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A HISTORY
of
THE CERTIFICATION OF
MONTANA TEACHERS

by

Louise G. Kraft

Presented in partial fulfillment of the
requirement for the degree of
Master of Arts.

Montana State University

1936

Approved:



Chairman of Examining Committee



Chairman of Graduate Committee

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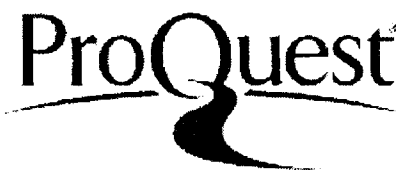


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A HISTORY OF THE CERTIFICATION OF MONTANA TEACHERS

CHAPTER I

Introduction

Teacher certification in each commonwealth in the United States has meant raising the educational qualifications of teachers. It has been so in Montana.

The time seems opportune to trace the struggles through which Montana passed during the first seventy-two years of its existence as territory and state, in order to attain a goal where its teachers were certificated with professional training which compared favorably with that of the other states of the West and Northwest.

The field of educational history in Montana is particularly meagre. A study of the single phase, certification of teachers, has never been made. If "The Development of School Administration in Montana", written by F. J. Burney in 1924, be excepted, it may truthfully be said that no study of a specific phase of educational history of Montana has been published. Had not "Development of the Montana State Educational Organization, 1864-1930", by the Reverend Father Emmet J. Riley, recently appeared, Montana educational history, in general, would also be sealed in library stack-rooms and in the memories of the few remaining pioneers of the state. Although general histories of Montana usually devote a chapter to education, there seems in them no consistent treatment of it from its beginning to the present, much less a history of a special phase of education from its incipient stage.

The laws of the Territory of Montana and of the State of Montana have yielded much original material on the subject. Every annual and biennial report of the territorial and state superintendents has contributed information. Histories, messages of governors, newspapers, miscellaneous reports, and letters have supplied details.

All these show that Montana's certification history is bound up with personalities of men and with their ideals. We find in the sources for this study that what men have wished to do and what they have actually done, widely diverge. Often after a space of years their hopes have finally been realized. At no time has the road to higher standards been an easy one.

For greater ease in comprehending the difficulties involved in raising the educational qualifications of teachers, and for an appreciation of the accomplishments, it seemed wise to give in later chapters a detailed account of the long-gathering causes that brought into existence new certification laws and modifications of laws, which at the time of their enactment were believed to fit the needs of the territory or state, and to follow these laws with their immediate results. It is difficult to distinguish the exact point where immediate results are at an end, and causes for new and better laws begin gathering. For this reason, the plan may seem not always to have been adhered to.

CHAPTER II

Beginnings of Education in Montana, and the Struggle to Acquire Teacher Certification 1863-1881

I. The Preterritorial and Early Territorial Background

The practice of certifying teachers in Montana was instituted by the First Legislative Assembly of the Territory. But for a complete understanding of the earlier situation that brought it into existence a resume of a few historical facts relating to Montana is necessary.

Montana Territory was organized in 1864, out of Idaho Territory which had been organized in 1863. This in turn had been organized from the Territory of Washington in 1854, all of which had formerly been a part of Oregon Territory. The first actual attempt at American government in the district now known as Montana was not until the Idaho Territorial Legislature set up its laws in 1863. These were operative in the district of Montana until the new Territory of Montana was organized.¹

Even before the organization of the Oregon Territory in 1850, the schools of St. Mary and St. Ignatius were established in Montana, and afforded all the facilities for education to be found in the Rocky Mountain region.²

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1. Robert George Raymer, Montana, The Land and the People, (1931), Volume I, Chapter III, p. 55.
 2. M. A. Leeson, History of Montana, 1739-1885, (1885), Warner, Beers, & Co., Chapter XI, p. 366.

The chief white population then consisted of trappers and fur-traders, scattered throughout the district. The number of children was very small. Our concern is not as much with this very early population as it is with those peoples who migrated to Montana in larger numbers later, making law and order necessary.

The district known as Montana received its first large accession of white population in 1862 when Governor Price's Confederate force in Missouri had been compelled to leave that state for safety.³ In 1863 the mining interests gave promise of permanence in Montana.⁴ The lure of gold had called people of many states of the United States, but chiefly of California. Not only from the South and the West but also from the East, people flocked to the new place. Men who became prominent here proved to have migrated from almost every section of the country, as will be noted in later chapters. The first governor, Sidney Edgerton, with his nephew, Colonel Wilbur F. Sanders, emigrated from Ohio. Another governor, Green Clay Smith, came from Kentucky. Governor James Ashley was an Ohioan, as was Benjamin F. Potts, the fourth governor. Bannack, the first capital,

3. Col. A. C. McClure, "Wilbur Fiske Sanders" in Historical Society of Montana Contributions: Volume VIII, p. 28.

4. M. A. Leeson, op. cit.,

was described as "tumultuous and rough" in 1863, "but into it had drifted many worthy people who unbendingly held firmly to their principles of right."⁵ This description may be considered as typical of all the earlier-settled districts. Here was, therefore, a fusion of a rough people with a refined people, the rougher predominating. The result was many a conflict in regard to what was advantageous to all. In respect to schools, we shall see that the cosmopolitan nature of the population was both a hindrance and a help.

Influencing the practice of certification of teachers in Montana were the customs and laws of other territories and states. Our chief interest in regard to this lies in the manner of securing teachers. Concerning it, Lucia Aurora Darling, who was known as the first teacher in Montana (Bannack), said:

Parents were anxious to have their children in school, and it never was known when there came a cry from the children that some school ma'am did not rise up in response. I was requested to take charge of such an institution.⁶

5. Lucia Aurora Darling, writing in Butte Miner, (February 22, 1920).

6. The Butte Miner, February 22, 1920

Evidently teachers were imbued with a missionary spirit.

But other characteristics were also present.

It was learned that she had taught school in the East, and after being urged, she finally consented to take pupils.⁷

She therefore had the qualification of experience required of teachers elsewhere.

There was no other volunteer for the task. She studied at Oberlin College, but did not graduate....Her having or not having a certificate in Ohio had nothing to do with her appointment....There were no school laws in the Territory until the winter following the opening of her school....Her few pupils came from the different states, and the text books used were what they brought with them, scarcely two alike....Bannack was a mining camp and conditions were chaotic, and only beginning to take shape.⁸

Miss Darling also had professional training at a standard college. This was quite generally required of teachers in the States. Her experience had been in Ohio. "She later became Dean of Women at Berea College, an offshoot of Oberlin."⁹

It is clear that there were standards of qualification existing in Bannack, though these standards had not yet been formulated. Among them experience, professional training, and good character were prominent.

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7. Mrs. Martha Edgerton Plassman, writing in Mineral Independent, April 12, 1934. (Mrs. Plassman was a daughter of Governor Sidney Edgerton and a cousin of Miss Darling.)
 8. Mrs. M. E. Plassman, in Letter of August 4, 1935. Appendix.
 9. Ibid.

In Virginia City also, there was evidence of the necessity of qualification for teachers, though no laws existed requiring them. There Professor Thomas J. Dimsdale certified to his own ability as a teacher (so to speak) when he advertised in the Montana Post:

Professor Dimsdale begs to inform the public that he has opened a school on Idaho Street (Virginia City) behind Mr. Lomax's Corral. Having been long and successfully engaged in tuition, he feels sure that the friends of Education will support him in his attempt to establish a really good school. All the branches included in the curriculum of the best Seminaries will be taught in the most approved manner. Terms: \$1.50 per week. A night school will be opened next Monday for those whose vocations prevent their attendance during the day. The strictest attention will be paid to morals and deportment of the pupils. Young beginners, \$1.25.¹⁰

The Montana Post also certified Mr. Dimsdale with the following editorial:

School - We are glad to inform our readers that Professor Dimsdale has opened a school on Idaho Street. In a rapidly increasing community like ours, a school is a matter essential to the stability of the place, and anything so truly American as education for the young, irrespective of party, creed, or profession, should command the support of all good men and true, of the nation, whose institutions can flourish only among an enlightened people. Professor Dimsdale is highly recommended by well-known authorities, and we hope to see the first class school which he desires to organize and maintain, permanently established in our midst. Parents and guardians should send their children to school, even where some sacrifice of personal ease is the result.¹¹

10. Montana Post: Virginia City, Montana Territory, August 27, 1864.

11. Ibid.

There was a demand for a school in Virginia City, as there had been in Bannack when Miss Darling assumed the responsibility of teaching.

Mr. Dimsdale was a man of scholarly attainments. He received his education in a preparatory school at Rugby. He later attended Oxford, to complete his education for the ministry, but was compelled to give up the work. Afterward he migrated to Canada.¹² About him, it is written by one who received his first education in the school of which Mr. Dimsdale was headmaster, in Milbrook, Durham County, Ontario:

The striking personality of the man recalls him still to memory. A large man, full-blooded, florid, large mentally and physically; certainly an ideal instructor. He must have had considerable magnetic influence or a large fund of benevolence, for always at intermission a crowd of youngsters were at his heels, following him everywhere, receiving instruction while being amused with some scientific plaything. I well remember one was a sun dial with hours cut on the level of a post. It stood for many years after he left at one corner of the school. Another was a practical demonstration of a ship canal, made in a little passing rivulet with locks and floodgates all complete, and chips for ships. The earliest entertainment I can remember was a magic lantern exhibition given by the genial professor....He is still remembered in Milbrook as a model schoolmaster and an educated gentleman of the old school, with abilities far above what was demanded in the position he held as head school master in the country village.¹³

12. Biography in Historical Society of Montana Contributions, Volume V, p. 281

13. T. B. E. as signed in a Letter from Deer Lodge in Anaconda Standard, July 9, 1893

Similar to Miss Darling in the matter of professional training, and in character, with an outstanding personality, Mr. Dimsdale had also had experience in teaching. His certification of himself in the aforementioned advertisement was probably justified.

The foregoing excerpts show that teaching requirements such as professional training, experience, and a good character existed in Montana's preterritorial days, though there was no legal basis for them in this entire district. The customs and laws of other states and territories were operating to shape Montana's customs.

Subsequent to the establishment of the few private schools with teachers such as the two just described, the First Territorial Legislative Assembly convened, December 12, 1864. They were bidden by Governor Edgerton in his first message, "to devise some system of education to meet the immediate wants of our people."¹⁴ The Governor then reminded them that

14. Message of Governor Sidney Edgerton, in Montana Post, December 24, 1864.

"the Government with a wise forethought had made liberal provisions for this purpose in the Organic Act, ...and that hundreds of children were then in the Territory which a wise legislation would not permit to grow up in ignorance," adding that "children are in a sense the property of the public and it is one of the highest and most solemn duties of the State to furnish ample provision for their education."¹⁵

To devise a system of education that would meet the need was easier said than done, but Montana's first legislature pursued their duty. They had Idaho's first laws at hand which contained no provisions for schools. It was necessary to have a pattern. Idaho's Second Legislative Assembly had met in November, 1864. There is a story extant that a person was hastily sent on horseback to the Capitol of the neighboring territory, to secure a copy of these statutes. The similarity of the school laws of the two territories would bear this out to some extent. But it is probably true that Montana wisely selected parts of Idaho's laws which "would meet the wants of her people," and sought advice from some of her ablest men on other parts that she deemed unwise or unsuitable. For the laws made by the Bannock Legislature were more complete than Idaho's. They were "voluminous and important".

15. Message of Governor Sidney Edgerton, op. cit.

James N. Sanders described this first legislature as "conscientious and industrious."¹⁶

Here it may be said that whereas many portions of Montana's first school laws corresponded with Idaho's, many did not. The principle used as the basis for examining teachers in Idaho was entirely different from that of Montana, for in that territory the school trustees had the examination of teachers as their duty.¹⁷ It was in regard to the examination of teachers that Montana's laws corresponded with Ohio's.¹⁸ Many other instances of similarity to Ohio statutes were found, among them being the term, "school directors," used throughout both laws. In contrast with this, the term "trustees" occurs in the Idaho Statutes of 1864, in the Missouri Statutes of 1856, and in the California Statutes of 1860.

Forthwith, "an act establishing a common school system for the Territory of Montana" appeared. This composite law with the few changes and additions herein described was operative until 1872.

Sections pertaining to certification and qualifications of teachers provided for a county superintendent, one of whose duties was to be at the county seat on the third Friday and

16. Tom Stout, Montana, Its Story and Biography (1921), Volume I, Chapter XIII, p. 283

17. Idaho's Session Laws (1864).

18. Letter, appendix, dated June 29, 1935; also, Revised Statutes of Ohio (1853, 1860)

Saturday of May and November of each year for the purpose of examining teachers. All teachers examined on different days were to pay to the superintendent the sum of six dollars.¹⁹

In this act it was declared:

It shall be the duty of the superintendent to examine all persons who wish to become teachers in his county. He shall examine them in orthography, reading, writing, arithmetic, English, grammar, and geography, and if he be of the opinion that the person examined is competent to teach such branches, and that he or she is of good character, he shall give such person a certificate, certifying that he or she is qualified to teach a common school in said county; such certificate shall be for the term of one year only, and may be revoked sooner by the superintendent for good cause.²⁰

But the statutes by the first legislature soon proved inadequate, for no head of the common school system had been provided for, as was done by the Idaho Legislature. That the need of a territorial superintendent was felt is shown by the fact that Governor Edgerton appointed one to fill this position, though the law had failed here. Professor Dimsdale, having succeeded fairly well in his vocation, and having attracted the Governor's attention,²¹ was offered the position and accepted. Montana's Second Session of the Legislature then made provision for the office by appointment of the Gover-

19. First Session (Laws (1864-1865); Chapter II, Section V, p. 435.

20. Ibid.

21. Historical Society of Montana Contributions, Volume V, p. 281.

nor, and specified duties, thus:

He shall have general supervision of all the school districts of the territory, and shall see that the school system is as early as practicable put into uniform operation; ...

He shall make all further rules and regulations that may be necessary to carry the law into full effect according to spirit and intent.²²

A teacher of a common school was not permitted to teach without securing a certificate, under the conditions named in the laws:

It shall be the duty of every teacher of a common school to procure a certificate of qualification and good moral character, before entering upon the duties of a teacher.²³

The teachers in the private schools had been satisfactory, but from now on, the greater number of schools were to be public. The necessity of equal standards of qualification for all teachers naturally arose. According to custom in the States, laws to meet the needs were enacted. A county superintendent was to investigate the qualifications of teachers. The teacher without qualifications was not given a certificate, granting her permission to instruct the young. A territorial superintendent must carry the law into full effect. Thus far Montana's cosmopolitan background was of benefit to the district.

22. Second Session Laws (1866), Chapter XII, Sections 3, 5, p. 17.

23. First Session Laws (1865), Chapter IV, Section 1, p 440.

II. Schools Established under the New Law.

Though the Second Legislature had already adjourned and the time for establishing common schools was close at hand, newspapers still printed frequent notices concerning private schools.²⁴ Several of them closed just before March 5, 1866, when the first common school actually opened.²⁵ That the influence of the law was felt, is clear in items which residents of Virginia City read in their weekly newspaper, January 13, 1866 and February 3, 1866:

EDUCATIONAL: There are public schools organized under the Territorial Act at Virginia, Nevada, Junction, and Mill Creek. It has been an arduous task to get the work started, and we were sometimes desponding enough, but now it goes bravely on. Edgerton County (later Lewis and Clark) is exerting itself nobly in the matter, and soon we shall have public schools dotted all over the mining camps of our mountain home. There need be no reluctance on the part of parents to emigrate to Montana; their children will be cared for.

COMMON SCHOOL: We are happy to state that the first common school organized under the new law will go into operation next week. In the absence of a suitable building exclusively devoted to school purposes, we understand that the Baptist Church will be used for that purpose until the required new house can be erected.²⁶

This latter school did not open the next week as was

24. Montana Post, February 24, 1866. Also Letter, dated August 2, 1935, (Appendix).

25. Mrs. Sarah Raymond Herndon, The Pioneer Public School of Montana (1866), Historical Society of Montana Contributions, Volume V, p. 198

26. Montana Post, January 13, 1866, February 3, 1866

intended. The article following fixes the date as a month later. Our greatest interest, however, lies in the fact that the author of it became a public school teacher by the prescribed method:

I took the examination at my home and received a first grade certificate for which I paid six dollars besides answering every question....There was appropriated two hundred dollars a month to pay the teachers. I taught the higher grades six hours so I received one hundred and twenty five dollars. I was principal....A Mr. Thrasher was the county superintendent, or school commissioner as he was called then....The first public school was opened the fifth day of March in Virginia City, the same day that the Territorial Legislature convened. A term of six months closed August, seventeenth.... The trustees offered me the position of principal for next term for nine months with an increase of twenty-five dollars per month....This was gratifying to me although I could not accept the position, for it proved that I had given satisfaction and had succeeded better than I had hoped, for it was a hard school to teach, as we were practically without books.²⁷

It is to be noted that this teacher, Mrs. Herndon, complied with the law in taking the examination, and that she was given a certificate. She was then qualified to teach in Montana, and did so successfully. She wrote further, in a letter,²⁸ that she had taught before coming to the Territory.

At Bozeman, a public school opened the next winter.²⁹

27. Mrs. Sarah Raymond Herndon, op. cit.

28. Letter of July 30, 1935. (Appendix).

29. Mrs. W. J. Beall, "Bozeman's First Schools" in Historical Society of Montana Contributions, Volume VII, p. 304

The first public school or "district school" was built in Helena in 1868;³⁰ the first, at Missoula in 1869.³¹ As early as 1867, five teachers were reported to be employed in the public schools of Montana by the territorial superintendent. The next report in 1868 gave the number of teachers as twenty-seven. These numbers probably indicate only a part of those schools actually operating under the new law, for it was often impossible for a county superintendent's report to reach the territorial superintendent, so that the figures could be included. By 1868 the public schools far outnumbered the private schools of the Territory.

III. The Law in Operation.

The people of Montana seemed well satisfied with their system of common schools at this time, but when put into practice its deficiencies quickly showed. A. M. S. Carpenter, the first superintendent of public instruction to make a report, although fourth among those appointed to the office, complained bitterly to Governor Green Clay Smith in October, 1867. He reported that only one county superintendent had furnished him with any information; in fact, the law did not require them to send him reports until December, which was too late for the meeting of the legislature in November. He disclosed the fact that the School Law, as

30. David Hilger, "Early Day Schools in Helena," in Montana Education, February, 1935, p. 7.

31. The Sunday Missoulian, April 30, 1933

then in force, was very inadequate, in many respects, saying that some legislation would be required at the hands of the recently-elected legislature to adapt it to their present wants.³²

Professor Dimsdale had resigned from the Office of Superintendent in 1866. The next appointee, Peter Ronan, had refused to serve, probably because of inadequacy of the law, and other business. A. H. Barrett who was next appointed, served less than a year.³³

Therefore it is not a surprise that Mr. Carpenter in the report previously referred to, said:

I have given much thought to this subject since my appointment to the Office of Superintendent; and with the aid of many years' experience, both as teacher and a school officer, I have attempted to embody my views of what the best interests of the Territory demand in this particular, in the form of a bill which I shall have the honor to submit herewith, and should it meet your Excellency's approval, shall hope to have it recommended by you to the honorable body, the Legislature of Montana. This bill contemplates, should it become a law, the establishing of a complete system of public schools, and will be ample to meet the wants of this future state for many years to come.

What every lover of Montana wants today is, that a class of emigrants who desire above all things that their children shall be educated, may be induced to settle among us. Those men who never inquire, "Can my children have there the

32. A. M. S. Carpenter, Report to the Governor (1867) in Sander's History of Montana, Chapter 25, p. 1549.

33. Tom Stout, Montana, Its Story and Biography, (1921) Chapter XXII, p. 493

advantages of good schools?" when determining where they shall find a home, are not the men who build up great states. It is the part of wise men, looking only to personal interests even, that we now take such action as shall insure a rapid and healthy growth for our Territory; and no one thing, not even a positive assurance that our mountains were solid gold, can so effectually secure this much to be desired end as the establishment of a thorough far-reaching and complete system of free schools.³⁴

As a result of this report being read to the legislature which met in November, 1867, fifty copies were ordered printed, but the proposed bill by Mr. Carpenter was not considered. A new bill further defining the duties of the territorial superintendent of public instruction was passed.

The next superintendent, the Reverend T. F. Campbell, was slightly more tactful in his 1868 report to the Governor, but he complained among other things that the county superintendents' reports were not complete enough. He also suggested changes in the law.³⁵ He succeeded in arousing the Governor but not the legislature.

Meanwhile private schools were popular. Governor James M. Ashley urged upon the Legislature of 1869 to adopt such measures as would strengthen and make efficient the free schools of the young territory, explaining that in proportion as denominational and select schools are strengthened

34. A. M. S. Carpenter, Report (1867).

35. Professor T. F. Campbell, Report, (1868).

public schools are weakened. "They declare," he said, "our teaching is inefficient and superficial."³⁶

Pleas of the governors fell on deaf ears of legislatures probably because school affairs were of little consequence when compared with some weightier problems of territorial organization.

The First Session had adjourned without making provision for a second session, as the Organic Act had required. Governor Edgerton had left Bannock in September, 1865, to obtain money for the Territory. In his absence a second session was called by Acting Governor Meagher in the winter of 1865-66. A third session was also held during the winter of 1866-67. Each of these sessions was rejected as unconstitutional by the judiciary, and Congress upheld their position. The unstable status of the Assembly during Acting Governor Meagher's regime caused many complications. A solution seemed to be statehood, but the clamor for it subsided when Congress passed an Enabling Act in 1867, which legalized the measures of the second and third sessions. Governor Smith was then authorized to divide the Territory into legislative districts in accordance with the Organic Act. The result of these moves was seen in the fourth and fifth sessions which were devoted to the task of legalizing

36. Governor's Message, (1869), pp. 9, 10.

the measures of the second and third. Consequently no new laws pertaining to our subject were enacted. Those, providing for a territorial superintendent and defining his duties which were passed during the second and third sessions were legalized. At the sixth session held in 1870, biennial sessions of the legislature were approved of.³⁷ In these instances, it may be said that Montana's composite population hindered its progress. The lull in affairs was temporary, however,

It remained for Governor Benjamin F. Potts to explain to the Seventh Legislative Assembly what the difficulties were. By comparing experience in the states with Montana's school experience he proved that "no code of school laws approaches a well regulated school system unless the state and county superintendents are by law clothed with sufficient authority to make their positions efficient."³⁸ New life resulted from his vigorous plea:

Our schools are weak and need additional help, which I have no doubt can be obtained from Congress if the question is fairly presented. I submit whether it would not be proper for you to memorialize Congress on the subject.³⁹

37. Tom Stout, op. cit., Chapter XIII, p. 283

38. Message to Legislative Assembly, (1871).

39. Ibid.

IV. Montana School Law of 1872.

The Montana School Law which was the outcome, was approved January 12, 1872. "It was largely modelled after that of California with portions omitted that seemed too cumbersome for smaller and more scattered communities, and too expensive for the scantier resources of the young territory."⁴⁰ This law was a vast improvement on the earlier one, and gave something like a complete system, recognizing fully the duty of the property of the commonwealth to provide for the education of all, without resort to rate bills. A system of supervision and accountability was provided for, and "the rapid growth of schools, not only in number but in excellence is the best possible commentary of the wisdom and improved character of the law,"⁴¹ said a later territorial superintendent, Hon. Cornelius Hedges (1872-77, 1883-85).

40. Cornelius Hedges, Historical Sketch of the Territorial School System.

41. Ibid.

Following its enactment, conditions pertaining to schools as evidenced in Table I, are impressive:

TABLE I

General Comparative Statement Showing Growth of Schools During Ten-Year Period, 1873-1883

(Reports of Territorial Superintendents)

	1873	1883
Number of organized school districts . . .	91	180
Number of schools taught	90	224
Total number of school age (4-21 years).	3517	12485
Whole number attending	1881	6923
Per cent of attendance on enrollment . .	.50	.53
Number of male teachers.	50	75
Number of female teachers.	49	151
Total number of teachers	99	226
Number of district graded schools. . . .	3	20
Number of district ungraded schools. . .	88	169
Number of teachers to whom first grade certificates were issued.	20	90
Number of teachers to whom second grade certificates were issued.	42	60
Number of teachers to whom third grade certificates were issued.	11	30
Number of private schools.	11	9
Number attending private schools	149	168

A comparison of the years 1873 and 1863 clearly shows "rapid growth of schools." Notable among the items are the number of school age which increased almost four times, the number of teachers which more than doubled, and the numbers of district graded and ungraded schools. Reports showed three kinds of certificates issued to teachers. The largest increase was in the number of first grade certificates. The laws of 1872 were operative without effective change during the entire period from 1873 to 1883.

