school years 1935-36 through 1939-40, received their training in tax-supported institutions in the state; 13.5 per cent, in private senior colleges in the state; 28.6 per cent, in the private junior colleges in the state; 4.6 per cent were trained in other states; and 1 per cent could not be identified for all purposes of the study.
2. That, there has been a gradual decrease in the percentage of beginning teachers employed who received their training in the tax-supported institutions in the state from 55.6 per cent in 1936-37 to 48.8 per cent in 1939-40; a very slight decrease (only 1.2 per cent) in the percentage trained in the private senior colleges in the state; a noticeable increase in the percentage trained in the private junior colleges in the state from 22.7 per cent in 1936-37, to 30.5 per cent in 1939-40.
3. That, the teacher-training institutions in the state have not been using effective teacher-guidance programs. This statement seems to be justified since the present study shows that 80 per cent of those who were prepared to teach in the elementary schools secured positions while less than 50 per cent of those who were prepared to teach in the secondary schools secured positions; and, that many of those who are now unemployed as teachers, were trained in those subject matter fields which are over-crowded with teachers.
4. That all of the beginning elementary teaching positions, with the exception of about 500 of them, could have been filled with persons with either three years or four years of preparation if many of those who were trained to teach in the secondary schools had prepared themselves to teach in the elementary schools
5. That, far more persons are being prepared as teachers, than there are teaching positions available
6. That, the teacher-training institutions in the state do not have uniform standards of selective admission to the teacher-

training programs, and that many of the institutions show no attempt to restrict their programs to those who show the most promise of becoming successful teachers.

It has been pointed out that both the state, which trains a person to become a teacher, and the person who prepared himself to become a teacher suffer an economic loss when the person so trained cannot secure a teaching position. The teacher-training institutions might benefit temporarily from an over-production of teachers because of the additional income received from student fees. It is not believed, however, that those institutions which have been granted the privilege to train teachers would use that privilege to satisfy monetary needs. It would seem, therefore, that all institutions in the state which are now engaged in teacher-training would welcome a teacher-training program which would include (1) standards of selective admission to the teacher-training curricula, (2) a control over the number of teachers who are trained, and (3) a guidance program which would insure a balance between the supply of and the demand for teachers trained for the elementary schools, the secondary schools, and the subject matter fields in those schools.

It is suggested that representatives of the teacher-training institutions arrange a conference for the discussion of plans of selective admission to the teacher-training curricula, and that such criteria as might be agreed upon be put into use as soon as possible.

An effective program of guidance necessitates methods and forms of teacher-accounting which will provide continuous and readily available information concerning the demand for teachers at the elementary and secondary levels of instruction, transfers from one level of teaching to another level, the number who are being prepared for teaching service at each level, the number leaving the profession, the number reentering the profession, and the subject matter fields in which there are demands for teachers.

It is suggested that the State Department of Education, or some agency which would cooperate with the State Department of Education, formulate and put into effect such forms of continuous teacher-accounting as might be found advisable, and that the teacher-training institutions in the state be given an annual report containing all the information concerning the supply of and the demand for teachers that would be disclosed by the teacher-accounting forms.<sup>1</sup>

The State Department of Education has been handicapped in the

<sup>1</sup>The writer plans to continue the present study until the preparation of an annual report is assumed by the State Department of Education or some other agency.

performance of some of its functions by the lack of floor space and clerical aid. If additional space, physical equipment, and clerical help is made available, it is believed that the following additions to the reports which are now received by the department, and certain changes in the filing of the information concerning teachers would facilitate continuous teacher-accounting:

1. The names of all persons whose certificates have expired should be removed from the files
2. The cards which give information about the available teachers should be filed by the expiration dates of their certificates
3. Some one of the reports received by the department should record the classification and the number of the certificate held by the teacher
4. The information about each teacher who is employed in the state each year which will be received by the Secretary of the Board of Trustees of the State Teachers Retirement System should be made available for the Division of Teacher Training and Certification in duplicate form.

The data which have been presented in this study show that a large number of prospective teachers with three years or four years of training might have been placed in the beginning elementary teaching positions which were secured by those with only two years of teaching training. It is believed that the classroom instruction given by a teacher with three years of previous training should be superior to the instruction given by a similar teacher with only two years of preparation. Although the data that have been presented are not conclusive enough to warrant an immediate change in the requirement for the provisional elementary certificate, the data that through proper guidance it would be possible within a two-year period for the teacher-training institutions within the state to produce a supply of teachers with three years of training sufficient in number to meet the demands for beginning elementary teachers.

It is suggested that a more extensive study be made of the advisability of an increase in the requirements for the provisional elementary certificate. If the results of such a study seem to warrant the increase, it is suggested that the Kentucky Education Association choose as one of its objectives "a minimum of three years of training for each beginning elementary teacher," and that the General Assembly of 1942 make legal provisions for such a change in the requirement for the provisional elementary certificate.

It is believed that the factional information which has been presented and the suggestions which have been made in the present study, can be used as the basis for the discussion and the planning of an enriched program of teacher education in Kentucky, and the improvement of the classroom instruction which would result from such a program.

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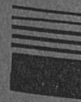
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