Defects in the system of granting teachers certificates by the county superintendent alone, "each of whom was a law unto himself," were pointed out, yet were permitted to exist. Improvement was occurring despite them. The fact remained that the laws of 1865 had been changed very little in 1872, in respect to certifying teachers. "As to professional qualifications of teachers, it was not until eleven years later (1883) that the law made provisions for the certification of teachers".⁴²

Differences in the two sets of 1865 and 1872 statutes may be cited as follows:

1. A charge of five dollars instead of six was to be made after 1872, for a certificate.
2. It was then valid for a period of two years, whereas formerly it had been valid for one year.⁴³
3. The dates and places of holding the teachers' examinations were omitted from the duties of the county

42. Emmet J. Riley, Development of the Montana State Educational Organization, (1931), Chapter III, p. 35.

43. Seventh Session Laws, (1872), Section X, Number 4, p. 621

Superintendent in 1872. These had been specified in 1865.

4. In 1872, a law appeared which gave the county superintendent an additional duty. She was "to enforce the rules and regulations required in the examination of teachers!"⁴⁴

Table I disclosed the fact that three different grades of certificates were being issued, as early as 1873. Neither the School Laws of 1865 nor of 1872 mentioned the various grades of certificates; nor did they specify the requirements for securing each. But in 1866 the territorial superintendent was given the duty "to make all further rules and regulations that may be necessary" (see page 12). If standards existed for the three grades of certificates, these must have been expressed in rules. Broad powers delegated to the territorial superintendent by a law like the preceding one, no doubt, filled the existing gaps in the school law, whatever they might be.

V. Efforts of the Territorial Superintendents.

Mr. Hedges, having entered upon his duties definitely set himself the task of securing for the Territory of Montana a supply of better teachers. He worked faithfully and continuously. He reported that Montana's force of good teachers must continue to be very small until steady employment could

⁴⁴. Seventh Session Laws, (1872), Section X, Number 6, p. 621.

be given. Knowing that it was futile to ask for or expect a Normal School in Montana, which most of the States had established for training teachers, and understanding that certification of teachers is largely a matter of teacher training, he turned his attention to inducing them to come to Montana from other places, by offering good wages and steady employment.⁴⁵

In 1874, the law for certification was made more rigid. The new law required that the county superintendent "examine all persons who wish to become teachers in his county and if they are competent and of good moral character he shall give such persons a certificate certifying the relative standing in each study required by law to be taught in the public schools, and such other studies as may be authorized by the trustees of the district in which the applicant proposes to teach;"⁴⁶ whereas the old law of 1872 stipulated merely "...he shall give such person a certificate, certifying that he or she is qualified to teach in said county." Schools were to be taught in the English language and instruction given in reading, writing, orthography, arithmetic, geography, English grammar, history of the United States, and bookkeeping. Students were to be instructed during

45. Hon. Cornelius Hedges, Biennial Report (1872), p. 16.

46. Session Laws of the Eight Legislative Assembly, (1874) Section 10, number 4, p. 119

their entire school course "in manners and morals and the laws of health."⁴⁷ The county superintendent was to receive the sum of two dollars for the examination thereafter.⁴⁸ The laws of 1874 also provided that the territorial superintendent was to furnish each county superintendent with suitable diplomas and certificates. But great improvement was still needed. Mr. Hedges therefore industriously went about his task. He advocated retaining the kind of certificates then given by the county superintendent, with limitations. He set forth the following conditions as necessary to be changed:

1. There were teachers who were entitled to certificates that should run for a longer term than two years, and be good in any part of the Territory.

2. There was no uniformity in method of examination upon which certificates were given and there could not be so long as each county superintendent fixed the standard himself. The purpose of the certificate was to show qualifications, but it could not be relied on if it needed to be interpreted by inquiring who issued it.⁴⁹

He illustrated the manner in which the present law worked by citing an instance where an applicant received a first grade certificate in one county while in another, "upon a

47. Ibid., p. 128

48. Session Laws of the Eighth Legislative Assembly, (1874) Section 10, number 4, 119.

49. Hon. Cornelius Hedges, Biennial Report, (1874-5). p. 8.

more exacting examination under a more careful superintendent, he would scarcely be entitled to a third grade certificate." He complained that the results were bewildering to those seeking to employ teachers.

He then proceeded to offer a remedy. "A provision, in force in very many states to fix a time once or twice a year when teachers desiring certificates might present themselves in their counties and, in the presence of the county superintendents and two assistants who were teachers, write an examination upon questions prepared by the territorial superintendent, would be equally fair to all, and the results uniform."

He thought that such an examination should be free to all teachers. Any teacher applying at any other time should pay the expenses, and never be allowed a higher certificate than third grade. If an applicant felt that the results of the regular examination were unfair, and that he or she was entitled to a higher grade certificate, the results should be sent to the territorial superintendent after the county superintendent had examined them, and if the judgment of the applicant was confirmed by the territorial superintendent, a higher grade certificate should be issued.⁵⁰

50. Hon. Cornelius Hedges, Biennial Report, (1874-5), p. 8.

He further recommended the establishment of normal training classes in the high schools, in 1876, so that prospective teachers could receive some attention and training for the business of teaching.⁵¹ (A law had been passed in 1874, making it possible for school trustees to establish a high school when the interests of the district required it.)⁵²

In his report (1874) to the Governor, Mr. Hedges had outlined a plan whereby it would be compulsory for a county superintendent to hold at least one institute a year, in order to elevate the standard of instruction given by the teachers, and to equalize it. Teachers were to be compelled to attend.⁵³

He was somewhat discouraged with the results of his suggestions for improving the certification of teachers made in 1874, but the result of his advice about institutes was more satisfactory. The following act was passed in 1877 to authorize the holding of county teachers' institutes:

The county superintendent of common schools in any county in the Territory containing ten or more organized districts may, when he believes that the educational interests of his county

51. Cornelius Hedges, Report, (1876)

52. Session Laws of the Eighth Legislative Assembly, (1874), Section 12, p. 134.

53. Cornelius Hedges, Biennial Report, (1874-5)

would be promoted thereby, hold annually a teachers' institute at such time as may be agreed upon between him and the Territorial Superintendent, and institute shall continue in session not less than two days nor more than five. He shall give at least ten days notice of the time and place of holding such institutes by publication in some newspaper published in the county, if there be one, if not, by one written notice to each qualified teacher in the county.

It shall be the duty of all teachers in the county and of all persons holding certificates to attend such institute and participate in the exercises thereof, and all teachers shall adjourn their schools for the time during which institute is held in order to attend.⁵⁴

A teacher's salary was to continue while he or she was attending institute. There was then no reason why improvement in instruction was not possible. Institutes attracted both teachers and the public from this

It may be asked how one man was capable of offering the wise solutions for the evils then existing, but Superintendent Hedges was familiar with the laws of Massachusetts where he was graduated in 1856 from the Harvard Law School. He had taught in Connecticut and had practiced law in Iowa, before coming to Montana in 1864.⁵⁵

The Ohio Laws as early as 1853 and 1860 provided for county boards of educational examiners.⁵⁶ The California

54. Tenth Session Laws, Montana Territory, (1877), Sections 1, 2, 3, pp. 396, 379.

55. M. A. Leeson, *op. cit.*

56. Revised Statutes of Ohio, (1853, 1860).

Laws of 1872 provided for a state board of educational examiners issuing life diplomas and three different classes of state certificates valid for six, four, and three years.⁵⁷ A man in close touch with educational affairs in many states and well-informed on the school laws and methods prevailing in other states, saw all about him, no doubt, the conditions resulting from the schools being hampered by inadequate laws and incompetent teachers. But thus far, the improvement of certification in the Territory of Montana seemed to be a one-man struggle. After Mr. Hedges' administration there was continual agitation by the territorial superintendents. The forces seemed to be gathering against those who were merely "keeping school."

The Reverend Clarke Wright, Superintendent of Schools of Montana Territory, in his report of 1877-78 recommended the reforms of his predecessor.⁵⁸ W. Egbert Smith in his report of 1879 complained because county superintendents were not capable of supervising teachers. He argued in favor of professional training for teachers and explained that the short terms, which were all that were then possible, were discouraging to the good teachers with professional qualifications. "The present law had a tendency to fill the ter-

57. California Laws (1872), p. 263.

58. Clarke Wright, Report of the Superintendent of Public Instruction, (1877-78), p. 5.

ritory with certified incompetents, to the great detriment of professional training and the everlasting injury of the pupils."⁵⁹ His next report in 1880 declared: "As the teacher, so the school. It is self-evident that we cannot afford to experiment with the scapelings who want to become teachers because they fail in other pursuits. A 'quack' in our sick rooms to prescribe for us medicine is sounder philosophy and better economy than the scapeling in our school room to prescribe education for our youth."⁶⁰

As to the new law of 1877, pertaining to institutes, which had scarcely had time to be put into practice, it was recommended that counties with less than ten organized districts "be allowed the advantages thereof." It seemed wise that two or more adjoining counties might unite for the purpose of holding institutes, in some parts of the Territory.⁶¹ In the same year of 1877, two counties of the Territory held institutes, with Deer Lodge county receiving first place for interest shown in educational work.⁶² Circumstances were thus promising for institutes.

It seemed to be accepted as a duty of the territorial superintendent to be present at each county institute and

59. W. Egbert Smith, Annual Report, (1879), p. 24.

60. W. Egbert Smith, Annual Report of Superintendent of Public Instruction, (1880), p. 7.

61. Clarke Wright, Annual Report, (1877-78).

62. Helen Fitzgerald Sanders, History of Montana (1913), Chapter 25, p. 549.

to assist the county superintendent and the teachers, so that the greatest value might come from it. Accordingly, we find Mr. Clarke Wright in attendance at the Madison County Teachers' Institute, held in Virginia City, October 16, 1878. Former Territorial Superintendent Hedges was also present.⁶³

If the minutes of this session in Madison County may be taken as a criterion of all the institute sessions held in the Territory at the time, it may be said that great harmony existed among teachers and superintendents. Teachers attending were eager to cooperate, and the superintendents, appreciative of work done. Among the records, we find Mr. Cornelius Hedges with three others offering themselves as pupils in spelling "so that Miss _____ could demonstrate her method...."⁶⁴

It now seemed possible that the time was at hand when the struggle for better school laws might become more than a one-man effort.

VI. The Educational Convention.

Superintendent W. Egbert Smith made bold to call an educational convention, having for its main object the discussion of reform measures for the School Law. It met at

63. Minutes of the Madison County Teachers' Institute (Oct. 16, 1878).

64. Ibid.

Helena, January 4, 1881, and was in session three days. Forty teachers and superintendents were present, besides other friends of the cause. This council after earnest discussion, adopted substantially the following recommendations to the Legislature of Montana:

1. That instead of a County Superintendent there be elected a School Superintendent in each Council District.
2. That the several District Superintendents with the Territorial Superintendent constitute a council to prepare rules, regulations, and questions for teachers' examinations, recommend necessary changes in the school law, and do whatever else pertains to the interest of education in the Territory.
3. That the District Superintendent with two teachers selected by him in each county, constitute a "County Board for the Examination of Teachers and for Granting Certificates."⁶⁵

A suggestion of the context of the earlier laws of various states is noticeable in these three recommendations.

With superintendents like these at the head of the territorial system of education, and an increasing group of teachers co-operating, the outlook for the common schools could not be otherwise than bright. There seemed to be an awakening. The period 1863-1881 may be characterized as one

65. W. Egbert Smith, Annual Report of Superintendent of Public Instruction, (1880), p. 7.

of struggle for professional standards. But resources for improvement existed in the laws of the States and in the strong personalities chosen to control the educational system.

CHAPTER III.

THE WORKING CERTIFICATION LAW.
1882 - 1889

I. Improvement despite the Law.

The advancement that had been made in the Montana common school system in other respects than in certification standards, was comparable to the success usually met by the pioneer. Much of the educational organization, which at first seemed temporary, bid fare to be permanent. A glance again at Table I, page 22, readily shows that the struggle for a system had not been without reward.

Mr. Smith, in 1879, had enumerated five reasons why the certification method was weak, unjust, and unreliable:

1. It was based on a fallacy that if one has knowledge in any elementary branch, he can teach it.
2. Judges of teachers (county superintendents) were not competent--not teachers or scholars themselves.
3. It had as many standards of qualification as there were examiners.
4. It did not recognize professional eminence, there being no distinction between those who had normal training and experience and those who had not.

5. It filled the Territory with certified incompetents to the detriment of professional teachers and injury to the pupils.⁶⁶

Such reasoning evidently did not fall on the deaf ears of teachers as it had on the legislatures', for a great increase in the number of first grade certificates issued was reported for the following years. (see Table II, next page)

66. Smith, Report of Territorial Superintendent, (1879), p. 27, as quoted in E. J. Riley, Development of the Montana State Educational Organization, 1864-1930. (1931), p. 49

TABLE II

Statement of Number and Per Cent of First Grade, Second Grade, and Third Grade Certificates Issued from 1873 to 1882, also Number of Teachers from 1867 to 1882, inclusive.

Territorial Superintendent Year	First Grade Certificates		Second Grade Certificates		Third Grade Certificates		Number of Teacher
	Number	PerCent	Number	PerCent	Number	PerCent	
A.M.S. Carpenter 1867							5
T.F. Campbell 1868							27
No Superintendent 1870							65
Cornelius Hedges 1873	20	27.3	42	57.5	11	15.	99
Same 1875	23	31.	40	54.	11	14.	99
Clarke Wright 1877	23	26.7	41	47.6	22	25.6	110
Same 1878	33	30.2	55	50.4	21	19.2	116
W. Egbert Smith 1880	65	53.3	34	27.8	23	18.8	161
R.H. Howey 1881	115	83.3	18	13.	5	3.6	177
Same 1882	115	63.2	59	32.4	8	4.3	191

It is to be noted that 30.2 per cent of the teachers held first grade certificates in 1878, whereas in 1880 the per cent increased to 53.3. By 1881, we find 83.3 per cent of the teachers holding first grade certificates. This would indicate that qualifications of teachers were better.

Conditions in Montana compared favorably by 1881 with those of most other sections of the country, for nearly all teachers had been students of the public schools in the East, and many were graduates of seminaries, colleges, and normal schools.⁶⁷ There was no excuse for the employment of poor teachers. There were plenty of good ones whose services could be had, if school trustees would only look around.⁶⁸ It was a fact "that Deer Lodge County before its division employed more trained teachers than the District of Columbia with the extensive school system of the Capitol of our county."⁶⁹ Those who were poorly qualified and "consequently failed of success must shortly, in the competition for employment, prepare themselves or give place to others more competent."⁷⁰ If one considers the deficiency of the school laws in stipulating standards, the improvement seems the more remarkable.

II. New Attacks on the Law.

The basis for improvement of the qualifications of teachers was wrong. Superintendent Howey, a former Ohio professor, lawyer, and college president, reported in 1881 an

67. R. H. Howey, Third Annual Report (1881) p. 10.

68. G. P. Reeves, Lewis and Clark County Superintendent's Report, (1881), to Territorial Superintendent.

69. R.B. Haskell, Silver Bow County: Report to Territorial Superintendent, (1881)

70. Harvey, op. cit., p. 10

instance similar to the one which had come to the attention of Mr. Hedges formerly, in which an applicant who failed to pass an examination and procure even a third grade certificate in one county, went to another county superintendent, was examined, and received a first grade certificate. Each certificate held good for a space of two years, whether it was first, second, or third grade, unless sooner revoked for good cause.⁷¹ It will be remembered that the school laws mentioned no limitations as to the standing which an applicant must receive in order to entitle him to a specific kind of certificate.

In 1882 the percentage of first grade certificates issued decreased (see Table II). Forthwith, the territorial superintendent in his report to the Governor re-emphasized the necessity of higher standards. "The standard of the school cannot rise above the standard of the teacher. She should be informed on current events, have knowledge of physiology and mental philosophy, and a blameless character. Let us have the quality of our teaching improved as well as the quantity,"⁷² he urged. He presented a plan of certification precisely the same as California's plan in its Laws of 1872.⁷³ (see page 31)

71. Ibid.

72. R. H. Howey, Fourth Annual Report (1882) p. 13.

73. See page 31.

When the Territorial Teachers' Association met at Helena, August 1, 1882, Mr. Howey's plan met with approval. It was recommended that the section relating to examination and licensing of teachers be so amended as to make the new plan possible.⁷⁴

Compulsory attendance at the county institute, which now needed to be encouraged, was also approved by them, for in 1882 only two institutes had been held in the Territory. They had flourished before institutes were established by law. But because the law was lenient, they were not functioning at this time. "They stood 'second to none' as a factor to improve territorial schools and to awaken interest."⁷⁵ They were the only training institutions existing in the Territory.

At this meeting the Territorial Teachers' association thus took a stand for encouraging scholarship, for raising standards, for making them uniform for examinations, and for compulsory attendance at institutes. In referring to this meeting at Helena, the county superintendent of Silver Bow county afterwards wrote: "The questions discussed at Helena last winter may well rest until the session of the Territorial Association in Deer Lodge, the coming season. At that time I hope no mock-

74. Howey, op. cit., p. 28

75. Ibid.

modest, or real fear will prevent an earnest expression of the best thoughts of our teaching fraternity upon all subjects of vital importance to the educational interests of the Territory."⁷⁶ It is a matter of interest that it was thus felt within the Association, that the organization might become a force for improvement of legislation.

The sudden rise in the number of first grade certificates issued, in 1881 (from 65 to 115, or from 53.3 per cent to 83.3 per cent) followed by the fall in 1882 (to 63.2 per cent) showed how little custom and public opinion could be relied upon for permanent results in raising qualifications of teachers. In 1883 the appeals of those most closely connected with education were heard, when the legislature met at Helena.

III. The Law of 1883.

The resulting amended law provided that county superintendents still issue certificates to teachers, but emphasis was placed on professional qualifications:

County certificates shall be issued by the county superintendent and shall continue in force, respectively, for one, two, and three years, according to standard of scholarship. The examination may be written or oral,

76. Ibid. Extracts from Reports of County Superintendents, p. 24.

in the discretion of the county superintendent and shall include the following branches, to wit: Reading, writing, orthography, arithmetic, geography, English grammar, history of the United States, and the practice of teaching. There shall be at least two public examinations in each county each year, and the questions used in such examination shall be prepared by the county superintendent and submitted to the territorial superintendent for his approval and correction: Provided, that the county superintendent may at any time hold other examinations as circumstances may require.⁷⁷

First grade certificates shall continue in force for two years, and shall be granted to persons who have had twelve months successful teaching experience and who shall make a general average in their examinations of not less than 85 per cent, nor less than 70 per cent in any one study. Second grade certificates shall continue in force two years and be issued to persons whose general average in examination is not less than 80 per cent, nor less than 60 per cent in any one study. Third grade certificates shall be issued to those who make a general average of not less than 70 per cent and in no case shall any person receive a third grade certificate who makes less than 60 per cent in any one branch.⁷⁸

How long these third grade certificates were to be valid was not mentioned here. However, in the preceding section the intent seemed to be for one year. An inconsistency in these two sections appears with three years the maximum time a certificate is valid, and one year the minimum in the first; whereas in the second section all certificates were valid for two years. However, for the first time in Montana history, definite standards of certification qualifications for teachers were set down in the statutes.

77. Thirteenth Legislative Assembly Session Laws, (1883) Section 1149E. Approved March 8, 1883.

78. Ibid.

To climax this law of 1883, it was further provided that no school district should be entitled to receive any apportionment of county school money unless the teachers employed in the schools of such districts should hold legal certificates of fitness for the occupation of teaching in full force and effect.⁷⁹ A penalty was here pronounced as a check for not observing the certification law.

The institute law of 1883 became more rigid than the former law which had relied on a phraseology to the effect that "the county superintendent may hold institute", as a guarantee of institute training for teachers. The new law now stipulated that "the county superintendent shall hold" institute. Five districts instead of ten became the number required to insure an institute's being held:

The county superintendent of common schools in any county in this Territory, containing five, or more than five organized school districts, shall hold annually a teachers' institute, at such time and place as may be agreed upon between him and the territorial superintendent, and such institute shall continue in session not less than three nor more than five days. He shall give at least thirty days notice of the time and place of holding such institute by publication in some newspaper published in the county, and one written notice to each qualified teacher in the county. It shall be the duty of the territorial superintendent of public instruction to attend the different county institutes, and in the event of failure so to do, he shall forfeit ten dollars of his salary for each such neglect.⁸⁰

79. *Ibid.*, Section 1909.

80. *Ibid.*, Section 1159.

Notice of thirty days must be given rather than of ten days, as formerly. The territorial superintendent was required to attend as well as teachers and others holding certificates. Schools were to be adjourned during time of institutes.⁸¹

The improvement in the Laws of 1883 may be traced backward to suggestions made by territorial superintendents, Hedges, Wright, Smith, and Howey, and to those of county superintendents and teachers throughout the Territory of Montana.

IV. Results of the New Situation.

The Honorable Cornelius Hedges who was called to office again in 1883, took up the work with renewed vigor. He reported that under the provisions of the amended school laws, teachers' institutes were held during the year in all counties but two. In Meagher County, a large interest developed among outsiders, who patronized the evening exercises with a full attendance. Institute work was a great success there. At Deer Lodge, institute was held in connection with the Territorial Teachers' Association meeting. He comments that there were not probably to exceed one-half dozen more teachers present than would have attended the county institute. "The presence of such able teachers as the Messrs. Howey, Catlin, Howell, and Meyers was proof that there was plenty of head, if there had been

⁸¹. Ibid., Section 1160.

enough to make the body of an institute." In these two counties, Meagher and Deer Lodge especially, teachers had come from long distances at great expense. In some cases, more than the entire wages of a month would not suffice to pay the stage fare to and from the institute, though Stage Companies in many cases granted half fare.⁸²

Gallatin County had the largest number of teachers of all counties in Montana, and they were nearly all at institute and in "working harness." At Billings the county and town were new, and there was barely a minimum number of teachers in the county to authorize an institute. The county superintendent, the Reverend B. F. Shuart, endeavored to supply the want of members by zeal, and to enlist the interest of the outside public. "A general old-fashioned spelling match was organized for evening entertainment and the audience was spell-bound for two hours,"⁸³ reported Mr. Hedges.

Custer County was another with only five organized districts. County Superintendent Logan, "a most skillful and accomplished teacher, proposed to make use of his advanced pupils to supply the want of teachers. It is but partial justice to say of them that they fully supplied all deficiencies and throughout assisted in one of the most profitable and

82. Cornelius Hedges, Fifth Annual Report, (1883), p. 25; also Helen Fitzgerald Sanders, History of Montana (1816), Volume I, p. 548. (Lewis Publishing Co.)

83. *Ibid.*

enjoyable of all institutes. Under the circumstances there illustrated, the work of the school becomes a fascinating and an engrossing pleasure."⁸⁴

Mr. Hedges noted "the general and growing interest of Missoula in its public schools", which he said "was well attested by the large attendance at the evening sessions, and in the exercises of which her own citizens took a leading part." He praised all counties for public interest in institutes and in schools.⁸⁵

He saw three benefits realized from the new law:

1. It brought together teachers.
2. It brought together teachers and people.
3. Better work was done by teachers who returned to their work with increase of zeal, pride, and greater resources for their work which "is apt to become dreary and disheartening by isolation and want of public sympathy."⁸⁶

The next year, 1884, the Territorial Teachers' Association meeting was held at the same time as the county institute at Helena, and in connection with it. "It was the most successful

84. Ibid.

85. Ibid.

86. Ibid.

meeting ever held of either the Association or of the Lewis and Clark County Institute." The Association had now held three sessions, and at the Helena meeting it was voted that it continue them, and that when held it should be in connection with some institute. The purpose of this joint meeting of teachers and superintendents was to consider the changes needed in the school law as of 1883 which had now been in operation for a short time. "It was desired to have the weight of the collective, practical, and deliberate judgments of those most competent to judge how to perfect the school system and shape the law to meet the wants."⁸⁷

The views generally expressed were embodied in the following recommendations:

1. A correction in the law concerning length of time a first grade certificate should be valid.
2. Provision for a territorial certificate in addition to a county certificate, that should be good in any part of the territory and run for a longer period, perhaps for life, or good behavior. This should be subject to revocation.
3. The board to issue territorial certificates was to consist of the territorial superintendent, the county

87. Ibid.

superintendent of the county where the applicant resided, and a teacher of the same county, holding the highest grade certificate available.⁸⁸

The next territorial superintendent, W. W. Wylie, recommended that the territorial teacher's certificate be issued by a territorial board. He suggested that a plan in vogue in many states be adopted; viz: that the questions for teachers' examinations be sent out from the office of the territorial superintendent, and that they be held monthly on the last Friday and Saturday in every month. In addition to these, he urged that no examination should be held except upon satisfactory evidence of qualifications, and that a permit should be issued until the next regular examination. In agreement with his suggestions, the Territorial Association at the Butte meeting (1886) adopted resolutions as recommendations to the legislature, one of which read that power be granted to the territorial superintendent to issue Territorial certificates to all whom he found qualified to teach, on personal observation or after personal examination by himself or a deputy appointed by himself. The certificate was to be valid for five or ten years throughout the Territory, according to the

88. Cornelius Hedges, Sixth Biennial Report (1884), p. 40

amount of experience of the teacher.⁸⁹

V. The Amendments of 1887

Later legislation, approved on March 10, 1887, corrected the inconsistency alluded to, in the law of 1883, as follows:

First grade certificates shall continue in force three years and shall be granted to persons who have had not less than twelve months successful experience; second grade certificates shall continue in force two years, and third grade certificates, one year. Certificates of the first and second grades granted in any county shall be valid in any other county of the Territory on being registered with the Superintendent of the county and may be renewed by endorsement.⁹⁰

Close inspection of this reveals a tendency toward the territorial certificate, for the first and second grade certificates "granted in any county" were to be "valid in any other county of the Territory".

An additional enactment concerning institutes appeared, as follows:

All teachers who may adjourn school for the purpose of attending an annual institute shall be allowed the same pay while in attendance as when teaching, and the county superintendent shall certify to the number of days attendance of each teacher, and the trustees of the several districts shall count them as many as days lawfully employed.⁹¹

In these two measures, at least a few of the policies, advocated by those most closely connected with schools, took form.

89. W. W. Wylie, Eighth Annual Report (1886), p. 24.

90. Laws of Montana, (1887), Section 1926

91. Ibid., Section 1967.

The results of the amendments to the School Laws of 1883 and of 1887 may be seen from the following Table:

TABLE III

Numbers and Percentages of First Grade, Second Grade, and Third Grade Certificates in Force from 1883 to 1889, inclusive; also Number of Teachers.

Territorial Superinten- dent Year	First Year Certificates		Second Year Certificates		Third Year Certificates		Number of Teachers
	Number	PerCent	Number	PerCent	Number	PerCent	
Cornelius Hedges 1883	103	44.2	85	36.4	45	19.3	226
Same 1884	100	33.	147	44.	56	18.4	292
W.W.Wylie 1885	154	43.1	120	33.6	83	23.2	337
Same 1886	171	47.2	96	26.5	95	26.2	377
A.C.Logan 1887	194	45.	124	28.7	113	26.2	394
Same 1888	249	48.2	145	28.1	122	23.6	442
J.Gannon 1889	284	54.7	151	29.1	83	18.	464

Generally speaking, the per cent of first grade certificates, issued in the seventeen year period, remained the same each year except 1889. The per cent of second grade certificates issued grew less, but the per cent of third grade certificates increased. This would indicate that before 1883, when the per cent of first grade certificates was continually rising, a

91. Ibid., Section 1967.

different condition existed in regard to issuing certificates. The statutes of 1883 and 1887 were operating to eliminate teachers with first grade certificates, who were not qualified to hold them.

VI. Satisfaction of the People.

In order to discuss the subject of teacher qualifications completely, those for whose benefit schools exist must not be overlooked. We have seen the ones closest in touch with the administration of the public schools of the Territory of Montana, working toward an ideal which would "meet the needs of the people." They had now been struggling for almost a quarter of a century. It may be asked whether they had succeeded in their efforts. One answer to the question is given herein:

"Our city with its three schools seems to the fully up to the times. It is most gratifying to be patrons of the schools that such excellent work is accomplished. Our public schools are maintained at a considerable expense, making taxes high, but at the present time, we hear no complaints from the tax-payers....

So long as the present feeling exists, there is no doubt that the school will receive the cordial support of all good citizens. Bozeman can point with pride to her educational facilities and ask what city in Montana can show better.⁹²

Other similar answers to the same question could be found

⁹². Weekly Avant Courier, Bozeman, Montana: Thursday, Dec. 29, 1887.

in most newspapers of the Territory:

PUBLIC SCHOOL EXHIBITION AT THE SCHOOL
HOUSE, SATURDAY EVENING.

(List of performers given)

The entertainment reflected much credit on pupils and teachers and was highly appreciated by the friends of the schools.⁹³

Satisfaction with conditions, and appreciation of them are evident in the item:

Following this, Superintendent Wylie delivered a highly entertaining lecture to a delighted audience on the Geological History of the Earth.⁹⁴

and in another part of the same newspaper, a reference to the previous quotation was made:

Owing to the desire of many members (of the Lyceum) to hear Professor Wylie's lecture on last Friday evening, the Lyceum was adjourned for one week.⁹⁵

Notices like the following might be seen in inconspicuous places in the newspapers throughout the Territory:

"I will hold a public examination for teachers in Gallatin County, August 30th and 31st, 1888, at the West Side School building in Bozeman. Examination will begin promptly at 2 p. m., August 30th.

(Signed) 96
Supt. of Schools

The residents of the Territory had now proved themselves willing to provide more liberally for the education of their

93. The New Northwest, Deer Lodge, Montana, Friday, Jan. 1, 1886.

94. County Teachers' Institute; The Secretary's Minutes, in the Ne. Northwest, Deer Lodge, Montana, Friday, Oct. 21, 1885.

95. Ibid.

96. Weekly Avant Courier, Bozeman, Montana, Aug. 6, 1888.

children in public schools than any state or territory in the Union. They had done it without assistance of any kind from the general government or from the avails of any permanent fund. It was because they knew and appreciated the value of general education that they thus bore the heavy burden of taxation without a murmur or regret.⁹⁷

Fifteen years before that, in 1872, it had been written:

The generation that is to lay the foundation of the future State of Montana and determine largely its character is now in our public schools receiving about three months instruction per annum....The Territories while held as subject provinces under the absolute sway of Congress, are worse neglected in the matter of education than ever after. What we need first and most is not a University; it is a system of free public schools. The system we now have, if of our own establishment, is well suited to its purpose. It does all that any system can, but it cannot keep the schools open for nine months in the year as needed. Our people are too poor to tax themselves more at present and the total amount of school fund will not sustain our schools in session more than three months in the year. Such an amount of schooling is little better than nothing. It is hardly more than time to concentrate the child's attention and arouse his interest. A second three months would be worth twice as much as the first three, and the third three months would exceed in value the first six. In some few districts the time is eked out by private subscription. Private schools in part supply the deficiency, but in most part the deficiency is not supplied at all. The sad part is that we lose in large part the money that we do expend by not being able to do more....Aid from the government sufficient to

97. Cornelius Hedges, Fifth Annual Report, (1883), p. 6.

double the length of the school term would be of immense benefit to us and the future.⁹⁸

Though these facts were still somewhat true, they now were accepted in a spirit of optimism. The people had striven forward, loyal to their leaders. Yet with the combined efforts of all a school system had evolved of which they were proud.

In order to come into closer contact with educational progress in Montana, an investigation of conditions within a single county was made. Gallatin County was selected for two reasons:

1. It was listed among the first and oldest counties of Montana.
2. It had not suffered excessively from division or subdivision.

98. Cornelius Hedges, Government Aid for Our Schools, (1872)
in Biennial Report (1872), p. 10, 11.

TABLE IV.

Progress of Gallatin County as Shown by Number of Teachers, Average Number of Days Taught, Number of Private Schools and Number and Per Cent of Certificates (three grades).

Year	Number of Average		Number of Private Schools	Number of First Grade Certificates		Number of Second Grade Certificates		Number of Third Grade Certificates	
	Number of Teachers	Days Taught		Number	%	Number	%	Number	%
1873	17	30	1	2	15	9	69	2	15
1875	16	55	2	4	28	8	57	2	14
1876	16	110	3	4	25	10	62	2	12
1877	18	68.9	2	-		8	61	5	38
1878	13	65	-	4	23	8	47	5	29
1879	25	80	-						
1880	30	90	1	18	78	5	21	0	
1882	26	78	-						
1883	29	90	2	15	44	10	29	9	26
1884	43	120	2	2	7	25	89	1	3.5
1885	57	105	3	33	59	12	21	11	17
1886	54	120	2	34	60	13	21	9	16
1887	47	113	1	31	54	22	38	4	7
1888	51	130	1	36	59	21	34	4	6
1889	50	80	1	30	57	20	38	2	4

The progress of Gallatin County may be considered typical of that in the other counties. Here a continual increase in the number of teachers occurred. In the sixteen-year period (1873-1889) the number of days taught increased from eighty to one hundred and thirty, or from four months to six and one-half. After the certification law of 1883 went into effect, the per cent of first grade certificates remained close to sixty. The per cent of second grade certificates gradually increased from twenty-one to thirty-eight. The per cent of third grade certificates issued decreased from seventeen to six. Development was gratifying throughout the Territory.

VII. The Heritage of the State

Additional information about conditions relating to schools is shown in Governor White's Report, which was sent to Washington, D. C., just previous to the date of Montana's becoming a state. It contained comparative tables showing the progress of the Territory for the decade--1878 to 1888.⁹⁹ Those pertaining to education follow:

	1878	1888
Number of School Houses	80	316
Number of Children	4,104	27,600
Number of Teachers	104	442
Value of School Houses	\$67,700	\$646,670
County Tax	\$43,323	\$317,442

⁹⁹. Missoula Gazette, October 30, 1889

Development was then sufficient to warrant the Territory's becoming a state. In 1889 there passed over from Montana Territory to Montana, the State:

1. 16 counties.
2. 344 districts.
3. 464 teachers of whom 284 held first grade certificates,
 115 " second "
 83 " third "
4. 16,808 children enrolled (some not reported), which was 53 per cent of the census scholars ranging from 4 to 21 years.
5. 146 graded schools.
6. 331 ungraded schools.
7. 28 private schools having 682 scholars.
8. A record of 142 days, average number taught.100

From the facts of the foregoing chapter, it may be seen that the teachers of the state were certified with qualifications according to a standard which was fair to all concerned. From its beginning, the Territorial Teachers' Association took a stand for improvement of teaching. A school law which had been in operation long enough to test it was operating in all parts of the Territory. There were hopeful signs that Montana was to provide teacher training other than institutes within her own boundaries.

100. John Gannon, Eleventh Annual Report of the Territorial Superintendent of Public Instruction (1889).

CHAPTER IV.

New Directions of Effort.

1890 - 1907

I. The State Constitution

On February 22, 1889, the "Enabling Act" had made possible the admission of the Territory of Montana as a state in the Union, for on that date it was passed by the Congress of the United States and approved by the President. Following this, a Constitutional Convention was held in Helena, July 4 to August 17, 1889, during which time the Constitution of the State of Montana was adopted. It was then accepted by the people at a general election, October 1, 1889. All qualifications being fulfilled, Montana was admitted into the Union of the United States of America by an Act of Congress on November 8, 1889.¹⁰¹

Article XI of the State Constitution had as its title, "Education". A provision which was to have a far-reaching affect on teacher training and qualifications was as follows:

The general control and supervision of the State University and the various other State educational institutions shall be vested in a State Board of Education, whose powers and duties shall be prescribed and regulated by laws. The said board shall consist of eleven members: the Governor, the State Superintendent, the Attorney General, ex officio members, and

101. E. J. Riley, Op. cit., Chapter V, p. 61, as in Session Laws of Congress relating to government in Montana (1889) p. 68.

eight others to be appointed by the Governor, subject to confirmation by the Senate, under the regulations and restrictions provided by law.¹⁰²

The Legislative Assembly of the Territory of Montana had, previously, on the fourteenth day of March, 1889, because of the "harassing incoherences and ambiguities of the Compiled Statutes of 1887", created a Code Commission, which on the fourth day of February, 1892, reported a Code of Civil Procedure, a Civil Code, a Penal Code, and a Political Code, which were passed by the legislature of 1895. It also provided that these codes should remain in force on and after July 1, 1895 and that the laws of a general nature, passed in 1893 and in 1895, should "be and remain" in force as part of the laws of Montana. Provision was made in the codes in their proper places for inserting these.¹⁰³ The new state, Montana, was operating under the territorial laws, therefore, for some time after her admission.

II. Advancement Toward Higher Standards.

Mr. John Gannon, first state superintendent of public instruction, reported that sixty-seven teachers were added to the corps in 1890. Twenty-seven per cent had either

102. Constitution Provisions, Section 11, Article XI

103. Preface to Montane Codes and Statutes, Sander's Edition (1896)

graduated from normal schools and colleges, or had received such training in part, though he admitted that this class of teachers was chiefly employed in the cities and towns. He reported 361 districts. Suggestions for improvement continued to come to him regularly from various county superintendents. One suggested the appointment of a board of examiners whose duty it should be to examine teachers and grant state certificates which should be valid until revoked. Another said: "We need a higher standard and one that is uniform throughout the State. A standard should be high enough to rule out the incompetent, and yet broad enough not to exclude good teachers on mere technicalities."¹⁰⁴

The year, 1892, brought an increase of thirty-four in the number of teachers who were normal graduates, and an increase of one hundred and seven in the number of those who had attended normal schools without completing the course of study.

The only effort made to train teachers within the borders of Montana during territorial history, as has been seen, was through the county institutes. It was now recommended that the maximum time for holding them should be ten days instead of five, so that they might accomplish more. Most of them held sessions for three days, the minimum number required,

104. J. Cannon, First Annual Report, State of Montana, (1890).

with the first day taken for organization. The law allowed only twenty-five dollars for expenses of a "conductor", which was not enough to secure a specialist in educational lines: it was, therefore, recommended that seventy-five dollars be used to permit a county superintendent, with the advice of the state superintendent, to secure outside talent, which would be productive of greater good.¹⁰⁵

Another teacher-training movement began to take form in 1891. In response to needs for additional literary and professional qualifications among teachers, state organizations, known as reading circles, began to appear. The work was controlled by a board of managers elected by the State Teachers' Association, who lamented that they could not raise the standard of the teachers' qualifications by more rigid examinations, and hoped to raise it by a plan of self-improvement. It was proving a success in states where it was tried.¹⁰⁶ Two general lines of work were to be followed in Montana: history or literature, and professional reading. A four-year reading program was mapped out by the committee. By 1894 it was reported as having accomplished much to broaden the view of teachers. Membership was then good, and interest was great.¹⁰⁷

105. J. Cannon, Second Annual Report (1891) p. 8.

106. Minutes of the Montana State Teachers' Association, (Dec. 28, 29, 30, 31, 1891) Bozeman, Montana

107. E. A. Steere, Third Biennial Report, (1894) p. 247.

As examples of advancement among the counties of the state, Silverbow county was mentioned as employing specially trained teachers in music, penmanship, and drawing. A summer school was held in Butte. The trustees made it compulsory for teachers to attend.¹⁰⁸ These incidents serve to intensify the impression that counties, towns, and cities were voluntarily improving themselves in respect to teachers' qualifications and training.

III. Laws of 1893.

The laws of 1893 reflected the sentiments expressed by many of those connected with the schools; for instance, the State Board of Education was given duties, among them being: To grant "state diplomas" valid for six years, also to grant "life diplomas". State diplomas were to be granted to those who had good moral character, and who had held for one year and were still holding in force a first grade county certificate. In addition, it was required that a candidate successfully pass an examination in English literature and mental philosophy. The applicant must have had five years' successful teaching experience, a year to mean at least seven months. Twenty-one months' experience must have been in the public schools of Montana. Life diplomas were to be issued upon the same conditions as state diplomas, except that the applicant

108. John Gannon, Annual Report, (1892)

must pass a satisfactory examination upon botany, geology, political economy, zoology, and general history, and must have successfully engaged in teaching for at least ten years, meaning seventy months, twenty-one of which must have been in Montana public schools. A state or life diploma was granted to any graduate of the State Normal School, or of the State University of Montana, when the graduate furnished evidence of having satisfactorily taught sixteen school months. Both state and life diplomas were granted to graduates of other educational institutions within or without the State, upon conditions established by the State Board of Education. A state or life diploma might be revoked for incompetency or immoral conduct, but before revocation, the holder was to be served with a written statement of the charges against him, and should have opportunity for defense before the State Board of Education.¹⁰⁹

In view of the fact that the statutes of 1893 mentioned "conditions established by the State Board of Education", which influenced the granting of state and life diplomas to graduates of other than Montana State institutions, within or without the State, it is necessary to examine the regulations referred to:

Professional Requirements. All applicants for state or life diplomas will be required to pass a satisfactory examination in Theory and Practice of Teaching, School

109. Laws of Montana, Third Session, (1893), Sections 8, 9, 10.

Laws of Montana, and Mental Science.

Academic Requirements. Applicants for state diplomas will be required to pass satisfactory examinations in the several branches of the following groups:

Group I, Mathematics.....	Arithmetic, Elementary Algebra
Group II, Language.....	Reading, Writing, Grammar
Group III, Science.....	Political and Physical Geography, Physiology, Physics
Group IV, History and Literature..	United States History, Civil Government, American Literature, English Literature.

Note I.--The applicant's grade in writing will be marked from his manuscript.

Note II.--In lieu of the examination in such of the above branches as are required in the first grade county certificates, the applicant may request the county superintendent to forward his examination papers to the State Board of Education. Should the Board find that the papers indicate a sufficient degree of scholarship they may at their discretion excuse the applicant from further examination in such branches.

In addition to the above, the applicants for life diplomas will be examined in the branches specified in the following groups:

Group V, Mathematics.....	Advanced Algebra
Group VI	Rhetoric
Group VII.....	Botany, Zoology, Geology
Group VIII, History and Literature..	General History, Political Economy

Ten questions will be asked in each subject of which the applicant will be required to answer six of his own selection.

Grading. All papers will be graded on the basis of 100, the applicant being required to make an average of 85 per cent. No diploma will be issued to any applicant who falls below 70 per cent in any one branch.

Time and Place of Holding Examination. Public examination shall be held in June and December of each year.

The December examination shall be held at the time and place of the meeting of the State Teachers' Association, the June examination at such time and place as the State Board shall designate.

Graduates of State Institutions...Diplomas may also be granted to graduates of Educational Institutions within or without the State. Applicants from such institutions may at the discretion of the Board be required to pass an examination in Theory and Practice of Teaching, and in one subject selected for him from any or each of groups 5, 6, 7, and 8. Such applicants may also be required to write a thesis of not less than two thousand or more than four thousand words on some subject selected by the Board.

Such applicant shall furnish evidence of having taught thirty-five months of which seven months have been in the State of Montana.

The possession of a Life diploma from any other state may, at the discretion of the Board, be accepted in lieu of the examination in academic subjects. Such applicant, however, must comply with the other conditions laid down for graduates of institutions from other states.

General Requirements. It is required that the candidates send for a registration blank, fill it out carefully and return it to the chairman of the Committee on Diplomas, at least ten days before the date named for the examination.

The following requirements as to testimonials and credentials are imperative:

(a) Written statements from one or more county superintendents or other experienced educators, certifying to the professional success and good moral character of the applicant. When possible, one of these should be the superintendent of the county in which the candidate is now teaching or the superintendent who gave the last certificate under which he taught.

(b) Written official statements from school boards, or directors, for whom the candidate has taught, certifying to his success in teaching and government.

(c) All testimonials as to the character and experience, filed as proofs according to (a) and (b) of this

section of the circular must be expressly prepared for and addressed to the Board and become the property of the Board.

(d) At the time of registration the names of three disinterested persons of liberal education shall be given as references. The board holds the right to apply to others if these are not entirely satisfactory.

The holder of a state or life diploma must register it in a book kept for the purpose with the county superintendent in the county in which he intends to teach, and will bear in mind that the possession of such credentials will not in any sense lessen his duty to comply fully and promptly with all the rules and requirements of the county superintendent of the county in which he may teach.¹¹⁰

Many of the regulations repeated the requirements made in the statutes. Where repetition did not occur, details were given which changed from time to time. These regulations met the needs more readily than did the laws, for the State Board of Education held meetings twice a year, at which time it was possible to modify the rules. The State and Life diplomas were intended as a recognition of professional standing attained by long and successful experience.¹¹¹ It was the presumption that those who held these diplomas had entered upon teaching as a life work and were devoting all their energies to the practice of their profession.¹¹²

110. Montana State Board of Education Annual Report (1895)

p. 11, 12, 13, 14.

111. Ibid., p. 10.

112. Ibid.

The status of certification, as it existed in the early years of Montana's history as a state, was encouraging. Professional training among teachers, which Table V shows, was also gratifying:

TABLE V.
Statement of Number and Per Cent of County Certificates Issued, also Number of Normal Graduates and of Those Having Part Normal Training.

State Sup'ts. Year	1890 - 1900		1890 - 1900		1890 - 1900		Normal Gradu- ates	Some Normal Train- ing	No. Teach- ers.
	1st Grade Certificate No.	1st Grade Certificate PerCent	2nd Grade Certificate No.	2nd Grade Certificate PerCent	3rd Grade Certificate No.	3rd Grade Certificate PerCent			
John Gannon 1890							78	90	531
Same 1891	374	61.7	163	26.6	69	11.3	101	165	2200
Same 1892	293	46.7	234	37.3	103	16.3	135	272	659
E. A. Steere 1894	561	63.7	214	24.3	105	11.9	161	368	601
Same 1896	224	23.4	257	26.9	473	49.5	175	376	653
W. A. Carl- ton 1898							177		1086
Same 1900							273		1214

The year, 1894, shows the greatest per cent of first grade certificates in force in the span of years from 1873 to 1900. The number of normal graduates had increased 21 per cent since 1890. The number of those with normal training had increased 40 per cent, whereas the number of teachers had increased scarcely 150 per cent since 1890. Whether this was

an effect of the law of 1893 can only be surmised. It appears clear that teachers were aroused to action.

IV. The Laws of 1895.

Appeals continued coming from school officers, teachers, and others, for a more complete school law. The county superintendent of Lewis and Clark County urged that "every teacher in Montana make an effort to catch not only the eye but the ear of one or more legislators on the subject, and persevere in the demand until there was a new school law." Meanwhile, there was being prepared by the "Department of Public Instruction" a compilation of school laws which the state superintendent contemplated submitting to the legislature. The best provisions on the statute books of other states were selected, and modified, if modification was required, so as to fit them to the conditions in Montana. Besides these, many sections of the laws of 1883 were also used, some not needing to be rewritten because no change was desirable. When the work was complete, Mr. Steere, then state superintendent, submitted it to the State Board of Education, who, after careful consideration, unanimously passed a resolution approving it, and urging upon the Governor that he recommend to the legislature that it be enacted as the School Law of the State of Montana.¹¹³

113. E. A. Steere, Third Biannual Report, (1894) p. 257.

Its provisions relating to certification and professional training of teachers are here given:

Examinations and Certificates. The county superintendent shall hold public examinations of all persons over eighteen years of age, offering themselves as candidates for teachers of common schools, at the county seat, on the third Fridays in February, April, August and November of each year, and when necessary such examinations may be continued on the following day, at which time he shall examine them by a series of written or printed questions, according to the rules prescribed by the superintendent of public instruction. If from the percentage of correct answers required by the rules, and other evidence disclosed by the examination, including particularly the superintendent's knowledge and information of the candidates successful experience, the applicant is found to be a person of good moral character, to possess a knowledge and understanding, together with aptness to teach and govern, which shall enable such applicant to teach in common schools of the state the various branches required by law, said superintendent shall grant to such applicant a certificate of qualification.¹¹⁴

Certificates shall be of three regular grades; the first grade for a term of three years, the second grade for a term of two years, and the third grade for a term of one year, according to the ratio of correct answers of each applicant, and other evidence of qualification appearing from the examination. No certificate shall be granted unless the applicant shall be found proficient in and qualified to teach the following branches of a common English education: Reading, penmanship, orthography, written arithmetic, mental arithmetic, geography, English grammar, physiology and hygiene, United States history, and theory and practice of teaching. In addition to the above, applicants for a second grade certificate shall pass a satisfactory examination in Civics of the United States and of Montana, physical geography, and elementary algebra. The examination for a first grade certificate shall include all the foregoing branches, and also American literature, natural philosophy and plane geometry.

114. Montana School Laws (1895) Article XIII, Section 1910 p. 49

The percentage required to pass any branch shall, by a standing rule, be prescribed by the superintendent of public instruction. In addition to these regular grades of certificates the county superintendent may grant a temporary certificate to teach until the next regular examination to any person applying at any other time than at a regular examination who can show satisfactory reasons for failing to attend such examination subject to rules and regulations to be prescribed by the superintendent of public instruction. Such temporary certificate shall not be granted more than once to the same person. The written answers of all candidates for county certificates, after being duly examined by the county superintendent, shall be kept by him during his term of office, and any candidate thinking an injustice has been done to him or her, by paying a fee of two dollars into the institute fund of the county and notifying both county and state superintendents of the same, shall have his or her papers re-examined by the superintendent of public instruction; the county superintendent shall, on receipt of such notice from said complaining candidate, transfer said papers to the superintendent of public instruction, who shall re-examine such answers, and if such answers warrant it, shall instruct the county superintendent to issue to said complaining candidate a county certificate of the proper grade, and the county superintendent shall carry out such instructions.¹¹⁵

School boards were secured against the employment of immature candidates for positions in their schools when the minimum age of those to whom certificates were granted was made eighteen years.¹¹⁶ Examinations were to be held four times a year in place of twice a year as authorized by the laws of 1883, and 1885, which had continued in force until the year 1895. The percentage of correct answers necessary in an examination was not prescribed by the new statutes but was left to the

¹¹⁵. Ibid., Article XIII, Section 1911, p. 49, 50.

¹¹⁶. E. A. Steere, op. cit. p. 259.

discretion of the state superintendent in making a rule.

The branches required for a candidate to be proficient in were the same as those in the old laws, with two exceptions: arithmetic was of two kinds, mental and written; physiology and hygiene were added. A candidate for a second grade certificate must now pass a satisfactory examination in Civics of the United States and Montana, physical geography and elementary algebra. In addition to the foregoing, subjects, a candidate for a first grade certificate must pass satisfactorily in American literature, natural philosophy and plane geometry. This law aimed to secure a higher standard of scholarship. It did "justice to those whose hearts were in the work and who were studious and energetic, and barred the doors against the sluggish, unprogressive keeper of schools."¹¹⁷

No regular or temporary certificate to teach shall be issued to any person under eighteen years of age; and no first grade certificate shall be issued to any person who has not taught successfully twelve school months; and a third grade certificate shall not be issued more than twice to the same person. The certificates issued by a county superintendent shall be valid only in the county where issued; Provided, that a first grade certificate may be renewed once without examination at the discretion of the county superintendent upon payment of the proper fee for the institute fund, as provided in the case of examination; Provided further, that a first grade certificate shall be valid in any other county in the state, and must be registered by the superintendent of that county, and may be renewed by his endorsement thereon, upon the payment of the proper fee, as in the case of examination. No person shall be employed or

¹¹⁷. Ibid.

permitted to teach in any of the public schools of the state, who is not a holder of a lawful certificate of qualification to teach. Any contract made in violation of this section shall be void: provided, that special certificates in penmanship, music, drawing (or modern language) shall be granted upon a request of a majority of the members of any district board of trustees; such special certificates to be valid for three years, and shall entitle the holder to teach only such special branch or branches as are stated in the certificate.¹¹⁸

Of the three kinds of county certificates, the first grade only entitled the holder to teach anywhere in the state.¹¹⁹

Every applicant for a county certificate shall pay one dollar to the county superintendent, which shall be used by him in the support of teacher's institutes in the county.¹²⁰

The county superintendent is authorized and required to revoke and annul at any time a certificate granted by him or his predecessor for any cause which would have authorized or required him to refuse to grant it if known at the time it was granted, and for incompetency, immorality, intemperance, cruelty, crime against the State Law, and refusal to perform his duty, or general neglect of the business of the school. The revocation of the certificate shall terminate the employment of such teacher in the school in which he or she may be employed, but the teacher must be paid up to the time of receiving notice of such revocation.¹²¹

Among the duties of the state superintendent were listed:

He shall prepare all questions to be used in the examination of applicants for teachers' county certificates, and prescribe the rules and regulations for conducting all such examinations.¹²²

The questions prepared by the superintendent of public instruction when received by the county superintendent shall not be opened or the seal thereof broken until the day of examination. And the county superintendent is prohibited from furnishing or giving to any person or persons any information concerning the questions

¹¹⁸. Montana School Laws (1895), Article XIII, Section 1912, p. 50.

¹¹⁹. E. A. Steere, op. cit., p. 260

¹²⁰. Montana School Laws, op. cit., Section 1913, p. 50

¹²¹. Ibid., Section 1914, p. 50

¹²². Ibid., Chapter VI, Article I, Section 1704, p. 28

prepared by the state superintendent.¹²³

In contrast with the section of the older law which provided that the questions be prepared by the county superintendent and submitted to the territorial superintendent for his approval and correction, the new law of 1895 stipulated that questions for examinations be prepared by the state superintendent of public instruction. This provided for a uniform system of examination throughout the state. The plan was in practice in the states having the best school systems in the country.¹²⁴ It was a step forward in uniform standards of certification of teachers.

If a county superintendent deemed it proper, he had power to issue temporary certificates, valid until the next regular examination, to persons/in other counties, or upon any certificates or diplomas possessed by the applicant showing his fitness for the profession of teaching: Provided, that no person should receive such temporary certificate more than once in the same county.¹²⁵

The statutes concerning institutes were emphatically more rigid in 1895 than formerly, the term used having passed through stages from "may" in 1877, to "shall" in 1883, and finally to "must" in 1895:

The County superintendent in every county in which

123. *Ibid.*, Section 1915, p. 50

124. E. A. Steere, *op. cit.*, p. 260

125. *School Laws of Montana*, *op. cit.*, Article II, Section 1739, p. 31.

there are five or more school districts, must hold one teachers' institute in each year; and every teacher employed in a public school in the county must attend the institute and participate in its proceedings.¹²⁶

In any county where there are less than five school districts the county superintendent may, after conference with the superintendent of public instruction, hold an institute.¹²⁷

Each session of the institute must continue not less than five or more than ten days.¹²⁸

When a teachers' institute is appointed to be held for any county, it shall be the duty of the county superintendent to give written or printed notice to each teacher in the public schools of the county, and as far as possible to all others not engaged in teaching who are holders of teachers' certificates, at least thirty days before the opening of such institute of the time and place of holding it; each teacher receiving such notice engaged in teaching a term of school which includes the time of holding such institute shall close school during such institute and attend the same, and shall be paid by the school board of the district regular wages as teacher for the time (not less than four days) he or she attended such institute, as certified by the county superintendent. No teacher failing to attend such institute shall receive any compensation for the time he or she may have taught during the session of the institute. The county superintendent may revoke the certificate of any teacher in his county for inexcusable neglect or refusal after due notice to attend a teachers' institute held for such county.¹²⁹

For the purpose of defraying the expenses of the institute mentioned in the preceding section of this act, there shall be an institute fund created as follows:

First. All moneys received from the issuance of teachers certificates by the county superintendent.

Second. Moneys received from the appropriations by boards of county commissioners....

Counties of the first class not to exceed one hundred dollars.

126. Ibid., Article XII, Section 1900, p. 48

127. Ibid., Section 1901.

128. Ibid., Section 1902

129. Ibid., Section 1903, p. 48

Counties of the second class not to exceed
seventy-five dollars.
Counties of the third class not to exceed
fifty dollars.¹³⁰

The State Board of Education was given the power to
appoint and commission experienced teachers as instructors
in county institutes.¹³¹

The state superintendent was authorized to attend and
assist at teachers' institutes, and aid and encourage teachers
in qualifying themselves for the successful discharge of
their duties.¹³²

The county superintendent was to preside over all teachers'
institutes held in his county, and select suitable persons
to instruct from the list of teachers commissioned by the
State Board of Education.¹³³

It was true that the law of 1895 extended the time for
institutes, and in 1896 they were better attended, and a
better class of work was obtained, but E. A. Steere, state
superintendent, reported that congestion of ideas and con-
fusion still resulted because of the shortness of time de-
voted to them. Since the State had no normal school in opera-
tion, a summer normal of two weeks now became a possibility as
a means of lengthening the work. The state University had been

130. Ibid., Section 1904, p. 48

131. Ibid., Chapter I, Section 1516, p. 17.

132. Ibid., Chapter V, Article I, Section 1711, p. 29.

133. Ibid., Article IV, Section 1738.

located at Missoula in 1893, and there was now one building. The College of Agriculture and Mechanic Arts was created at Bozeman, and approved by an Act of the Congress, February 16, 1893. It had begun a term in 1893. The State Normal School was also created and approved by an Act of the Legislature of 1892. The citizens of Dillon had taken steps to secure a building and open school in September, 1895.¹³⁴ An opportunity for teachers to attend these higher institutions, carrying on summer normals, was foreseen since the equipment and professors would be of great assistance. Dr. O. C. Craig (one-time president of the State University) had taken initiatory steps looking toward this.¹³⁵ But the institute law was revised in 1897 to the effect that the teacher attending was to receive regular wages as teacher if she closed school and attended institute provided no institute was held between June first and September first of any year.¹³⁶ Though the idea was later carried out, the summer normal at this time did not materialize. In 1897 twenty very successful institutes were held in the State, and arrangements were made to hold four more.¹³⁷

V. Professional Certificates.

After 1897, county certificates were of four grades.

134. Steere, op. cit., p. 222.

135. E. A. Steere, Fourth Biennial Report, 1896 .

136. School Laws of Montana (1897) Section 1903.

137. E. A. Carleton, Fifth Biennial Report (1898) p. 5.

In addition to the first, second, and third, a professional certificate was authorized which became valid for four years. One who was proficient in penmanship, orthography, reading, writing, arithmetic, mental arithmetic, geography, English grammar, physiology, United States history, theory and practice of teaching, civics of the United States and of Montana, physical geography, American literature, elementary algebra, physics and plane geometry, and was qualified to teach in other respects, was granted a professional certificate. Requirements for a first grade certificate were similar except that the last two certificate was valid for three years. These two county subjects were excluded from the list. The first grade/certificates were valid in any county in the state. They were also renewable when the applicant had successfully taught ten months during the life of the certificate. The second grade certificate required proficiency in all but the last four subjects in the list, and the third grade required proficiency in all except the last six. These latter two varieties of certificates were not valid in any county except where issued. Whenever a holder of an unexpired certificate applied for a certificate of a higher grade and had had experience of one year in the state, the applicant was entitled to be credited with the percentages on his or her last examination and was not required to be examined upon any except

the additional subjects prescribed for the more advanced certificate, and such other studies as he had not secured the required percentage upon in previous examinations. In order to be excused from taking the examination in any branch, the applicant must have secured a percentage of eighty. The second grade certificate was valid for two years, the third grade, for one year, as in the Laws of 1895.¹³⁸

No person could be employed as a teacher in a high school, or as the principal of a school of more than two departments, who was not the holder of a professional county certificate or the holder of a state or life diploma, issued by the State Board of Education, or who was not a graduate of some reputable university, college or normal school.¹³⁹

The professional certificate required proficiency in the same subjects as the first grade certificate law of 1895 had named, with one exception. Physics was substituted for natural philosophy. The first grade certificate was therefore acquired more easily than in 1895 and in 1896. It seems evident that the certificate law was not improved to any great extent when the professional certificate came into existence. Few teachers

¹³⁸. Laws of Montana, Fifth Session, (1897) Section 1912, p. 62.
¹³⁹. Ibid.

took the examinations to secure it.140

The rules of the state board of education for issuing state and life diplomas in 1898 and the years following required affidavits of an applicant stating the time which the applicant had taught and the length of time he or she had taught in Montana. Applications based on certificates or diplomas from other states must be accompanied by affidavits showing the branches the applicants were examined in, and giving percentages obtained in them. Graduates of normal schools, colleges, and universities, with graduation requirements equal to those of Montana institutions, must also file affidavits to that effect. All such applicants for state diplomas must give evidence of having experience of thirty-five months, at least twenty-one of which must have been in Montana. Applicants for life diplomas must give evidence of having taught seventy months, at least twenty-one of which must have been in Montana. These rules did not apply to graduates of Montana institutions.

Applicants basing their application upon results of an examination were required to reach an average of 90 per cent in the branches required by law, but no applicant was entitled to receive a diploma who fell below 75 per cent in any one subject. These percentages are seen to be five per cent higher

140. County Superintendent of Madison County, Report to State Superintendent (1900), p. 28. in Sixth Biennial Report.

in each case than the former rules required.

By a vote of three-fourths of the members (of the Board) present, a state or life diploma was granted to any applicant, regardless of the time he had taught in Montana, without examination, if he was a holder of a state or life diploma issued in any other state or territory, who furnished satisfactory evidence of successful work in teaching.¹⁴¹

A condition in which Montana institutions were utterly unable to supply the demand for well-trained teachers in the grades and high schools was rapidly becoming more serious. The "liberal" policy which the state board of education pursued in granting certificates without examination was necessary.¹⁴²

VI. Forces Working for Change.

The State Teachers' Association, formerly the Territorial Association, had been organized since 1882, and had to its credit many forward moves, always encouraging professional spirit among teachers and unifying the work. It was a steadily growing organization in which was represented every branch of educational work.¹⁴³ It was called the greatest factor in moulding educational thought in the state.¹⁴⁴ At its annual meeting at Missoula in December, 1901, a committee on legis-

141. Montana State Board of Education Annual Report (1898, 1899, 1901)

142. W. E. Harmon, Ninth Biennial Report (1906) p. 53

143. E. A. Carlston (1898) Fifth Biennial Report. p. 17.

144. John M. Kay, Annual Address of the President (1903) p. 19.

lation was provided for, to ascertain needed changes in the school laws. The committee canvassed the entire state seeking views of county superintendents, city superintendents and faculties of state, private, and parochial schools. It made a report from the suggestions received, and rendered it at the next meeting. The report was adopted and the committee instructed to present the bills to the legislature and push their passage. The Association appropriated a small sum of money to pay the committee's expenses. Its source was the treasury fund created by membership fees of one dollar a year. Their platform included special certificates for the first primary or kindergarten department which had become a part of the public school system in 1899; second and third grade certificates issued once only, to the same person; the establishment of a county board of examiners; examination questions made out by the State Board of Education instead of by the state superintendent; and a fairer representation of school men on the State Board of Education.¹⁴⁵ It deserved more recognition from the legislature than it received.¹⁴⁶

The forces working on improved school laws in Montana were growing. State Superintendent, F. A. Carleton, recom-

145. Folder published by State Teachers' Association.

146. E. A. Carleton, Sixth Biennial Report (1900) p. 12.

mended that trustees be compelled by law to allow their teachers an opportunity to attend the annual institute. (The Great Falls Board of School Trustees had decided not to close school in 1900). W. W. Welch, the following state superintendent, also recommended a change in the institute law. He was in favor of requiring teachers with special certificates to take the same examination as the average literary teacher. He did not approve of so many kinds of certificates as were in force in 1902.¹⁴⁷

VII. Resulting Laws.

When W. E. Harmon became state superintendent in 1906, he resolved to see the county board of examiners, legally working in each county. The State Teachers' Association had urged it in 1902. It continued its policy of standing for it, and again in 1906 unanimously adopted a resolution in favor of it. A special meeting of superintendents and principals, called at the Track Meet in Missoula in 1906, also advocated it. The county superintendents were favorable toward it. The states where county boards were functioning found they were very satisfactory.¹⁴⁸

147. W. W. Welch, Seventh Biennial Report, (1902) p. 5
 148. W. E. Harmon, Ninth Biennial Report, (1906), p. 33

The entire state received the benefit from this act passed by the Tenth Legislative Assembly, in 1907, providing for the County Board of Educational Examiners, and prescribing their qualifications and duties:

In each county there shall be a board of county examiners composed of the county superintendent of schools who shall be ex-officio chairman of the board, and two competent persons to be appointed by the board of county commissioners, who at the time of their appointment shall be residents of the county and shall have been actively engaged in teaching for a period of at least eighteen months. Two members of this board shall constitute a quorum for the transaction of business. If vacancies occur in these positions during the terms for which their incumbents were appointed, their successors shall be appointed to serve during their unexpired terms only. Upon the expiration of the regular terms of either of these examiners his successor shall be appointed to serve for two years.

Qualifications of County Board of Educational Examiners. Such examiners at the time of their appointment must be holders of Montana professional county certificates, or state certificates, or life diplomas, or diplomas from the State University, State Normal College, or State College of Agriculture and Mechanic Arts, or holders of diplomas as graduates from some reputable university, college or normal school other than those of Montana. These examiners shall qualify for their positions in the same form and manner required for the qualification of all county superintendents.

Duties of County Board of Educational Examiners. The duties of these two examiners shall be to act jointly and equally with the county superintendent in the matter of conducting the examination of teachers and in the marking and grading of papers submitted to them as the results of the examination. This board of examiners shall also conduct all eighth grade examinations in their respective counties when requested to do so by the state board of education under their rules and regulations; and it shall be empowered to grant eighth grade diplomas or common school certificates to all examinees successfully passing such examination.

Compensation of Board of Examiners. The compensation of these examiners shall be their actual traveling

expenses from their residences, so and from the county seat or other point in the county where the examinations are held, and such further compensation per diem as the board of county commissioners may deem just and sufficient for their services, basing such compensation upon the actual quantity of work performed by them and the actual time required to perform it.¹⁴⁹

As a result of this law, two examiners acted jointly with the county superintendent in the matter of conducting teachers' examinations, and in marking and grading the papers submitted. Thus, the county superintendent did not have the sole responsibility of examining teachers of the common schools after 1907.

At the same session of the legislature, the institute law was changed so that a joint institute consisting of the teachers of two or more counties, might be held at a convenient place within such counties.¹⁵⁰

In 1905, the law, which was to be a remedy for a situation such as occurred in Great Falls in 1900, had been passed. It required county superintendents to give notice of time of holding institutes to boards of trustees, thirty days before institute opened. The trustees were then to notify "each and all" teachers within their districts of the time and place of hold-

149. Laws of Montana, (1907), House Bill 188.

150. Laws of Montana, (1907) House Bill, No. 268.

ing institute and to direct all teachers to close their schools for the purpose of attending. Wilfull failure on the part of a teacher to attend was considered cause for revocation of certificate. However, the county superintendent might excuse one from attending who could not attend without great inconvenience. Wilfull failure on the part of school trustees to give notice of time of institute, or to close the schools of the district was considered cause for with-holding public moneys, to which the district would otherwise be entitled. All high school teachers were exempt from the requirements of this act.¹⁵¹

The institute had become so important a means of securing the advantages of professional training and of keeping abreast of the times that nothing was left undone to enforce the presence of public school teachers, there. A penalty of with-holding public moneys was set for wilfull failure of trustees to close schools. But high school teachers were not required to attend.

It was provided by law in the same year that no person who was not a citizen of the United States, or had not declared his intention to become a citizen was to receive a certificate to teach in Montana. Any teacher then holding a certificate, and not a citizen was given six months to declare his intention, or else have his certificate revoked.¹⁵²

¹⁵¹. Laws of Montana (1905) Chapter 60, p. 17.

¹⁵². Laws of Montana (1907) Chapter 77, p. 8.

The state superintendent was permitted, after 1907, to grant a temporary certificate to a teacher who in his opinion was entitled to a state or life diploma in Montana. This was valid in any county in Montana until the next regular meeting of the State Board of Education. It was necessary to register it in the county where the teacher was employed, and the teacher receiving it must pay one dollar into the county institute fund, as was required of all who received county certificates.¹⁵³

It seems clear that the State of Montana had advanced from 1890 to 1907 in these respects:

1. Greater efforts than ever before were being made by counties, cities, towns, and organizations to further the cause of higher standards for teachers.
2. Higher standards had actually been reached by teachers.
3. Laws which met the needs were more certain to be passed than in previous years.

After 1895, results in education accrued which were undreamed of before cooperation existed between school groups and the law-making body. Certification trends during the seventeen year period of statehood followed trends in other states of the United States.

153. Ibid., Senate Bill, No. 9.

CHAPTER V
Modifying Forces
1908 - 1916

I. The Rural School Emergency

No period of years may be arbitrarily considered, apart from what precedes it. There was much in the past that was to have a great influence on future standards for qualifications of teachers. Among the factors that were to have significance were county institutes, the State Teachers' Association, and the State Reading Circle.

The Laws of 1905 and 1907 were on trial. If they were to stand, they must meet changing conditions, brought about by a rapidly increasing population, especially in rural districts.¹⁵⁴

The rural school problem is the hardest to solve in any state. At first the sentiment in Montana was that anybody could teach a country school. Trained teachers were needed in the city graded school only. Educators of the State were continually and constantly combatting the idea that no training was needed for the rural teacher. In 1910, only one-half of those teaching in the country had training for it.¹⁵⁵

154. Riley, op. cit., p. 98.

155. W. E. Harmon, Eleventh Biennial Report, (1910) p. 11.

In contrast, most of the teachers of the graded schools were well-trained. Several cities had a rule, that only normal and college graduates would be employed. Eastern teachers, coming to the State to teach were often surprised to find schools well-equipped, for doing good work.¹⁵⁶

There were four grades of county certificates, two of which were much easier to secure than the other two. No experience was required to obtain a second or third grade certificate. On the contrary, to obtain a professional or a first grade certificate, twelve months' successful experience was needed. Many of the teachers in the rural schools had merely third grade certificates, which required proficiency in only a minimum number of subjects. Among those subjects which an eighth grade pupil was required to pass was civics, which was not required in the examinations for a teacher with the third grade certificate. It thus became evident that civics should be added to the list of subjects required of an applicant for a third grade certificate.¹⁵⁷

An inconsistency had arisen in regard to the professional certificate which was proving untrue to name for no knowledge

156. *Ibid.*, p. 14.

157. H. E. Harmon, Tenth Biennial Report, (1908), p. 29.

of professional subjects such as psychology and school management was required in order to secure one. A principal was required to have a professional certificate or to be a graduate of a normal school, college, or university, all of which required these two professional subjects. It seemed clear that if the principal based his qualifications on a professional certificate, such a certificate should certify to some professional knowledge on the part of the holder. A bill incorporating these principles was under way.¹⁵⁸

After 1907, joint county institutes were authorized to be held. The instruction was known to be very good, for it was given by the State University, the State Normal School, and the State Agricultural College instructors. However, the situation needed attention, for these men could not leave their work without having it suffer. A new plan was being considered whereby instructors of national reputation could be employed, if institute funds derived from fees received by the county superintendent, from the examination of teachers, were used. These funds had by 1910 grown large enough so that two practical workers were brought into the state. Efforts were made to train more effective teachers by them. The design was not merely to furnish instruction but through the proper presentation of

158. Ibid.

lessons in school subjects, to enable the teacher to gain more intelligent ideas about presenting the same subjects to her own school.¹⁵⁹

The old "get-together" type of institute was largely inspirational and could not long satisfy the needs of teachers who were increasingly better trained. It may be assumed that there had been a felt demand among some teachers for better instruction at county institutes long before it was actually recognized. To witness this, we recall that the laws compelling attendance constantly became more stringent. With the possibility of receiving instruction from "first class practical institute workers", teachers voluntarily responded. It was reported that they attended cheerfully, and were asking to have the sessions increased in length.¹⁶⁰

Five counties combined and held institute at Butte in 1910. This was declared to be the largest gathering of teachers ever held in Montana. Over four hundred were present. They did not disband until they had recommended new legislation.¹⁶¹

County boards of educational examiners, made possible in 1907, were functioning with success by 1910, and the method was much more satisfactory than to have examinations for teachers

159. W. E. Harmon, Eleventh Biennial Report, (1910), p. 72.
 160. W. E. Harmon, Tenth Biennial Report. (1908), p. 29.
 161. W. E. Harmon, Eleventh Biennial Report, (1910)

in charge of the county superintendent.¹⁶²

II. Necessity for Increased Number of Teachers.

Because of the large number of teachers required for the influx of population, it was proving a fortunate measure that "the State Board of Education held examination for issuance of state and life certificates, and granted certificates to teach without examination to graduates of reputable colleges and universities outside the State and to those with certificates from normal schools' advanced courses, when such graduates had had eighteen months' successful teaching experience after graduation." But candidates who were not graduates from any educational institutions within or without the State were required to teach successfully for thirty-five months (five years of at least seven months each) besides passing a satisfactory examination in order to secure a state certificate. To secure a life certificate, seventy months' successful experience was necessary, (ten years of seven months each). About three-fourths of applicants basing their applications for state certificates upon graduation from normal school or college were granted certificates. Those who did not receive them were graduates of institutions which were not standard.¹⁶³

162. Ibid., p. 50

163. Ibid., p. 34.

An increasing number of the Boards of Education throughout the State were specifying that teachers must be able to qualify for state certificates before they could secure a position. The temporary state certificate which the state superintendent issued, valid until the next meeting of the State Board of Education, somewhat relieved the situation. This Board in 1910 recommended that a law be enacted by the legislature, recognizing the graduates of the School of Education of the State University by authorizing the State Board of Education to grant such graduates a certificate to teach, without examination, in the high schools of the state.¹⁶⁴

On the contrary, it was also recommended by them that a graduate of the State Normal School be required to have thirty-six months successful experience before receiving a life certificate, for the two years of training in the normal school were not to be compared with the four received in the University, and experience of eighteen months should not be equally required for each.¹⁶⁵

Special certificates in the following branches were recommended by the group of teachers who met at Butte: Music, drawing, elocution, physical culture, penmanship, domestic science, manual training, agriculture, stenography, typewriting,

¹⁶⁴. W. E. Harmon, Tenth Biennial Report (1908) p. 50

¹⁶⁵. Ibid.

bookkeeping, commercial law and kindred subjects, and first year primary and kindergarten grades.¹⁶⁶

The county superintendents of the State who had met in convention at Helena, April 10, 1910, also made suggestions. The establishment of six summer schools for teachers, holding sessions of at least four weeks, with tuition free, for the further instruction and professional training of teachers lacking preparation for their work, was strongly recommended.¹⁶⁷

It is evident that the suggestions of these various groups had emergency aspects which, if put into practice, would have benefited the groups suggesting them, as well as many others.

III. Standardizing Certificates in the United States.

Problems were multiplying among educational groups throughout the State. Not only was this the condition in Montana, but also in the United States as a whole. The condition, that many teachers from one state were asking to have their credentials recognized in another, was widespread. So many standards prevailed by June, 1910 that a meeting was called in Lincoln, Nebraska, by the state superintendent of that state, to take up the question of standardizing state and life diplomas, throughout the United States. The chief school officers of

¹⁶⁶. Ibid., p. 94

¹⁶⁷. Ibid., p. 38

the North Central and the West Central states were invited; and Ohio, South Dakota, Minnesota, Iowa, Kansas, Utah, Nebraska, and Montana, together with the United States Bureau of Education, were represented. At this meeting a tentative plan was outlined, and a meeting agreed upon to be held in Salt Lake City, Utah. At the Utah meeting, held in November, 1910, North Dakota, Minnesota, Iowa, New Mexico, Oregon, Washington, Oklahoma, Nebraska, Louisiana, and Montana were represented--- a wider territory being taken in than at the first meeting.¹⁶⁸

Dr. Harlan Updegraff, representing the United States Bureau of Education, presented a printed report of the laws, rules, and regulations for the licensing of teachers, of every state and territory of the Union. The status of issuing certificates of each state was shown. Committees were then appointed to determine what should be considered a standard college or university, a standard normal school, and standard credits for state certificates upon examination.¹⁶⁹

The principles set forth therein were adopted:

1. Any diploma from a standard college or university granted upon the completion of a 120-hour course including fifteen hours in education shall be recognized.
2. To be considered a standard college, all of the

¹⁶⁸. Ibid., p. 64.

¹⁶⁹. Ibid.

following conditions must be met:

- a. The completion of a four-year secondary course above the eighth grade shall be required for college entrance.
- b. The completion of 120 semester hours shall be required for graduation.
- c. The number of class hours for heads of departments or for students shall not exceed twenty a week.
- d. A faculty properly qualified shall consist entirely of graduates of standard colleges, and each head of a department shall hold at least a Master's degree from a standard college or have attained eminent success as a teacher, which success shall be determined by the chief state school officer of the state in which the institution is located.
- e. Definitions of library conditions, laboratory equipment and means of support were given.
- f. The college must maintain at least seven separate departments or chairs in the arts and sciences. In case the pedagogical work of the institutions was to be accepted for a certificate, the college must maintain at least eight chairs, one of which shall be devoted exclusively to education or at least to philosophy, including psychology and education. The head of each department shall in no case devote less than three-quarters of his time to college work.

3. To be considered a standard normal, the following conditions must be met:

- a. For entrance, four years work above the eighth grade in a secondary school shall be required.
- b. For graduation, two years additional work, including a thorough review of the common branches and training in a practice school must be required.
- c. A well-equipped training school for the observation and practice of teaching, such school to cover work in the eight elementary grades, was to be maintained.
- d. The total attendance in the secondary school and in the normal school shall be 216 weeks above the eighth grade, provided that any normal school may accept satisfactory credits covering twenty weeks work above the eighth grade.

4. In regard to recognition of credits secured upon examination by state authorities, the following standards were enumerated:
 - a. Credits obtained by examination for a corresponding grade of certificate, shall be accepted subject for subject, provided that questions are prepared and papers graded by the State Department of Education, and provided further that the passing grade shall not be less than eighty per cent in any subject.
 - b. Equivalent credits for any subject or subjects may be accepted at the discretion of the proper authority of the state where-in recognition is sought.
 - c. Credits for successful experience may be allowed in accordance with the regulations in force in the state where recognition is sought.

5. Diplomas and certificates subject to interstate recognition were to enjoy the same privileges as similar certificates or diplomas in the state, where recognition was sought.¹⁷⁰

These principles drawn up to solve an interstate problem appear to have had slight effect when in 1911, an act relating to qualifications of teachers and the granting of teachers' certificates to graduates of the University of Montana, was enacted by the Montana Legislation. Any graduate of the University of Montana, on registering his diploma, together with his University Certificate to Teach in the office of the state superintendent of public instruction, was entitled to teach in the high schools of the State, without further examinations, for the term of five years after graduation.

170. Ibid.

Every graduate, after furnishing the State Board of Education satisfactory evidence of having successfully taught in high school twenty-seven months, was entitled to have his diploma validated as a life diploma. The rules of the Faculty of the University of Montana for issuance of the University Certificate of Qualification to Teach were to be submitted to the State Board of Education for its sanction.¹⁷¹ The latter requirement reflected explicitly the presence of a policy similar to the one presented to the states' representatives at Salt Lake City, Utah, in 1910.

IV. Revised Laws of 1913.

The school laws of Montana had not been revised and codified since 1895, new laws being inserted wherever a place for them appeared. Forthwith the Twelfth Legislative Assembly provided for a commission of five members to be appointed by Governor E. L. Norris, to codify, revise and collate the school laws of the state and to recommend legislation to make the school laws more efficient. W. E. Harmon was made chairman of this commission. Numerous recommendations provided for a change of classification of certificates, additional branches required for state and life certificates, summer schools if county super-

171. Laws of Montana (1911) House Bill No. 57, p. 20

intendents thought them advisable, and minor changes to simplify the law provisions.¹⁷²

The meeting of the Montana State Teachers' Association which followed was proclaimed as very important by President A. J. Roberts, for the School Code Commission was to submit a report of its work. He asked that teachers attend and act promptly in approving, so that bills concerning granting of teachers' certificates and qualifications for rural teachers could be drawn up and introduced for passage at the coming session of the legislature.¹⁷³

Results were evident at Missoula, December 26 to 29, 1912, for the meeting there was afterwards described as one that would long be remembered for an organized effort on the part of the progressive school officials of Montana to put into operation the machinery to give the schools a chance to grow along the lines set down by the leading educators of the nation. Some recommendations of the commission had not been previously announced. Among them were:

1. A greater recognition of teachers' certificates from other states.
2. Exemption of teachers in the first three primary grades from county teachers' examinations, and a special primary certificate granted.
3. Discontinuance of the third grade certificate which was inadequate.

¹⁷². W. E. Harmon, Twelfth Biennial Report, (1912), p. 48

¹⁷³. Intermountain Educator, December, 1912, p. 11

4. School management included among subjects required for the first grade certificate.
5. Elementary psychology included among those required for the professional certificate.¹⁷⁴

Table VI, page 100, adds to the knowledge of conditions existing in 1912.

174. Ibid., January, 1913, p. 9.

STATE SUPT. YEAR	PROFESSIONAL CERTIFICATES		FIRST GRADE CERTIFICATES		SECOND GRADE CERTIFICATES		THIRD GRADE CERTIFICATES		STATE AND LIFE CERTIFICATES		NORMAL GRADUATES	COLLEGE OR UNIVERSITY GRADUATES	NUMBER OF TEACHERS
	NUM- BER	PER CENT	NUM- BER	PER CENT	NUM- BER	PER CENT	NUM- BER	PER CENT	NUM- BER	PER CENT			
W. W. WELCH 1902	152	16.3	337	36.2	295	31.7	145	15.6			359		1291
SAME													
1904													
W. E. HARRISON 1906	160	9.3	473	27.6	395	23.	266	15.5	417	24.3	560	80	1741
SAME													
1908	216	11.3	466	24.5	359	18.9	342	10.8	516	27.1	527	197	1907
SAME													
1910	154	7.3	499	23.3	383	18.3	406	14.6	647	30.9	537	258	2040
SAME													
1912	183	6.6	594	21.4	600	21.6	587	21.2	804	29.	842	432	2805

It is clear that the number of teachers in 1913 had nearly doubled since 1906. The per cent of state and life certificates in each biennium except the first ranked highest of all kinds issued. It varied from 24 to 30. The per cent of first grade certificates ranked highest of all kinds issued among the county certificates with one exception. It varied from 21 to 27, whereas the per cent of second grade certificates varied from 18 to 23. The per cent of third grade certificates, varying from 10 to 21, was not as low as the per cent of the professional certificates issued, variation among these being from 6 to 11. If rural teachers had been professionally trained, these per cents would have varied more widely. A more desirable situation would have been one where the per cent of state and life certificates showed greater contrast with the per cents of county certificates issued.

The effect of the rural school problem, of the necessity for a great number of trained teachers, of the movement to standardize certificates throughout the United States, and of the recommendations of leading groups of educators of Montana, was readily discernible in the School Laws of 1913. These statutes also embodied many principles of the older laws:

No certificate to teach in the public schools of Montana shall be granted to any person, who is not a citizen of the United States, or who has not declared

his intention to become a citizen.

No person is eligible to teach in any public school in this state, or to receive a certificate to teach, who has not attained the age of eighteen years.

No person shall be accounted a qualified teacher within the meaning of the school law who has not first secured from the county board of educational examiners of the county in which he proposes to teach, a certificate setting forth his qualifications; or who has not secured a temporary certificate from the county superintendent, or from the county board of educational examiners; or who has not a certificate endorsed by the county board of educational examiners; or who has not a state certificate or a life diploma issued by the state board of education; or who has not a temporary state certificate issued by the state superintendent; or who does not hold a certificate from the state normal college; or who has not a university certificate of qualification to teach. Upon the request of any board of school district trustees or its representatives, or any county superintendent of schools, the state superintendent of public instruction may grant, without examination, a special certificate valid only in the district requesting the same, in music, drawing, elocution, physical culture, penmanship, manual training, domestic science, agriculture, commercial, and kindred subjects, first three year primary, and kindergarten grades to any teacher who presents satisfactory evidence of special proficiency for teaching any of the above subjects, as shown by any certificate and credentials held by such teacher; provided, that such special certificate shall be valid for only one year, and shall be referred to the State Board of Education for further approval on the payment of one dollar (\$1.00) into the county institute fund and shall entitle the holder to teach only such special subjects as are stated in said certificate, provided that all certificates or diplomas before they shall be valid in any county must be registered in the office of the county superintendent within ten days after the term of service of any teacher begins; and not more than ten days' salary shall be paid any teacher for services rendered previous to the registration of such certificate or diploma.

It will be noted that every type of teachers' certificate which had existed from earliest territorial times was mentioned in the preceding paragraph. A new kind also appeared in the

special certificate, in 1913.

Any contract made in violation of this section shall be void.¹⁷⁵

The laws here included what since 1895 and 1907 had proved to be of value.

Provisions in the statutes for the county board of educational examiners corresponded with those of 1907, when the first legislation pertaining to it was passed. The county superintendent served on this board, which was authorized to conduct examinations and grant certificates according to the following method:

The county board of educational examiners shall hold public examinations of all persons over eighteen years of age offering themselves as candidates for teachers of public schools, at the county seat, on the last Thursday and Friday of February, April, August and October of each year, and, when necessary, such examinations may be continued on the following day, at which time the board shall examine such candidates by a series of written or printed questions, according to rules prescribed by the state superintendent of public instruction. The questions prepared by the state superintendent of public instruction when received by the county superintendent shall not be opened or the seal thereof broken until the day of examination and then in the presence of the applicants. And the county superintendent is prohibited from furnishing or giving to any person or persons any information concerning the questions prepared by the state superintendent. If the percentage of correct answers is not less than 70% in any one branch with a general average of 80%, and other evidence disclosed by the examination including particularly the board's knowledge and information of the candidate's scholarship and successful experience, indicates that the applicant is a person of good moral character and possesses ability to manage, and fitness to teach in the public schools

175. School Laws of the State of Montana (1913) Chapter VIII, Section 800, p 63, 64

of the state the various branches required by law, said board shall grant to such applicant a certificate of qualification, provided that no certificate shall be granted to any person who is not a citizen of the United States or who has not declared his intention to become a citizen.¹⁷⁶

If the attendance upon any examination of teachers at the county seat shall work a great hardship to any teacher in the county, the county superintendent, upon the approval of the state superintendent, may provide for such teachers to take the examination at some convenient place, and the county superintendent may appoint some suitable person to conduct such examination, under the rules and regulations prescribed by the state superintendent of public instruction.¹⁷⁷

Here a law which had proved its worth since 1895 was incorporated into the laws of 1913.

The following requirements, stated in the laws of 1913, represent further means found for strengthening rural schools, and increasing the number of teachers.

Second Grade. To secure a second grade certificate, no experience is required. Applicants for this grade must present evidence of good moral character and physical health and shall pass an examination in the following branches, or such additional branches as may hereafter be prescribed by the State Board of Education; Reading, writing, arithmetic, spelling, grammar, geography, physiology and hygiene, United States history, civics, (state and federal), and theory and practice of teaching. This certificate shall be valid for a period of 18 months, and on being endorsed and registered in the office of the county superintendent, shall be valid in any county in the state.

First Grade. To secure a first grade certificate, the applicant must present evidence of good moral character and physical health, must have had 12 months'

176. Ibid., Chapter IX, Section 900.

177. Ibid.

successful experience as a teacher, and must in addition to the branches required for a second grade certificate, take an examination in American Literature, physical geography, elementary algebra through quadratics, and school management or such other branches as may be prescribed by the State Board of Education. This certificate shall be issued for a period of three years and shall be valid in any county on being endorsed and registered in the office of the county superintendent.

Professional. To secure a professional certificate the applicant must present evidence of good moral character and physical health, must have had at least 18 months' successful experience as a teacher, and in addition to the branches required for a first grade certificate, must pass an examination in physics, plane geometry and elementary psychology. This certificate shall be issued for a period of four years and shall be valid in any county on being endorsed and registered in the office of the county superintendent of schools¹⁷⁸

Three types of county certificates were authorized in 1913, the second grade, the first grade, and the professional. But this was not the first time in the history of certification when only three grades of county certificates were issued. Previous to 1897, when the professional certificate came into existence, it was found that a third grade, a second grade, and a first grade certificate were issued. Beginning with 1913, it was impossible for a teacher to secure a third grade certificate. This was a forward step in raising qualifications of rural teachers. The teacher was fully protected by the law, which made provision for issuing a permit to teach until the next regular examination:

Temporary Certificate. The county superintendent may grant a temporary certificate to teach until next

178. Ibid., Section 905, parts (a), (b), (c), p. 69, 70

regular examination to any person applying at any other time than at a regular examination, and who has previously held a valid certificate to teach, but such temporary certificate shall not be granted more than once to the same person; provided, that when it is impossible because of sickness or other valid reasons for such teacher to attend the next regular examination, such teacher shall certify the facts to the county board of educational examiners, and this board may issue a second permit valid until the next regular examination, provided, further, that when a teacher shows special fitness to teach and passes at the examination 70% or above in all subjects, but fails to make an average of 80%, or secures an average of 80% for all branches, but fails to make 70% in one or two branches, such teacher may, at the discretion of the county board of educational examiners, be issued a permit to teach, until the next regular examination; and at such examination no teacher shall be required to be examined in any branch in which she has obtained a grade of 80%. Such a permit shall not be issued to any teacher more than once. 179

The preceding act corresponded with one which had been in force since 1895.

Special Certificates. Upon the request of any board of school district trustees, or its representatives or any county superintendent of schools, a special certificate valid only in the district requesting the same, may be granted by the state superintendent of public instruction, in music, drawing, elocution, physical culture, penmanship, manual training, domestic science, agriculture, commercial and kindred subjects, first three primary and kindergarten grades to any teacher who presents satisfactory evidence of special proficiency for teaching any of the above subjects, as shown by any certificate and credentials held by such teacher, on the payment of one (\$1.00) dollar into the county institute fund; provided, that such special certificate shall be valid only for one year and shall entitle the holder to teach only such special subjects as are stated in said certificates; provided, that all certificates or diplomas before they shall be valid in any county must be registered in the office of the county superintendent within ten days after the term of service of any teacher begins; and not more than ten days'

179. Ibid., part (d)

salary shall be paid any teacher for services rendered previous to the registration of such certificate or diploma and provided that such special certificates shall be referred to the State Board of Education for further approval.¹⁸⁰

The above mentioned certificate recognized the qualifications of the teacher who was specially trained to teach cultural or vocational subjects. In 1895, the statutes had specified merely penmanship, music, drawing, and modern language. With the advent of the new law a teacher of elocution, physical culture, manual training, domestic science, agriculture, commercial and kindred subjects, and the first three primary grades and kindergarten also received a special certificate. The new special certificate was valid for one year whereas the old had been valid for three.

Fees for Certificates. Every applicant for a county certificate shall pay one dollar to the county superintendent, which shall be used by him in the support of teachers' institutes in the county.

Re-cavass of Papers on Appeal. Any candidate thinking an injustice has been done, by paying a fee of two dollars in to the institute fund of the county and by notifying both county and state superintendent of the same, shall have his papers re-examined by the state superintendent of public instruction. The county superintendent shall upon receipt of such notice from said complaining candidate, transfer said papers to the state superintendent, of public instruction, who shall reexamine the same and if the answers warrant it, shall

180. Ibid., part (e).

instruct the county board of educational examiners to issue to such complaining candidate a county certificate of proper grade, and the county superintendent shall carry out such instruction and return the appeal fee of two dollars to the teacher.

Revocation of Certificates. The county superintendent is authorized and required to revoke and annul, at any time, any county certificate granted by any board of educational examiners for any cause which would have authorized or required the board to refuse to grant it if known at the time it was granted, and for incompetency, immorality, intemperance, physical inability, crime against the state law, refusal to perform his duty or general neglect of the business of the school. The revocation of the certificate shall terminate the employment of such teacher in the school in which he was at the time he was employed, but the teacher must be paid up to the time of receiving notice of such revocation.¹⁸¹

Renewals. Before the expiration of any professional or first grade certificate, such certificate shall be renewed by the county board of educational examiners, upon the proper fee being paid into the institute fund, as provided for in the case of examination; provided, that no professional or first grade certificate shall be renewed unless the applicant has taught successfully as shown by two or more testimonials, at least 12 months during the life of such certificate. Said professional or first grade certificate shall be renewed by any county board of educational examiners by endorsement thereon.¹⁸²

The recanvass of papers on appeal, the revocation of certificates, and the renewal of certificates were considered in the statutes of 1895 in similar phraseology. Renewals had since 1907, been in charge of the county boards of educational examiners.

Higher Grade Certificate--How Secured. Whenever application is made by a holder of an unexpired first grade or second grade county certificate for examination for any higher grade county certificate, and it shall be made to appear to any board of educational examiners that such applicant has been engaged in teaching successfully, as shown by two or more testimonials, in any of the public schools of the state for a period of twelve months or more,

181. Ibid., part 2, 3, 4.

182. Ibid., section 906.

the said applicant shall be entitled to be credited on such higher certificate in all subjects in which he has received 80% or above, as shown on the said unexpired certificate, and shall not be required to be examined in any studies except the additional ones prescribed for such certificates and such other studies in which he may not have secured 80% on his unexpired certificate.¹⁸³

Similarity to a law of 1897 is very marked in the method just described, of securing a "higher grade certificate". This new statement of the law, however, was consistent in omitting the term, "third grade certificate," for it was no longer issued. A subject on which one had "received 80 per cent or above as shown on an unexpired certificate," required no examination, but was credited on a higher certificate.

Normal School Credits Acknowledged. Any applicant for any grade of county certificate who has completed at the Montana State Normal College any branch for such certificate, shall upon filing with the county board of educational examiners a statement from the President of said Normal College to that effect, have such grade credited without examination on such certificate.¹⁸⁴

This new law encouraged attendance at normal school. An applicant who had completed any branch for a certificate could "have such grade credited without examination on such certificate," if he filed a statement to that effect with the county board of educational examiners.

Existing Certificates Validated. Any person now holding a professional grade certificate, a first grade certificate, a second grade certificate, or a third grade certificate shall be permitted to teach thereunder during the life of such certificate; and any person now holding a professional or first grade certificate may have the same renewed by the county superintendent upon

183. Ibid., section 907.

184. Ibid., section 908.

the proper fee being paid into the institute fund as provided for in the case of examination; provided, that there shall be no limit to the possible number of such renewals. No such certificate shall be renewed unless the applicant has taught at least ten months during the life of such certificate. Whenever application is made by any person now holding an unexpired first grade, second grade, or third grade Montana certificate for examination for any higher grade certificate provided for in this Act, and it shall be made to appear to the county superintendent that such applicant has been engaged in teaching in any of the public schools of the state for a period of one year or more, said applicant shall be entitled to be credited with the percentage on his last examination for said first, second, or third grade certificate, as the case may be, and shall not be required to be examined in any studies except the additional ones prescribed for such certificate and such other studies as the applicant may not have secured the required percentage on previous examination; provided, that to excuse any person not holding a certificate from taking the examination upon any branch of any grade, he or she must have secured upon such branch, at his or her last previous examination at least 80%.¹⁸⁵

The new law abolishing the third grade certificate was not to affect the third grade certificate holder "during the life of his certificate". The law was not retroactive.

Principals' and High School Teachers' Certificates:
No person shall be employed as a teacher in a high school or as the principal teacher of a school of more than three departments who is not the holder of a professional county certificate or a Montana state or life certificate, or who is not a graduate of some reputable university, college, or normal school recognized by the State Board of Education.¹⁸⁶

The certification of high school teachers and principals was provided for in this act which had been in force since 1897. A teacher or principal of a high school was required to hold a professional county certificate or a Montana state or life certificate.

55. Ibid., Section 909.

56. Ibid., Section 910.

In any county or counties of the state the county superintendent or superintendents by mutual agreement of such superintendents, acting with the advice and consent of the state superintendent, may hold a summer school for teachers not less than three weeks in length for such county or counties in lieu of an institute or institutes for such year and the board of county commissioners of each county shall appropriate for such summer school support in like sum as is hereinbefore provided for in the case of teachers' institutes.

It shall be the duty of the state superintendent to prepare and prescribe a course of study for use in such summer schools.

Students of summer schools may have such work as is satisfactorily done credited on their certificates. Any teacher presenting a certificate of attendance on any summer school within or without the state approved by the county superintendent may be excused from institute attendance within the county where he may be teaching.¹⁸⁷

It is recalled that the institute laws which were made in 1905 were amended to make possible joint institutes in 1907. These laws remained in force in 1913. In that year they were further amended as shown by the previous laws, to establish summer schools of not less than three weeks duration, for teachers, providing one or more county superintendents secured the consent of the state superintendent to hold one. These summer schools were held "in lieu of an institute or institutes", and work done satisfactorily by teachers while in attendance was credited on certificates. The state superintendent's duty in regard to institutes and summer schools was made clear in the following:

Rules. He shall prescribe with the approval of the State Board of Education rules and regulations for the hold-

¹⁸⁷. Ibid., Section 1006, parts 1, 2, 3.

ing of teachers' institutes, and summer schools for teachers; shall prepare with the approval of the State Board of Education lists of instructors for institutes and summer schools from which county superintendents shall make their appointments. He shall attend and assist at teachers' institutes and summer schools for teachers and aid, and encourage generally teachers in qualifying themselves for the successful discharge of their duties.¹⁸⁸

The county superintendent's duty to preside over institutes was not changed in 1913:

He shall preside over all teachers institutes held in his county, and shall elect suitable persons to instruct therein from the list of teachers commissioned by the State Board of Education, and recommended by the state superintendent.¹⁸⁹

The enactments thus far quoted were, for the most part, designed to meet the needs of the common schools, which have previously been stated thus: to increase the number of village and city teachers, to improve the training of rural teachers, and to recognize special qualifications of teachers. Emphasis in the next group of laws was placed on qualifications for high school teachers, though the grade school teacher was not entirely overlooked.

Since 1893, the following duties had been listed among those of the State Board of Education:

To grant diplomas to the graduates of all state educational institutions, where diplomas are authorized or now granted, upon the recommendation of the faculties

188. Ibid. Chapter II Section 202, part 9.

189. Ibid. Chapter III Section 302, part 6.

thereof, and may confer honorary degrees upon persons, other than graduates, upon the recommendation of the faculty of such institutions.

To grant state diplomas valid for six years, and to grant life diplomas.¹⁹⁰

Methods by which it was possible to secure state and life diplomas were described in detail in the laws of 1913. The basis for issuing them was similar to that of the laws of 1893. Only two means existed; these were by examination and by endorsement, though the state certificate could be obtained by renewal:

1. State Certificates

By Examination - State certificates may be issued to such persons as have good moral character and who have held for one year and still hold a professional county certificate, in full force and effect, when such persons have passed a satisfactory examination under the direction of the State Board of Education, in English Literature, History of Education, and General History, and have furnished satisfactory evidence of having been successfully engaged in teaching for at least thirty-five months; Provided, that such certificates shall be renewed if the holder has taught successfully twenty-seven months during the life of said certificate.

By Endorsement. - State certificates may be granted to graduates of higher educational institutions and to holders of state certificates, within or without the State, upon conditions established by the State Board of Education.¹⁹¹

Conditions established were:

- (a) They were issued to graduates of four year courses of reputable colleges and universities, with

¹⁹⁰. Ibid., Chapter I, Section 106, parts 5, 7.

¹⁹¹. Ibid., Chapter I, Section 108, parts (a), (b).

eighteen months of successful teaching experience after graduation therefrom, upon becoming resident teachers of the state.

(b) They were issued to graduates of two year normal school courses, based upon graduation from four year high school or academy courses, with eighteen months of successful teaching experience after graduation from such normal school upon becoming resident teachers of the state.¹⁹²

By Renewal - State certificates may be renewed by the State Board of Education provided the holder has taught successfully twenty-seven months during the life of said certificate.¹⁹³

2. Life Diplomas

By Examination - Life diplomas may be issued upon the same conditions as state certificates except that in addition the applicant must pass satisfactory examinations and tests under such supervision and upon such additional subjects as may be prescribed by the State Board of Education, and must furnish satisfactory evidence of having been successfully engaged in teaching for at least seventy months.¹⁹⁴

Additional subjects, any four of which would be selected, were: Botany, geology, English, history, commercial geography, sociology, first two years of Latin, German, French, or Spanish, solid geometry, trigonometry, rhetoric, educational psychology, zoology, and political economy. The candidate also submitted a thesis on some educational subject assigned by the State Board of Education.¹⁹⁵

By Endorsement.

Any graduate of the State Normal College shall, on the registry of his diploma in the office of the state superintendent of public instruction, be entitled to

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192. Montana Educational Directory and Circular of Information Pertaining to Teachers' Certificates, March, 1913.
 193. School Laws of Montana, op. cit., part (c)
 194. Ibid., part 2.
 195. Circular...Pertaining to Teachers Certificates, op. cit.

teach in the public schools of the State of Montana without other or further examination for the term of six years after such graduation and every graduate of the three year course shall, on furnishing to the State Board of Education satisfactory evidence of having successfully taught in the public schools of the State twenty-seven months, be entitled to have said diploma validated as a life diploma: and every graduate of the four year course shall on furnishing to the State Board of Education satisfactory evidence of having successfully taught in the public schools of the State eighteen months, be entitled to have said diploma as a life diploma. Provided, however, that those graduating from the State Normal College prior to February 1st, 1913, in the four year course, shall be required to teach successfully but nine months, and those of the three year course but eighteen months, to receive a life diploma.

Any graduate of the University of Montana, shall, on the registry of his diploma, together with his University Certificate of Qualification to Teach, in the office of the State Superintendent of Public Instruction, be entitled to teach, in the high schools of the State of Montana without other or further examination, for the term of six years after such graduation, and every such graduate shall, on furnishing the State Board of Education, satisfactory evidence of having successfully taught in the high schools twenty-seven months, be entitled to have said diploma validated as a life diploma.

The rules of the faculty of the University of Montana for the issuance of the University Certificate of Qualification to Teach shall be submitted to the State Board of Education for its sanction.¹⁹⁶

The graduates of a Montana institution were recognized as prospective teachers, in the laws of 1913. Awareness of the importance of their presence in the State as available teachers was emphasized for the first time in the Montana codes. After

196. Ibid. parts 1, 2.

1911 a diploma from a state institution became the equivalent of a state certificate to teach. Until then it was necessary for a Montana graduate to have from sixteen to eighteen months experience before he was entitled to this. A diploma from a state institution entitled the owner to teach for six years "without other or further examination". In consideration of those who came from other states to teach in Montana the laws specified:

Life diplomas may be granted to graduates of higher educational institutions maintaining the same standards as the University of Montana and the State Normal School, and to holders of State certificates, within or without the State, upon conditions established by the State Board of Education.

Registration - State and life certificates and diplomas, before they shall be valid in any county must be registered in the office of the county superintendent.

Revocation of - Any state or life diploma may be revoked by the State Superintendent of Public Instruction for incompetency or immoral conduct on the part of the holder of it, or for any cause that would require the State Board of Education to refuse to grant it, if known at the time the diploma was granted; but, before any such revocation, the holder shall be served with a written statement of the charges against him, and shall have an opportunity for defense before said State Board of Education.¹⁹⁷

The State Board of Education met twice a year, on the first Monday in June and in December. Between meetings of the board, the superintendent of public instruction had authority to issue temporary state certificates upon credentials required for regular state certificates. The Act had first appeared in 1907 when the temporary certificate was made valid only until the

197. Ibid. parts 3, 4, 5.

next regular examination. In 1913, this time was lengthened to a year:

The state superintendent may grant a temporary state certificate, at any time, to any teacher whose experience, qualifications and credentials, in his opinion, entitle such a teacher to either a state or life diploma in Montana. Such temporary state certificate, however, shall be good and valid in any county in the state for a period of one year; Provided, however, that the holder of such certificate shall have it duly registered in the office of the county superintendent of schools of the county in which he is employed to teach before he begins teaching, and provided, also, that such teacher shall pay for such registration, the sum of one (\$1.00) dollar into the institute fund of such county.¹⁹⁸

It is noted that these laws of 1913 made no drastic changes in those which already existed. They were therefore workable, and the results were gratifying.

V. Increased Number of Summer Schools.

The fact that in 1914, all records for attendance at summer schools in Montana were surpassed, may be attributed to the laws of 1913. Enrollment exceeded that of all previous years taken together. Almost half of the twelve hundred who attended, were present at the summer schools held in the early summer at the University of Montana at Missoula, and at the higher institutions of learning at Bozeman and at Dillon. After these sessions closed, sixteen counties engaged in the work. In addition to these, Montana Wesleyan College, at Helena, held a session for four weeks just prior to the August examination.

198. Ibid. Chapter II, Section 202, part 14.

It was felt at that time that summer sessions would entirely supersede the three and four day institute sessions.¹⁹⁹

But a reaction set in, when the branches of the University of Montana strengthened their forces, added new courses, and paid railroad fare in excess of five dollars for all students of the summer schools. There was now no doubt as to the advisability of teachers attending the summer schools at Missoula, Bozeman, and Dillon, for here, in addition to splendid faculties specially trained for their work, were excellent libraries and laboratories to which students had access. Besides, the teacher in the remotest part of the state had just as good a chance to attend as the one near at hand. The three-day plan still had its friends, however, and it remained for the county superintendent to decide what plan could be used to best advantage in his county.²⁰⁰

The following reports were made by county superintendents of the State in regard to attendance at the County Summer Schools: ²⁰¹

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199. H. A. Davee, Thirteenth Biennial Report (1914).
 200. H. A. Davee, Fourteenth Biennial Report (1916). p. 13.
 201. Ibid.

TABLE VII

Attendance at County Summer Schools

Place of Meeting	Enrollment	
	1915	1916
Lewistown	176	148
Rosebud Lake	74	101
Kalispell	50	51
Plentywood	101	---
Glasgow	---	158
Sidney	---	41
Great Falls	125	105
Glendive	65	---
Total	591	604

Results of the summer school work could gradually be seen in a larger number of advanced credits among the rural teachers. However, the percentage of normal and college graduates decreased slightly from 1914 to 1916. In 1916, the total number of teachers was reported as 4731 of which 1215 were normal graduates and 647 were college graduates, whereas in 1914 the total number was 3778 of which 1002 were normal graduates and 591 were college graduates. The numbers here given indicate that 25 per cent of the teachers were normal graduates in 1916, whereas 26 per cent of the teachers had

been normal graduates in 1914. College and university graduates had made up 13 per cent of the total number of teachers in 1916, whereas in 1914 they had been 15 per cent of the total. The number of teachers had increased 20 per cent in the two years. The decrease of one per cent in the number of normal graduates and of two per cent in the number of college graduates was not encouraging.

VI. The Laws in Operation.

In the offing there were whispers of possible improvements again which were voiced by recommendations of the Montana State Teachers' Association, meeting at Great Falls in 1916, and at Missoula in 1917.

A legislative program endorsed by this Association involved the principles that a law should require teachers to have four years of academic training beyond the schools in which they were teaching, supplemented by at least one year of professional preparation. A revision of the certificate laws providing for a state board to issue all teachers' certificates was advised. Normal courses were suggested in accredited four year high schools. It was thought that the pupils taking these courses should receive certificates of recognition by the State Department of Education.²⁰²

202. Ibid., p. 12.

A committee on Certificates and Permits at Dillon, Montana, reporting to the county superintendents of the State, who were meeting there, recommended a state examining board to take the place of the county examining boards; examinations for teachers' certificates not to be taken piece-meal; certificates raised to a higher grade certificate in any county, no matter where the original one was issued; and a permit not issued to an applicant after failure in examination unless some person known to be competent of judging could testify to the applicant's experience and special aptness for teaching.²⁰³

VII. National Conference for Training of Rural Teachers.

The latter recommendations seemed to show greater solicitude than formerly had been shown for the qualifications of the teacher of meagre training. As an indication of the existence of this same attitude outside Montana the National Conference for the Training of Rural Teachers had been called by the United States Commissioner of Education, and held November 15, 16, 17, 1915 at Peabody College for Teachers, Nashville, Tennessee. The recommendations following were worthy of note because they well expressed the needs of Montana's common school system.

²⁰³. Intermountain Educator, April, 1916, p. 31. "School News"

Persistent efforts should be made to induce educational institutions to undertake seriously to train teachers and leaders in rural progress.

Laws providing for minimum requirements in professional training for rural teachers must be made. They should be gradually increased as circumstances permit.

One year of strictly professional training aside from academic training should be required for all such teachers.

State Departments and boards of education should devise ways and means of promoting professional growth while teachers are in service. This may be done through teachers' meetings, reading circles, lecturers, and an increased amount of efficient inspection and supervision.²⁰⁴

The problems that once seemed solved had been solved for the time-being only. New and unexpected forces had modified the course of events in Montana. The forces to be contended with were: 1. The rural school problem which was met by better institute facilities, and by decreasing the number of low grade certificates; 2. The problem of increasing the number of teachers which was met by greater recognition of diplomas from institutions within and without the state, by special certificates, and by summer schools.

Both the attempts to standardize certificates throughout

204. Ibid., p. 6.

the United States and the recommendations of the National Conference for the Training of Rural Teachers indicated that the problems belonging to Montana were common to many States of the Union.

CHAPTER VI
DESIRABLE REORGANIZATIONS IN CERTIFICATION
1917 - 1928

I. Competent Leadership for Rural Teacher Crisis

The codification of the Montana school laws in 1913 really showed no very radical changes in certification requirements. The immediate results of these revised and refined laws which were explained in the preceding chapter became long-gathering causes for most of the improvements in certification laws which were enacted from 1917 to 1928.

Miss May Trumper, the new state superintendent of public instruction, was well fitted for the difficult era during which she served. She had taught in the high schools of Ohio, her native state, before coming to Montana. After having taught in Kalispell she was elected county superintendent of Flathead County in 1907 and held the position until 1915. Feeling the need of a scientific background for her educational theories, she went to Columbia University and received a degree of Bachelor of Science. That fall (1916) she was elected state superintendent.²⁰⁵

Miss Trumper's attention was directed from the very

205. Robert George Raymer, History of Montana, (1931) Volume I, p. 568.

first to the manner of certifying teachers' efficiency. She believed that the efficiency of Montana schools was closely related to the training of the teachers. At the time she assumed office, in 1917, the legislature passed an act to provide normal training courses in high schools:

Any accredited high school in the State, approved as hereinafter provided, may establish normal training courses for rural school teachers,.... The State Superintendent of Public Instruction shall outline the work followed in normal training courses, to include during the eleventh and twelfth grades, not less than nine weeks of review in each of the common branches, including reading, arithmetic, grammar, geography, and not less than one-half year of general agriculture, one year of domestic science for girls, and one year of manual training for boys, and not less than one-half year in psychology and practice teaching. All instructors employed in normal training work shall be approved by the State Superintendent of Public Instruction, and instructors in domestic science, agriculture, and manual training shall have had special training in the work. The State Superintendent shall prescribe all necessary rules and regulations for normal training work. After July 1, 1920, no person shall be given a regular certificate to teach who has not had at least twelve weeks of normal training.²⁰⁶

Another act, approved in 1917, provided funds for support of the normal training departments in high schools and contained the provision that:

"The state superintendent of public instruction may authorize the issuance of teachers' second grade certificates, good for a period not exceeding two years, to pupils graduating from such normal training course in the high schools."²⁰⁷

206. Session Laws of the State of Montana (1917) Senate Bill 189. Chapter XIV, p. 134.

207. Session Laws of Montana (1917) Chapter 176, Section 4.

In this way a small amount of review, together with a small amount of professional training for rural teachers, was provided in high schools by the statutes. Two years of high school training plus twelve weeks of normal training was required after July 1, 1920. Those who complied were certified. Thus what was a problem of the rural schools was thought to be solved. "Montana was one of twenty-two states to help meet the emergency for trained rural teachers in this way."²⁰⁸

There was a great need for such courses, as will be shown. Six years after the legislature authorized the establishment of normal training departments in high schools, it was declared that high school graduates with twelve weeks of normal training constituted the largest group of Montana's elementary teachers. The course enabled many young teachers who found it impossible to attend teachers' colleges immediately after graduation from high school to equip themselves with some preparation for the business of teaching. Seven high schools of Montana gave normal training courses in 1917-1918. In 1921-1922, twenty-three high schools gave such courses.

But "from the point of view of professional training, the

²⁰⁸. May Trumper, Biennial Report of the State Superintendent of Public Instruction (1918).

work offered was only a slight beginning. In 1928, only sixteen high schools offered the work. The acute teacher shortage was then over. It was easier to secure fully trained teachers than formerly",²⁰⁹ because academic requirements for the minimum certification had been raised. It was impossible to issue the second grade certificate provided for graduates of the course after 1929,²¹⁰ on account of the newer certification statute of 1923. (see page 159) The departments that had been intended only as stepping-stones disappeared, for there was little demand for their courses. Practically all high schools had discontinued the normal training courses after 1930-1931.²¹¹ 1313 graduates qualified as teachers under the provisions of this act, from 1917-1930.²¹²

The legislature of 1917 also accepted the "Terms and Provisions of the Federal Act giving Aid to the Several States for Vocational Education" and authorized "the State Board of Education to establish Vocational Education in the Public Schools of the State." This board was to have authority to adopt rules and regulations governing such vocational courses including the right to fix the qualifications of instructors and the courses

209. May Trumper, Biennial Report of the State Superintendent of Public Instruction (1918, 1920, 1922, 1924, 1926, 1928).

210. Session Laws (1917), Chapter 176, p. 136.

211. Elizabeth Ireland, Twenty-first Biennial Report (1930), p. 47

212. Ireland, op. cit.

of study to be followed in such schools.²¹³

In these two acts of 1917, it is clear that the rural districts were protected to some extent, but efforts of the state superintendent, the state board of education, the legislature, and other interested groups did not waver.

II. Devices to Increase Professional Training of Teachers.

In addition to the rural emergency which was partly met in 1918, by the establishment of normal training courses, and vocational courses, another existed. In almost every county of the State, the problem of furnishing a sufficient number of teachers was serious. In November, 1918, there were one hundred and sixty-five schools without teachers. With all positions filled, 1800 new teachers were needed annually. That year the State Normal College, at Dillon, had sixty graduates. Montana, with one normal college, was far behind most of the states in facilities provided. Massachusetts, New York, Michigan, Wisconsin, and California all had normal schools situated in locations that paralleled the conditions of population. At least one more normal in another part of Montana was needed,²¹⁴ since the majority of students who attend normal schools return to their home towns or counties to teach, and Dillon was proving no exception to the rule. It was reasonable to suppose that other normal schools

²¹³. Session Laws, op. cit., Chapter 102, p. 94.

²¹⁴. Trumper, op. cit., (1918), p. 26.

placed in widely-separated localities of the state would help the situation. Not until 1925, however, did the Nineteenth Legislative Assembly authorize the State Board of Education to provide for selecting a site for the Eastern Montana Normal School. A commission was appointed in 1926, consisting of members from outside the state. These men after looking over a situation in which ten cities were contending for a school, finally selected Billings.²¹⁵ As a result, the second normal school in Montana opened its doors to students in 1927. Two years later the Northern Montana College opened at Havre, and thus became the sixth unit of the University of Montana. This institution offered only one year of normal training as late as 1934. But it filled an existing need for increasing the number of trained teachers in the northern section of the state. It is noted that, nine years after the 1918 crisis in facilities for professional training, a large number of qualified teachers for the future was assuredly in sight.

Closely related to the scarcity of normal schools in Montana in 1918 and somewhat proportional to it, was the small amount of training which a large number of elementary teachers had. This was one reason why normal training courses in high schools had been established, in 1917 as heretofore described.

²¹⁵. Trumper, *op. cit.*, (1926), p. 78.

It was reported by forty county superintendents covering 4,100 teachers of rural, village and city schools that:

32 per cent were normal graduates;
 6 per cent were college or university graduates;
 27 per cent were partial normal or college graduates;
 17 per cent were high school graduates only;
 10 per cent had partial high school training with
 some normal training;
 6 per cent had high school training only;
 2 per cent had eighth grade education.²¹⁶

It will be noticed that 62 per cent had training less than that of the normal school or college graduate, and 35 per cent had less than high school training. In the face of these appalling figures, with insufficient normal school facilities, and with a law which provided as a requirement for certification only twelve weeks of normal training, it was discovered that the largest proportion of rural teachers had experience in teaching consisting of but two years, 39 per cent having taught less than two years. In contrast, the largest number of teachers in city and village elementary schools had taught over ten years, and only 18 per cent had taught less than three years.²¹⁷

An act to equalize the opportunity for higher education to the youth of the state had been in force after March 1, 1917. It authorized the payment of traveling fare of students attend-

²¹⁶. Trumper, op. cit., (1918).

²¹⁷. Ibid., p. 34.

ing the institutions of the University of Montana and had a secondary effect of encouraging training.

The state board of education is authorized to provide for the refund of the amount of necessary fare, less five dollars, paid by any student in regular attendance at any of the institutions of the University of Montana for traveling once each year from his place of residence in the State of Montana, by the most direct route of travel, to said institution and return.²¹⁸

Here we may notice an inducement for teachers to attend summer sessions at normal college or university. But a sufficient number were not taking advantage of it.

III. Certification Laws of 1919.

To seek a remedy for this alarming situation, one had only to look about. Forty-four years ago, the laws of California, not to mention those of other states, had provided for a State Board of Educational Examiners. (see Chapter II, page 30) The effort, made more recently by the North Central and West Central States, whose representatives met at Salt Lake City in 1910, to standardize state and life certificates, had not borne sufficient fruit in Montana. It will be remembered that credits secured by examination by state authorities only, were to be recognized in other states. (see page 96) Certificates issued by county boards of educational examiners

²¹⁸. School Laws of Montana (1917), Chapter 123.

were not recognized outside of Montana. Many teachers could not qualify for positions in neighboring states because of low requirements here. Forty-three groups of county examiners were passing on qualifications of teachers, as revealed by professional, first, and second grade certificates. Miss Trumper, in 1918, pronounced Montana's system of certification antiquated.²¹⁹

Conditions, warranted a change of the examining bodies from the counties to a state board, which resulted in laws as indicated below:

There is hereby created a state board of educational examiners, whose duty it shall be, subject to the regulations of the state board of education, to provide rules for the issuance of all teachers' certificates, prepare questions for teachers' examinations and oversee the marking and grading of papers, both county and state.

This board of educational examiners shall be composed of the superintendent of public instruction, who shall be ex-officio chairman of the board, one member from the faculty of one of the component institutions of the University of Montana, one county superintendent of schools, one high school principal, and one district superintendent, all four to be elected by the state board of education upon nomination of the superintendent of public instruction at the June meeting of the board.

All appointments shall be for two years except two of the first appointments, which two shall be for one year. All vacancies shall be filled for the unexpired term. The members shall serve without pay except for necessary expenses, and any bills incurred by them must be paid out of the moneys received as fees for certificates.

²¹⁹. Trumper, op. cit., p. 32.

All fees for certificates shall be deposited with the state treasurer and kept in a fund to be known as the state teachers' certificate fund, and no claims shall be paid from this fund except upon warrants drawn by the state auditor upon claims approved by the state board of examiners and the state superintendent of public instruction.

The county board of educational examiners shall hold public examinations of all persons over eighteen years of age offering themselves as candidates for teachers of public schools, at the county seat, on the first Thursday and Friday of June and December of each year, and, when necessary, such examinations may be continued on the following day, at which time the board shall examine such candidates by a series of written or printed questions, according to rules prescribed by the state board of educational examiners. The questions prepared by the state board of educational examiners, when received by the county superintendent, shall not be opened or the seal thereof broken until the day of examination and then in the presence of the applicants, and the county superintendent is prohibited from furnishing or giving to any person or persons any information concerning the questions prepared by the state board of educational examiners. Upon the completion of the examination, all papers written by the several applicants, together with statements covering such points in the candidates' preparation and experience as the state board of educational examiners may require and personal information or recommendations by the county board of educational examiners, shall be forwarded at once to the state board of educational examiners for grading.

If the attendance upon any examination of teachers at the county seat shall work a great hardship to any teacher in the county, the county superintendent, upon the approval of the state superintendent, may provide for such teachers to take the examination at some convenient place, and the county superintendent may appoint some suitable person to conduct such examination, under the rules

and regulations prescribed by the state board of educational examiners.

If the percentage of correct answers is not less than 70% in any one branch with a general average of 80%, and if other evidence disclosed by the examination, including particularly the state's knowledge and information of the candidate's scholarship and successful experience, indicates that the applicant is a person of good moral character and possesses ability to manage and fitness to teach in the public schools of the state the various branches required by law, said state board shall grant to such applicant a certificate of qualification.²²⁰

In this way the state board of educational examiners was to take over the duties which the county boards had had, in respect to marking teachers' examination papers, and was also to prepare the questions for them, a duty which had previously belonged to the state superintendent of public instruction.

The membership and the qualifications of the members of the county board of educational examiners remained the same in the laws of 1919 as it had been in the laws of 1907 and of 1913. Their duties, however, were somewhat diminished, as shown:

The duties of these two examiners shall be to act jointly and equally with the county superintendent in the matter of conducting the examination of teachers when requested to do so, by the county superintendent.²²¹

²²⁰ School Laws of the State of Montana (1919), Chapter IX, pp. 88, 89, 90.

²²¹ School Laws of the State of Montana (1919), p. 90 section 903.

As to granting certificates, to which applicants were entitled after fulfilling the requirements, a few changes were made, for we find:

No person shall be accounted a qualified teacher within the meaning of the school law who has not first secured from the state board of educational examiners a certificate setting forth his qualifications; or who has not secured a temporary certificate from the state board of educational examiners; or who has not a certificate endorsed by the county superintendent of schools; or who has not a state certificate or a life certificate issued by the state board of educational examiners; or who has not a temporary state certificate issued by the state superintendent; or who does not hold a certificate from the State Normal College; or who has not a university certificate of qualification to teach. Upon the request of any board of school district trustees, or its representatives, or any county superintendent of schools, the state board of educational examiners may grant, without examination, a special certificate, valid only in the district requesting the same, in music, drawing, elocution, physical culture, penmanship, manual training, domestic science, agriculture, commercial and kindred subjects, first three-year primary and kindergarten grades to any teacher who presents satisfactory evidence of special proficiency for teaching the above subjects, as shown by any certificate and credentials held by such teacher; provided that such special certificate shall be valid for only one year, and on the payment of one dollar into the state teachers' certificate fund, shall entitle the holder to teach only such special subjects as are stated in said certificate; provided that if the applicant continues teaching in the same district more than one year, upon the renewed application to the state board of educational examiners and upon the payment of a fee of three dollars into the state teachers' certificate fund, said special certificate may become valid during the term of service in the same district, and provided that all certificates before they shall be valid in any county must be registered in the office of the county superintendent within ten days after the term of service of any teacher begins; and not more than ten days' salary shall be paid any teacher for services rendered previous to the registration of such

certificate.²²²

This law conformed to the requirements made necessary by the new statutes providing for a state board of educational examiners. A temporary certificate, which formerly had been issued by the county board of educational examiners or by the county superintendent, was secured from the state board of educational examiners after 1919. The fee for a special certificate was paid into the state teachers certificate fund. Prior to 1919 fees had been paid into the county institute fund. Special certificates were valid for one year, but after 1919 an applicant who continued teaching in the same district more than one year, renewed his certificate for his term of service in the district whatever it might be, by paying three dollars into the state teachers certificate fund.

Apparently there were occasions when the state board of educational examiners did not grant all certificates; for one might secure a temporary state certificate from the state superintendent. The conditions under which this temporary state certificate was granted were similar to those stated in the statutes of 1913 (see Chapter V, page 115), except that it was valid for one year, and not merely until the next meeting of the state board of education.²²³

222. School Laws of the State of Montana (1919), Chapter VIII, p. 83.

223. School Laws of the State of Montana (1919), Chapter II, p. 33.

The county superintendent also, might make application to the state board of educational examiners for permission to issue a temporary certificate, which was valid until the next regular examination, to a person holding a certificate and showing fitness for the profession of teaching. No person was entitled to receive the temporary certificate more than once.²²⁴

These last measures both seemed to be responses to recommendations made by groups or individuals. The wisdom of them was no doubt evident at the time they were originally passed. As inserted in the new laws of 1919 they seemed to complicate the matter of issuing certificates. There were then three recognized authorities, state institutions, the state superintendent of public instruction, and the state board of educational examiners, who had the right to issue certificates.

The certificates which had formerly been known as county certificates, because of their being granted by the county superintendent and later by the county board of educational examiners, had few changes in requirements. In fact, the second grade certificate had none, except that it was valid for twenty-four months instead of eighteen (see Chapter V, page 96.) A first grade certificate, in addition to the branches required for a second grade certificate (see previous reference) involved an examination in American Liter-

224. Ibid., Chapter III, p. 35.

ature, physical geography, elementary psychology and school management, and other branches if prescribed by the state board of education. The professional certificate required the applicant, in addition to the branches for the first grade certificate, to pass a successful examination in Montana school law, educational psychology, principles of education, or other branches which the board of education might prescribe. Temporary certificates and permits were issued under the same conditions and carried with them the same rights as since 1913, except that the state board of educational examiners issued them after 1919. Certificates which the state board of educational examiners had issued were revoked by them for the same reasons as had been set forth in former statutes since 1895 (see Chapter IV, page 74, and Chapter V, page 115), namely, incompetency, immorality, intemperance, physical inability, crime against the law and refusal to perform duty or neglect of the business of school.²²⁵

A professional or first grade certificate was renewed by the state board of educational examiners under the conditions given in the previous law (see Chapter V, page 110) with a new stipulation "that the state board may require evidence of the accomplishment of a minimum amount of reading circle

²²⁵. School Laws of the State of Montana (1919), Chapter IX, page 93, section 905.

work as a requisite for the renewal of a certificate. 225A.

This was the first year the reading circle

225A. School Laws of the State of Montana (1919), Chapter IX,
p. 93, section 906.

work was recognized in the statutes, though it had been customary to carry it on systematically since 1891.

A higher grade certificate was secured from the state board of educational examiners when an applicant met the same conditions as set down in the 1913 laws (see Chapter V, page 109).

Another measure which probably was intended to encourage additional training among teachers was:

Any applicant for any grade of certificate who has completed at any of the state institutions of the University of Montana, any branch for such certificate, shall upon filing with the state board of educational examiners a statement from the president of said institution to that effect, have such grade credited without examination on such certificate. 226

A 1913 law, similar to this one, had provided that normal school credits only be acknowledged.

The laws of 1913 pertaining to institutes and summer schools, not being repealed in 1919, remained in force as they were, as did most of the laws pertaining to state and life certificates. The latter did not stipulate the change made in boards to issue them, which left the state board of education responsible for these. With this, the fourth complication arose in issuing certificates.

New sections of the 1919 statutes pertaining to state and

226. Ibid., Chapter IX, p. 94, section 908.

life certificates looked to the interests of the normal, college, or university graduates both within and without the state, and to the interests of the State itself, more thoroughly than was done by the laws of 1913:

A diploma of the Montana State Normal College or of any normal school that may hereafter be established under the control of the state board of education, or a University of Montana certificate of qualification to teach, when accompanied by a diploma either of the Montana State University or of the Montana State College of Agriculture and Mechanic Arts, shall constitute a state certificate good for six years after date; provided, that the rules of the faculties of the State University and of the State College of Agriculture and Mechanic Arts for the issuance of the University of Montana certificate of qualification to teach, as approved by the Chancellor of the University of Montana, shall be submitted to the state board of education for its sanction.²²⁷

The Greater University of Montana had been provided for by the statutes in 1913. It consisted of the institutions named in the preceding paragraph. A Chancellor had been authorized to be placed in charge.²²⁸ It is interesting to note here that the rules made by the faculties of the University of Montana institutions were to be approved by the Chancellor. Here the fifth influence in issuing certificates came into existence. However, the intent was undoubtedly good.

Further legislation in the direction of higher standards

²²⁷. School Laws of the State of Montana (1919), Chapter I,
p. 25, section 108 (2).

²²⁸. Ibid., Chapter 92, Session Laws (1913) as quoted on p. 19,
Laws of 1919.

for teachers was enacted as follows:

A state certificate may be issued by the state board of education to a graduate of any other college or normal school within or without the state in accordance with regulations established by said board; provided, that such regulations shall not authorize the issuance of a state certificate to a graduate of any institution whose requirements for graduation are not substantially the full equivalent of those of the corresponding institution of the University of Montana.²²⁹

Graduates of institutions whose requirements for graduation were not fully equivalent to those of a similar institution of the University of Montana were not to receive state certificates on the same terms as graduates of Montana institutions.

A state certificate might be obtained by examination, in accordance with the following enactment:

A state certificate may be issued by the state board of education to any person of good moral character who has held for one year and still holds a Montana professional certificate in full force and effect, when such person has passed a satisfactory examination, under the direction of the state board of education, in English Literature, history of education, and general history, and has furnished satisfactory evidence of having taught successfully for thirty-five months.²³⁰

In addition to this, a state certificate might also be obtained by endorsement as follows:

²²⁹. School Laws of the State of Montana (1919), Chapter I, section 108 (3), p. 25.

²³⁰ Ibid., Chapter I, section 108, (1,a), p. 24.

A state certificate may be issued in accordance with regulations established by the state board of education to the holder of a state certificate issued by another state; provided, that such regulations shall not authorize the issuance of a state certificate to any person whose character, professional qualifications and experience are not at least substantially equivalent to those prescribed by this act for the issuance of a state certificate by examination.²³¹

Regulations for state certificates by indorsement, made by the state board of education, in addition to the law, were two in number:

(a) Teachers with successful experience of at least thirty-five months, who have obtained from the State Department of Education in some other state, wholly by means of an examination conducted by such state department and not from credits received at any institution, certificates entitling them to teach in every grade of all public schools of that state, without any exception whatever, for a period of at least five years, may obtain state certificates in Montana without further examination, if the examinations were fully equivalent to those required for Montana state certificates; that is in the eighteen subjects mentioned under county certificates, and the three additional subjects mentioned under state certificates.

(b) A state certificate may be issued without examination to graduates of four year courses of standard colleges or universities who have had at least eleven semester hours of work in education, and who have taught successfully eighteen months, at least nine months of which have been after graduation.

A state certificate was obtained without examination by graduates of advanced normal courses in institutions whose diplomas entitled the holders to teach without examination in all

²³¹. School Laws of the State of Montana (1919), Chapter I, section 108 (1, b), p. 25.

public schools of the state in which they were located, who had taught successfully for eighteen months at least nine months of which had been after graduation. No course was considered advanced, whatever its name, unless it normally required for completion at least two years beyond a fully accredited four-year high school course.²³²

The same type of certificate was secured through renewal:

Any unexpired state certificate issued by the Montana state board of education may be renewed by the said board for a period of six years from the date of renewal, provided the holder has taught successfully for twenty-seven months during the life of such certificate, and provided further, that the state board of education may require evidence of the accomplishment of a minimum amount of reading circle work as a requisite for the renewal of a certificate.²³³

An applicant might secure a life certificate by endorsement or by examination:

A life certificate may be issued in accordance with regulations established by the state board of education to the holder of a life certificate issued by another state; provided, that such regulations shall not authorize the issuance of a life certificate to any person whose character, professional qualifications and experience are not at least substantially equivalent to those prescribed by this act for the issuance of a life certificate by examination.²³⁴

For the life certificate by examination referred to, an

232. Circular of Information Pertaining to Teachers' Certificates. Published by the State Superintendent of Public Instruction (1919)

233. School Laws, op. cit.

234. School Laws of the State of Montana (1919), Chapter I, section 108 (2,b), p. 26.

applicant was required to pass satisfactory examinations and tests under supervision and upon such additional subjects as might be prescribed by the state board of education. He was also required to furnish satisfactory evidence of having taught successfully for seventy months.²³⁵

The one who held a degree from a Montana higher institution or from an institution outside of the state might obtain a life certificate, when he had taught for twenty-seven months, thus having an advantage of shorter experience but greater training, than one receiving it by examination. The enactments authorizing this were:

Any person holding a degree from the State University or from the Montana State College of Agriculture and Mechanic Arts, and any graduate of a course at the Montana State Normal College or at any normal school that may hereafter be established under the control of the state board of education, extending two years beyond the secondary school, shall be entitled to a life certificate on presenting to the state board of education satisfactory evidence of having taught successfully in the public schools of the state for twenty-seven months after graduation; and any graduate of the Montana State Normal College or of any normal school that may hereafter be established under the control of the state board of education with the degree of Bachelor of Pedagogy, shall be entitled to a life certificate on presenting to the state board of education satisfactory evidence of having taught successfully in the public schools of the state for eighteen months after

²³⁵. Ibid., section 108, (2,a), p. 26.

graduation.²³⁶

A life certificate may be issued by the State Board of Education to a graduate of any other college or normal school within or without the state in accordance with regulations established by the State Board of Education; provided, that such regulations shall not authorize the issuance of a life certificate to a graduate of any institution whose requirements for graduation are not substantially the full equivalent of those of the corresponding institution of the University of Montana; and provided further, that such regulations shall not authorize the issuance of a life certificate to any person who does not present satisfactory evidence of having taught successfully for at least as long a time after graduation as is required by law for the issuance of life certificates to graduates of the several institutions of the University of Montana.²³⁷

The substance of the latter laws is similar to that of the 1913 statutes but, though the statutes stated that examination questions were to be prepared by the State Board of Educational Examiners, among the duties of the State Superintendent is found:

He shall with the approval of the State Board of Educational Examiners prepare all questions to be used in the examination of applicants for teachers' certificates, and prescribe the rules and regulations for conducting all such examinations.²³⁸

The State Superintendent, it will be recalled, was an ex-officio

236. School Laws of the State of Montana (1919), Chapter I, section 2 (2), p. 26.
 237. Ibid., Section 108, 2 (3), p. 26.
 238. Ibid., Section 202, 11, p. 32.

member of this board.

In addition to the many individuals and groups which the laws of 1919 enabled to issue the various certificates of the time, other incongruities were noticeable. Among them, overlapping and indefiniteness existed in respect to just what duties belonged to the state board of education and what, to the state board of educational examiners, in issuing certificates. Obviously the new laws were made to conform to the new statutory provision for the state board of educational examiners in the only manner which was possible before they had been in operation. It would not be unusual if they failed to articulate. A method of "trial and error" was possible, in which inconsistencies would be clarified.

No less than two different bodies were charged with revoking and suspending certificates, as illustrated herein:

Any state or life certificate may be revoked by the state board of education for incompetency or immoral conduct on the part of the holder thereof, or for any cause that would have required the state board of education to refuse to grant it, if known at the time the certificate was granted; but before any such revocation, the holder shall be served by the secretary of the state board of education with a written statement of the charges against him, and

shall have an opportunity for defense before the state board of education.²³⁹

Similarly, the state board of educational examiners revoked certificates which it had issued, as stipulated earlier in the chapter (see page 118). This body also suspended teachers' certificates; viz,

Should any teachers employed by the Board of School Trustees for a specified time, leave the school before the expiration of such time, without the consent of the trustees in writing, said teacher shall be guilty of unprofessional conduct, and the state board of educational examiners may, upon receiving notice of such fact, suspend the certificate of such teacher for the period of six months, if said teacher is the holder of a second grade, first grade, or professional certificate. Should such teacher be the holder of a state or life certificate the county superintendent shall report the delinquency of the teacher to the state board of educational examiners, who may suspend said certificate for the period of one year.²⁴⁰

Likeness to a law of 1913, already quoted, will be noted in the following:

Any person now holding a professional, a first grade or a second grade certificate, shall be permitted to teach thereunder during the life of such certificate; and any person now holding a professional or first grade certificate may have the same renewed by the state board of educational examiners upon the proper fee being paid into the state teachers' certificate fund as provided for in the case of examination; provided, that there shall be no limit to the possible number of such renewals. No such certificate shall be renewed unless the applicant has taught at least twelve months during the life of such certificate. Whenever application is made by any person now

239. School Laws of the State of Montana (1919), Chapter I, Section 108 (4), p. 27.

240. School Laws of the State of Montana (1919), Chapter VIII, Section 806, p. 87.

holding an unexpired first grade or second grade Montana certificate for examination for any higher grade certificate provided for in this act, and it shall be made to appear to the state board of educational examiners that such applicant has been engaged in teaching in any of the public schools of the state for a period of a year or more, said applicant shall be entitled to be credited with the percentage on his last examination for said first or second grade certificate, as the case may be, and shall not be required to be examined in any studies except the additional ones prescribed for such certificates and such other studies as the applicant may not have secured the required percentage on previous examination; provided, that to excuse any person now holding a certificate from taking the examination upon any branch of any grade, he or she must have secured upon such branch, at his or her last previous examination at least eighty per cent.²⁴¹

Naturally, the state board of educational examiners, after 1919, renewed professional and first grade certificates whereas from 1913 to 1919, the county superintendent did so. As in a former 1919 law, the fee for renewal was paid into the state teachers' certificate fund. Twelve months' teaching during the life of the certificate was required for renewal whereas in 1913, ten months' was required. A third grade certificate was not mentioned in this law of 1919, for it was no longer issued.

Certification of principals and of high school teachers was not sufficient unless the applicant held a professional county certificate, or a Montana state or life certificate, or

²⁴¹. School Laws of the State of Montana (1919), Chapter IX, Section 909, p. 94.

was a graduate of some reputable university, college, or normal school recognized by the state board of education.²⁴² This law was identical with the one that had been in force since 1913.

IV. Demands for Higher Standards Partially Met.

The evidence in the preceding laws that higher standards for teachers were in demand was strong. Like the laws of 1913, they presented answers to suggestions, recommendations, and resolutions of educational groups and associations, as well as of those indirectly interested in the welfare of the schools. As has been mentioned, there was an opportunity given in them for better training for rural teachers, both in high school normal courses and in summer schools to which part-railroad fare was paid from remote places in the state. State and life certificates in Montana were made the equivalent of those of other states, so that less favoritism was shown, both within and without the state. By placing examining for the lower grades of certificates in the hands of the state board of educational examiners, a condition of standardization was inaugurated for those teachers of less training.

In June, 1919, the first teachers' examination was held as provided by the new law, under the direction of the state board of educational examiners. The members exercised great

²⁴². *Ibid.*, Chapter IX, Section 910, p. 95.

care in the supervision of grading the papers and in issuing certificates. Because a new system was being put into operation, leniency was shown wherever it was feasible, if it did not operate to the injury of the pupils. Careful investigations were made of all persons applying. Permits were issued to 1,119 persons to teach until the next teachers' examination, in 1919. Those who did not pass were obliged to stop teaching. During 1920, permits were issued to 1,433 persons. In June and December of 1919, there were 270, and 202 failures, respectively. In June, 1920, there were 308. The total number of those taking examinations was as follows: June, 1919, 869; December, 1919, 1,671; June, 1920, 1,103. The state board of education granted in 1919, 541 state certificates; in 1920, 620 state certificates. They also issued 102 life certificates in 1919, and 106 in 1920.²⁴³ These certificates were thereafter issued by the state board of educational examiners.

At about this time (1919) Dr. Leonard P. Ayers, director of the Russel Sage Foundation, made a study of state school systems. He applied to problems of education, some of the methods that had long been used in the field of economics. The result was an index number for state school systems. Ten different measures of public school accomplishment were rated. The figures made it possible for each state to compare its

²⁴³. May Trumper, Sixteenth Biennial Report of the State Superintendent of Public Instruction (1920), p. 56.

own conditions with those of the neighboring states, and its present status with that which existed in the past. During the twenty-eight years from 1890 to 1918, Montana moved from eighth place among the states to first, in the ten measures included.²⁴⁴ Though the state gained in some factors, it lost in others. The items which made up the report did not include low educational requirements for teachers, facilities for training teachers, and lack of supervision for rural teachers. "If such important factors had been taken into consideration, Montana's rank would have been so low that old friends of education in the state would have been humiliated."²⁴⁵ Although the standard had been raised in 1919, so that the statutes required two years of high school training and twelve weeks of normal training for rural teachers after July 1, 1920, nevertheless this was not sufficient.

It was again evident that what was a satisfactory standard of qualification at one time must soon be modified to conform to new situations arising. Teacher shortage, a result of the World War, primarily, had caused home-steaders and others who were teaching years before to return to the schoolroom. Many had brought into the classroom old methods of instruction and

244. Tom Stout, Montana (1921) Volume I, Chapter XXIII, p. 503.
245. Trumper, *op. cit.*, p. 8.

useless teaching materials which did not belong in a modern school.²⁴⁶ Among both elementary and high school teachers were found a large number who had had no professional training within many years. One hundred and thirty-five elementary teachers and seventeen high school teachers were without training in fifteen years, and many more of both groups had had no training in ten years. With summer sessions available this condition was described as slowly improving by 1924.²⁴⁷

As long ago as 1919, the institutions of the University of Montana were advertising that a new epoch was beginning in summer session work of the state. Director J. H. Holst of the College of Agriculture and Mechanic Arts announced that at Bozeman, Montana, new demands in education would be met, especially as they related to the rural schools. Instruction in methods and the demonstration of methods were to dominate the work of the summer session. These were not to be taught in subjective way but as they applied to particular subjects. An ungraded practice school under the direction of prominent leaders in teachers' training was to vitalize the instruction.²⁴⁸

Evidences of corresponding changes were exhibited in

-
246. Tom Stout, op. cit. p. 509.
 247. May Trumper, Nineteenth Biennial Report (1924), p. 50.
 248. "Summer Sessions at Bozeman", Inter-Mountain Educator, April, 1919, p. 45.

various other schemes. Evolution in teachers' institutes had continued to a point where only a few counties were holding them according to the two-to-five-day plan. A one-day group meeting seemed to bring better results, for by intensive work in one or two subjects the teachers gained a few specific skills, rather than inspirational general information. There was also less expense incurred by the teacher.²⁴⁹

Reading circle work was recognized in the laws of 1919, as was indicated previously. Thereafter, more definite requirements in reading were made. The work which had started as voluntary training and was later sanctioned by the Montana State Teachers' Association became in part annexed to the duties of the county superintendent to oversee, since before a teacher received a renewed certificate, she must pass a written examination on a reading circle book, the questions of which were prepared by her county superintendent.²⁵⁰ An alternative was to present a written review of it of from five hundred to one thousand words. The reading of one book a year was then required during the life of the certificate.²⁵¹

V. Articulation in Certification

It will be recalled that neighboring states did not accept credentials of Montana teachers, and that in the laws of 1919, effort was made to correct this condition. In 1922,

²⁴⁹. Trumper, op. cit., p. 59.

²⁵⁰. "Montana State Reading Circle", in Inter-Mountain Educator, April, 1919.

²⁵¹. State of Montana Teachers' Reading Circle (Circular), 1919, State Department of Public Instruction.

an agreement, approved by the Inland Empire Teachers' Association, was finally made, between the states of Idaho, Montana, Oregon, and Washington, upon principles of certification and types of certificates for purposes of articulation. It involved the following principles as set down by the committee:

1. All certificates recommended herein shall be granted or endorsed by state authority in the respective states. ...Examinations for state and limited certificates shall be held under regulations established by the state authority. Questions shall be formulated, the papers graded, and the certificates issued, solely by state authority.

2. Each state may determine for itself what shall constitute the state authority, but certificates shall not be granted by counties or smaller units than the state....

3. Each state may exercise its own discretion in the matter of granting special certificates and permits, but it is not at this time deemed feasible to attempt articulation between the states in such types of certificates.

4. If either or any of the states shall see fit, in passing through the transition period toward the standards recommended herein for the types of standard and limited certificates, to issue other certificates with lower standards than herein prescribed, the other states shall be in no manner bound to recognize them, in the plan of articulation.

5. All subjects in which candidates are examined for standard and limited certificates shall be fixed by regulation of the state authority, not written into the law.

6. The terminology of certificates, for which articulation is planned, shall be identical in the respective states; all essential features there of shall be identical....

7. Certificates recognized in articulation shall be endorsed by the state authority before validity is recognized in other states than the one in which they were originally issued....²⁵²

This was a step with which Montana more closely allied itself now than at any former time, possibly because the chairman of the committee was also a member of the state board of educational examiners in Montana. But the Montana Education Association, which the Montana State Teachers' Association became in November, 1922, cooperated to the fullest extent as did the legislature later.

At the Helena meeting this organization voted on and accepted the principles of certification and types of certification agreed upon by the four Northwestern states.²⁵³

The Montana Education Association then formulated a list of recommendations which acted as the connecting link between the school laws of Montana as they existed in 1922 and the new principles recently accepted. These were adopted as follows:

1. The minimum prerequisite academic and professional preparation for the initial issuance of any certificate shall be:

(a) After September 1, 1924, graduation from a four-year high school or its equivalent and twelve quarter credits of professional training in addition.

252. Freeman Daughters, "Report of Committee on Certification in Inland Empire Teachers' Association", in Inter-Mountain Educator, April, 1922, p. 344.

253. "The Montana Education Association", Inter-Mountain Educator, December, 1922, p. 119.

(b) After September 1, 1926, graduation from a four-year high school or its equivalent and twenty-four quarter credits of approved academic and professional preparation in addition.

(c) After September 1, 1929, graduation from a four-year high school or its equivalent and forty-eight quarter credits of approved academic and professional preparation in addition.

2. The initial issuance of professional certificate shall be discontinued after January 1, 1924, and the duration of the first grade certificate shall be extended to four years after that date.

3. Beginning January 1, 1924, the subjects required for the first and second grade of certificate shall remain as before, with these changes: The second grade certificate shall have added to the present subjects, school management and American Literature. Physical geography and general psychology shall no longer be required for the first grade certificate, but educational psychology, economics, school law, and principles of education shall be added.

4. No changes shall be retroactive, nor shall they affect the validity, jurisdiction, duration, or terms of renewability of a certificate already issued, and in effect at the time the changes are made.²⁵⁴

In harmony with the action taken by the Association, the legislative committee of that body met in Helena in December, 1922, and planned the program to be undertaken before the legislature. The certification of teachers was left in the hands of the state board of educational examiners. It

254. "The Montana Education Association," Inter-Mountain Educator, December, 1922, Part II, p. 149.

was thought that this board was more efficient than any other body. The legislative committee further carried out the wishes of the Montana Education Association by including a plan to change the dates of examinations so as to make unnecessary the issuance of so many permits to teach, preceding examinations.²⁵⁵

VI. Certification Laws of 1923

It has been noted that the legislature co-operated with the Montana Education Association in the desire to set in motion a school law which was consistently workable. The new laws were approved March 8, 1923. In April, 1923, the chairman of the committee, which was authorized to formulate the principles of certification and types of certificates for articulation between the Northwestern states wrote:

"We feel that the new law will have a marked effect upon the improvement of the Montana schools.... The new measure had to continue a number of the old types of certificates... The minimum academic and professional standards for the older types of certificates move up steadily over a period of five years until one year of training beyond high school graduation is required."²⁵⁶

This is clear from the content of the following 1923 statutes:

255. "The Montana Education Association," Inter-Mountain Educator, January, 1923, p. 177.

256. Freeman Daughters, "Inland Empire Teachers Association," in Inter-Mountain Educator, April, 1923, p. 263.

1092. Certificates--kinds. 1. Second grade. To secure a second grade certificate no experience is required. Applicants for this grade must present evidence of good moral character and physical health and shall pass an examination in the following branches or such additional branches as may hereafter be prescribed by the state board of educational examiners with the approval of the state board of education; reading, writing, arithmetic, spelling, grammar, geography, physiology and hygiene, United States history, civics (state and federal), agriculture, and methods of teaching. Beginning September 1, 1924, the following subjects will be added, school management and American literature, including literature for children in elementary schools. This certificate shall be valid for a period of twenty-four months and on being endorsed and registered in the office of the county superintendent, shall be valid in any county in the state.

2. First grade. To secure a first grade certificate, the applicant must present evidence of good moral character and physical health, must have had twelve months' successful experience as a teacher and must in addition to the branches required for a second grade certificate, take an examination in American literature, physical geography, elementary psychology and school management and such other branches as may be prescribed by the state board of education. Beginning September 1, 1924, physical geography, American literature, school management, and elementary psychology shall no longer be required for a first grade certificate and the following subjects shall be added: educational psychology, economics, school law and principles of education. This certificate shall be issued for a period of three years and shall be valid in any county on being endorsed and registered in the office of the county superintendent. After September 1, 1924, all first grade certificates whether newly issued

or renewed shall be valid for four years from the date of issuance.

3. Professional. To secure a professional certificate the applicant must present evidence of good moral character and physical health, must have had at least eighteen months' successful experience as a teacher, and in addition to the branches required for a first grade certificate, must pass an examination in Montana school law, educational psychology, principles of education and such other branches as may be prescribed by the state board of educational examiners with the approval of the state board of education. This certificate shall be issued for a period of four years and shall be valid in any county on being endorsed and registered in the office of the county superintendent of schools. After September 1, 1924, the initial issuance of professional certificates shall be discontinued. The provisions of this section shall not affect the renewability of certificates already in effect on September 1, 1924.²⁵⁷

A few subjects were added to the lower grades of certificates under the provisions of this new law, and some of the subjects heretofore required were dropped. After September 1, 1924, no professional certificate was newly issued. All newly issued and renewed first grade certificates had their duration extended to four years.

1094. Academic and professional preparation required as prerequisite for issuance of certificates. From and after September 1, 1924, the minimum academic and professional preparation for the issuance of any certificate listed in the foregoing sections shall be graduation from a four year accredited high school or its equivalent and twelve quarter credits of professional training as defined in regulations to be established by the state board of educational examiners. After September 1, 1926,

^{257.} School Laws of the State of Montana (1923) Chapter 86, Section 1092.

this minimum of academic preparation shall be graduation from a four year accredited high school or its equivalent and twenty-four quarter credits of approved academic and professional preparation; and from and after September 1, 1929, said minimum shall be four years of high school preparation, or its equivalent and forty-eight quarter credits of approved academic and professional preparation. This law shall not be construed to prevent the renewal of any first grade, professional or state certificate issued prior to the passage of this act.²⁵⁸

No renewal of a second grade certificate was permitted. What was far more important was that the minimum academic and professional preparation was extended so that no certificate was granted to an applicant after September 1, 1924, who did not have four years of high school training or its equivalent and twelve quarter credits of professional training. After September 1, 1926, a high school training of four years or its equivalent and twenty-four quarter credits of approved academic and professional preparation was required. Finally, after September 1, 1929, four years of high school preparation or its equivalent and forty-eight quarter credits of professional preparation was required of an applicant.

It was reported that four states of the Inland Empire had teachers with less than two years preparation beyond the four-year high school course, in accordance with the following

²⁵⁸. School Laws of the State of Montana (1923) Chapter 86, Section 1092.

per cents: Oregon, 21%; Washington, 50%; Idaho, 58%; Montana, 66%.²⁵⁹ In Montana there were 1498 elementary teachers with four years of high school training and twelve weeks of normal training, in 1924. Five teachers were found to have only eighth grade education. Eighteen had one year of high school training, these possessing certificates issued before the requirement of high school graduation.²⁶⁰

The evidence exhibited in the preceding paragraph presents the reason for the law just cited, permitting five years to elapse before one year of training beyond high school was needed as a prerequisite for issuing certificates. Requirements in academic and professional preparation had previously been very low. A sudden rise in requirements was not advisable.

Legislation to go into immediate effect was provided also:

1102. Training of teachers. 1. No discrimination against Montana trained teachers. No certificate regulation shall be made requiring higher standards for Montana trained teachers than are required of teachers coming into Montana, but who were trained elsewhere.

2. Normal training. From and after the passage of this bill no person shall be given a regular certificate to teach who has not had at least nine weeks of normal training as defined in regulations adopted by the state board of educational examiners and approved by the state board of education.

1103. Principals' and high school teachers' certificates. No person shall be employed

259. James M. Hamilton, Who Shall be Accounted Worthy to Teach? Inter-Mountain Educator, May, 1924, p. 225.

260. May Trumper, Eighteenth Biennial Report of the State Superintendent of Public Instruction (1924) p. 53.

as a principal in a high school who is not the holder of a professional certificate, or a Montana state or life certificate, or who is not the graduate of some reputable university or college or normal school recognized by the state board of educational examiners.²⁶¹

Whereas the date, September 1, 1924, was set on which the chief changes in the laws cited went into effect, the articulating types of certificates went into effect immediately. Washington and Montana were two states which had secured the enactment of certification laws of this kind as early as April, 1923. Idaho joined them within a year.²⁶²

1104. Types of certificates established for the purpose of articulating with neighboring states having similar types of certificates. 1. Certificating authority. All certificates authorized by this section shall be granted or endorsed by the state board of educational examiners in accordance with the provisions herein and regulations established in conformity herewith. Such regulations shall be formulated by the state board of educational examiners and approved by the state board of education before becoming operative.

2. Essential features. All essential features of these certificates, including academic and professional preparation, duration, jurisdiction, terms, and grades and credits (if certificates are granted wholly or in part upon the same), shall be placed upon, or attached to and made a part of, standard and limited certificates recognized in

261. Laws of 1923, Chapter 86.

262. Freeman Daughters, "Report of Committee on Certification of Teachers, Inland Empire Teachers Association," April 11, 1924, Inter-Mountain Educator, May, 1924, p. 292

articulation, or granted under the provisions of this section.

3. Examinations. Standard and limited certificates described herein may be granted upon examination to candidates who present satisfactory evidence of having the minimum academic, professional and other prerequisites therefor, as prescribed by law at the time of taking the examination. The subjects in which said candidates shall be examined shall be determined by the state board of educational examiners with the approval of the state board of education and published from time to time in the regulations governing examinations. The state board of educational examiners shall have full authority to accept in lieu of examinations in particular subjects, credit made in standard normal schools, colleges, and universities accredited by the board, provided the credits are extensive enough and the grades high enough to indicate adequate knowledge of the subject. When certificates authorized in this section are granted upon examination, the questions shall be formulated, the examinations held, the papers graded and the certificates issued, or returns made, by the state board of educational examiners, or under regulations established by said board. The examinations shall be held at the same times and places as other Montana teachers' examinations.

4. Certificates granted by recognition of credentials. When certificates authorized by this section are granted upon the basis of credentials secured either within or without the state of Montana, such credentials shall be passed upon and evaluated by the state board of educational examiners and certificates issued only in conformity with the standards prescribed herein. Such credentials may consist of teachers' certificates from other states having standards equivalent to the certificates sought in Montana, or graduation diplomas and credits from standard institutions within or without the state. Certificates of health, character, American citizenship, success and experience shall be required, and any other data which, in the judgment of the board, shall

be vital in the selection of capable teachers upon the basis of credentials presented. The state board of educational examiners shall give full credit and recognition to the diplomas and certificates meeting these standards and which are issued, or may have been issued heretofore, by the state higher educational institutions of Montana.

5. Suspension or revocation. The certificates prescribed in this section shall be subject to suspension or revocation by the authority issuing the same on the same conditions and for the same causes as any other teachers' certificates issued in Montana.

6. Kinds of certificate authorized for the purpose of articulating with neighboring states. The kinds of certificates authorized under the provisions of this section for the purpose of articulating with neighboring states, are as follows:

A. Standard certificates. (1) Standard high school certificates which shall be classified as standard two-year, five-year and life high school certificates. These certificates shall be valid in grades 7 to 12, inclusive, in the public schools of Montana. Candidates for these certificates must be graduates of a four-year accredited high school, or its equivalent, and, in addition, they must be graduates of an accredited four-year standard college or university. A minimum of 15 semester credits in education (general psychology being a prerequisite) is also required of all candidates. A course in practice teaching should be included in the credits in education.

For each type of standard high school certificate the prerequisites shall be the same except for the amount of successful teaching experience. The holder of the two-year standard high school certificate shall be eligible for the five-year high school certificate after teaching successfully for fourteen months within the state during the life of the two-year certificate. The holder of a five-year standard high school certificate shall be eligible for the life standard high school certificate after teaching twenty-eight months.

successfully within the state, fourteen of which shall have been on the five-year standard high school certificate. In all cases the state board of educational examiners shall determine whether or not the experience has been successful. Short term certificates may not be displaced by long term certificates when teaching experience has been unsuccessful. Where doubt exists the board shall use its discretion in granting or renewing certificates. Two-year and five-year standard high school certificates are renewable once in the discretion of the state board of educational examiners.

(2) Standard elementary certificates, which shall be classified as standard two-year, five-year and life elementary certificates. These certificates shall be valid in grades 1 to 9, inclusive, in the public schools in Montana. Candidates for any standard elementary certificates must be graduates of a four-year accredited high school, or its equivalent, and, in addition, must have had two years of approved academic and professional preparation in an accredited institution of higher learning. A minimum of fifteen semester credits in education or professional study should be included in the preparation.

For each type of standard elementary certificates the prerequisites shall be the same except for the amount of successful teaching experience. The holder of a two-year standard elementary certificate shall be eligible for a five-year standard elementary certificate after teaching successfully for fourteen months within the state during the life of the two-year certificate. After twenty-eight months of successful teaching experience within the state fourteen months being during the life of the five-year certificate, the holder of a five-year standard elementary certificate shall be eligible for a life elementary certificate. Standard two-year and five-year elementary certificates are renewable once in the discretion of the state board of educational examiners. The state board of educational examiners shall in all cases determine whether or not experience has been successful and shall issue, renew,

or withhold certificates according to the success or failure of the candidates.

B. Limited certificates. These certificates shall be granted upon satisfactory examination to persons meeting the minimum prerequisites stipulated in sub-sections 7 and 8 below of this section. The kinds of limited certificates authorized are:

(a) Second grade, valid in grades one to eight inclusive, of the public schools of Montana for a period of two years. No experience is required. Candidates must be graduates of a four-year accredited high school or have its equivalent, and, in addition thereto, have had twelve quarter credits of approved professional training obtained in residence at an institution of higher learning accredited by the state board of educational examiners. This certificate may be renewed once without examination, provided the holder fulfills the minimum prerequisite requirements prescribed by law and in effect at the time such renewal is made; and provided further, that the teaching experience of the candidate has been, in the judgment of the state board of educational examiners, successful.

(b) First grade, valid in grades one to eight inclusive, of the public schools of Montana for the period of five years. Candidates for this certificate must have had fourteen months of successful teaching experience. This certificate is renewable indefinitely provided the candidate meets the minimum academic and professional requirements established by law and in effect at the time each renewal is made, and by teaching successfully twenty-one months during the life of the original certificate and each renewed certificate. Successful experience shall be determined by the state board of educational examiners as in the issuance of other certificates.

7. General prerequisites established for limited certificates and for standard elementary and high school certificates. None of these types of certificates shall be granted to any person who does not meet these prerequisites:

- (a) Full citizenship.
- (b) Minimum age of eighteen years.
- (c) Satisfactory evidence of good moral character.
- (d) Certificate of good health from a reputable physician.

8. Minimum academic and professional prerequisites for the issuance of any limited certificates. The minimum academic and professional prerequisites for the issuance of any limited certificate described herein shall be as follows:

(a) After September 1, 1923, no limited certificate shall be issued to anyone who is not a graduate of a four-year accredited high school, or its equivalent, and who does not have in addition thereto, twelve quarter credit hours (eight semester hours) of approved and professional training acquired in residence at an institution of higher learning accredited by the state board of educational examiners.

(b) After September 1, 1924, candidates for limited certificates must be graduates of a four-year accredited high school or its equivalent, and in addition thereto shall have had twenty-four quarter credits of approved academic and professional preparation acquired in residence at an accredited institution of higher learning.

(c) After September 1, 1925, candidates must be graduates of a four-year accredited high school, or its equivalent, and have had in addition one year of approved academic and professional preparation in residence at an accredited institution of higher learning.

(d) After September 1, 1926, candidates must be graduates of a four-year accredited high school, or its equivalent, and have had two years of approved academic and professional preparation (at least one-half of which shall have been obtained in residence) at an accredited institution of higher learning.

9. The holder of any standard certificate shall be eligible to hold any supervisory position in third class districts; and shall be eligible for administrative and supervisory position in first and second class districts provided he shall have had the successful teaching experience prescribed in section 982 of the revised codes of Montana, 1921. (Five years in first class district; three, in second class district)

10. Fees and appeal for re-reading of papers. Applicants for standard and limited certificates described above shall pay at the time examinations are taken or credentials submitted, the fee fixed for the particular certificates sought. Fees for such certificates shall be as follows:

Second and first grade limited certificates, one dollar and three dollars respectively;

Standard elementary two-year, five-year and life, two dollars, five dollars, and ten dollars respectively;

Standard high school two-year, five-year and life, two dollars, five dollars, and ten dollars, respectively;

The fee for re-reading of papers on appeal from any examination returns shall be two dollars.

When application is made for certificate by examination, the fees shall be paid to the county superintendent at the time of taking the examination, and said fee shall be forwarded by the county superintendent to the state department of public instruction to be deposited with the state treasurer in the state certificate fund. When a certificate is sought upon presentation of credentials in lieu of

examination, the fee shall be paid directly to the state superintendent and the same deposited with the state treasurer in the state teachers' certificate fund. Fees for re-reading papers shall be placed in the same fund. No refunds will be made to those who fail to pass examinations, or who are lacking in the necessary prerequisites, credentials, or vital data required by law; nor shall any refund be made to persons whose credentials are unsatisfactory for the purpose of securing a certificate by endorsement. Persons failing in examination shall have the same right to appeal for re-reading of their papers as in the case of other Montana certificates and on the same conditions.

11. Registration. The holder of either a standard or limited certificate shall register the same in the county where he teaches not later than ten days after he begins to teach.

12. Definition of terms. The state board of educational examiners shall have full authority to define the terms "academic," "professional" and "equivalent" in the regulations to be issued in conformity with the provisions of this section.²⁶³

Standard certificates, whether high school or elementary, were granted to an applicant after having completed a four-year high school course and academic training amounting to graduation from a four-year standard college, or two-year normal course. Included in this was the requirement of fifteen semester credits in education. Three types of standard high school

263. Laws of 1923, Chapter 86.

certificates existed, two-year, five-year, and life. Requirements for each kind were similar except for the amount of successful teaching experience. Fourteen months of successful experience within the state was necessary for one with a two-year certificate to receive a five-year certificate. To receive a life certificate, twenty-eight months successful experience within the state was necessary for one with a five-year certificate.

Limited certificates were granted to persons meeting the prerequisites of graduation from a four-year high school plus twelve quarter credits of approved professional training secured in residence at an institution of higher learning. A satisfactory examination was passed before a limited certificate was granted. Two kinds, the second grade and first grade, existed. No experience was required for a second grade limited certificate, but the first grade certificate of this kind was not granted until the applicant had had fourteen months of successful experience in teaching. The second grade certificate was renewable once, whereas the first grade might be renewed indefinitely, if academic and

professional requirements in force at the time were met by the candidate.

These laws for the purpose of articulating with neighboring states, Washington, Oregon, and Idaho, together with those which had existed to serve this purpose with any or all states, suggest again the great influence that laws of other states may exercise. Though Oregon never cooperated in the articulating agreement approved by the Inland Empire Teachers' Association, and thus caused those laws to fail of their ultimate purpose, Idaho and Washington did cooperate, waiting to modify their laws for several years. The presence of these laws among Montana's statutes was marked by an improvement in the laws for training teachers within the state, though these necessarily were more lenient than those for teachers coming into the state. But the mere existence of higher standards for teachers emigrating to Montana was evidence of a demand for like standards for those at home.

Much which appeared in the codification of the school laws, also of 1923, was similar to laws of 1919. Ambiguities in reference to the state board of education and the state board of educational examiners did not exist, however. In general, the state board of education set the final approval upon acts of the state board of educational examiners. The state board of education issued no certificates.

This was done by the state board of educational examiners.²⁶⁴

Several new types of certificates were established by the new law of 1923, which went into effect September 1, 1924. They were classified as Montana elementary state, Montana elementary life, Montana secondary state, and Montana secondary life, according to a candidate's specialized preparation. The Montana state and elementary certificates were valid in grades one to ten inclusive, whereas the Montana secondary state and life certificates were valid in grade five to twelve inclusive. Montana second grade and first grade certificates were valid in grades one to eight inclusive.²⁶⁵

A difference in the date upon which teachers examinations were held by the county boards of educational examiners was made when the first Thursday and Friday of May and October were named in the new laws instead of like days of June and December.²⁶⁶

Old certification laws had to be continued as long as teachers were certificated in accordance with their provisions. The new laws were not retroactive. The teacher of 1923 was protected, no matter what her condition of training and cer-

264. Laws of Montana, (1923) Sections 944, 959, 960, 1088, 1089, 1090, 1092. See Appendix A

265. Ibid. Section 1093. See Appendix A

266. Ibid. Section 1091. See Appendix A

tification. She did not find it necessary to drop behind her better trained colleagues in teaching. She was given various opportunities to make amends. The right of appeal was granted in case of dissatisfaction with examination results, and in case of revocation or suspension of certificates. A state, professional, or first grade certificate was renewable. In seeking a higher grade certificate a candidate received credit for all grades over eighty per cent appearing on the unexpired certificate, and university or normal credits in certificate subjects were accepted in lieu of examinations in those subjects.²⁶⁷

Accordingly, the Montana State Normal College at Dillon, conducted regional summer schools for teachers, not only at Dillon, but at Lewistown, Miles City, and Billings for nine weeks in 1923. Second grade, first grade and professional grade certificate subjects were offered at each place. Because of the new certification law which became operative, September 1, 1924, economics was offered.²⁶⁸ Summer schools at other institutions of the University of Montana were increasingly patronized, because they offered subjects which the teacher needed in order to meet new requirements.²⁶⁹

267. Ibid. 1096, 1097, 1098, 1099. See Appendix A.

268. Inter-Mountain Educator, May, 1923, p. 319.

269. Tom Stout, Montana, Volume I, Chapter XXII, p. 515; also May Trumper, Eighteenth Biennial Report (1924) p. 70.

The statutes concerning summer schools had been adequate throughout the ten-year period from 1913-1923. They were now included in the newly codified laws of 1923, as follows:

CHAPTER 87

TEACHERS' INSTITUTES AND SUMMER SCHOOLS

1105. Teachers' institutes and summer schools--Teachers' institutes to be held yearly. The county superintendent in every county must hold one teachers' institute in each year, at the county seat, except as hereinafter provided, and every teacher employed in a public school in the county must attend the institute and participate in its proceedings except as hereinafter provided; provided, that whenever the state superintendent and two or more county superintendents deem it advisable, a joint institute consisting of the teachers of two or more counties, may be held at any convenient place within such counties to be selected and agreed upon by their superintendents.

1106. Length of session. Each session of the institute must continue not less than four nor more than ten days.

1107. Institute instructors. The instructors for the county institutes and summer schools shall be selected by the county superintendent from a list recommended upon the approval of the state board of education by the state superintendent. No instructor shall receive any compensation unless he is the holder of an institute instructor's license issued by the state board of education.

1108. Teachers must attend. The county superintendent shall confer with the state superintendent, and on his approval, appoint a time for holding the teachers' institute in his county. It shall be his duty to give written notice of the time and place in his county and to all the teachers

of the county, at least thirty days before the opening of such institute. It shall be the duty of all boards of school trustees, through their clerks, to notify each and all of the teachers within their districts of the time and place of holding the institute and to direct each and all of their teachers to close their several schools for the purpose of attending the institute. Each and every teacher engaged in teaching a term of school in any district during the time of the institute shall close his school during such time and shall attend the institute and take active part in the same except as hereinafter provided, without loss of salary for the actual time spent in attending the institute and for the actual time spent in going to and returning from the same. The county superintendent shall in all cases keep and preserve a record of the actual time spent by each teacher of his county at the institute and shall furnish both to each teacher and to his board of school trustees a certificate of the time spent by said teachers at the institute. Wilful failure on the part of any teacher to attend the institute, except as hereinafter provided, shall be considered sufficient cause for the revocation of such teacher's certificate by the county superintendent; provided, however, that the county superintendent may, in his discretion, excuse any teacher from attending the institute who could not attend same without great and excessive inconvenience, cost, expense, and loss of time. Wilful failure on the part of the board of school trustees of any school district to close their schools, during the time of the holding of the institute as herein required, shall be considered sufficient cause for withholding the public moneys to which such district would otherwise be entitled; provided, however, that in case of boards of school trustees as in the case of teachers the great distance of any school district from the place of holding the institute, excessive loss of time, inconvenience, and cost, shall be considered good grounds on which the county

superintendent, under authority and direction from the state superintendent, may excuse any board of school trustees from closing their schools at such times and from observing the above requirements.

1109. High school teachers exempt. All high school teachers are hereby exempt from the requirements of this chapter.

1110. Institute and summer school fund. For the purpose of defraying the expenses of the institute there shall be a fund created as follows:

1. All moneys received from the issuance of teachers' certificates by the county superintendent.

2. Moneys received from appropriations by boards of county commissioners; and every board of county commissioners in each county in which a teachers' institute or summer school may be held is hereby authorized and directed to appropriate for said fund as follows:

Counties of the first class not less than two hundred and fifty dollars nor more than four hundred and fifty dollars. Counties of the second class not less than two hundred and fifty dollars nor more than four hundred dollars. Counties of the third, fourth, fifth and sixth classes not less than two hundred dollars nor more than three hundred and fifty dollars. Counties of the seventh and eighth classes, not less than one hundred and fifty dollars nor more than three hundred dollars.

1111. Summer schools. In any county or counties of the state the county superintendent or superintendents by mutual agreement of such superintendents, acting with the advice and consent of the state superintendent, may hold a summer school for teachers not less than three weeks in length for such county or counties in lieu of an institute or institutes for such year and the board of county commissioners for each county shall appropriate for such summer school support in like sum as is hereinbefore provided for in the case of teachers' institutes.

It shall be the duty of the state superintendent to prepare and prescribe a course of study for use in such summer schools.

Students of summer schools may have such work as is satisfactorily done credited on their certificates. Any teacher presenting a certificate of attendance on any summer school within or without the state, approved by the county superintendent, may be excused from institute attendance within the county where he may be teaching.

1112. Expenses of institutes and summer schools. The county superintendent must keep an accurate account of the actual expenses of summer schools or institutes, with vouchers for the same, and present the bill to the county commissioners, who shall allow the same; provided, that such amount shall not exceed the sum specified as hereinbefore provided. ²⁷⁰

The summer schools just alluded to were not connected with the higher institutions of learning, in the state.

VII EFFECT OF REORGANIZATION OF LAWS ON TEACHER TRAINING SCHOOLS.

Summer schools were maintained at the State University in Missoula, at the State Normal College in Dillon, and at the Eastern Montana Normal School in Billings, after its establishment. Regional summer schools were maintained in Lewistown, Miles City, and Havre in 1927 and in Miles City and Havre in 1928. They rendered a great service to the public schools of the state, in improving professional training.

270. School Laws of the State of Montana, (1923).

The executives of the institutions of the University of Montana jointly with the state board of educational examiners had formulated a set of standards of training for summer schools. These went into effect June 7, 1920, but were amended on three different occasions, the last being June 7, 1926. The provisions involved regulations for those merely seeking credits on certificate subjects, as well as standards for those seeking to meet the legal requirements of forty-eight quarter credits of approved academic and professional training as set forth in the statutes.²⁷¹

Regulations for credits on certificate subjects were:

- (a) From and after September 1, 1924, the minimum academic preparation for the acceptance of credits received at Montana summer schools at any of the institutions of the University of Montana to be applied for second and first grade certificates shall be graduation from a four-year accredited high school or its equivalent.
- (b) From and after September 1, 1924, the minimum academic or professional preparation for acceptance of credits received at Montana summer schools, to be applied for state and life certificates shall be two years of college, normal school, or university training in addition to graduation from a four-year accredited high school or its equivalent.
- (c) Certificate subjects shall be measured in terms of hours of classroom work of approximately sixty minutes each with an average preparation of one hour and thirty minutes. (The minimum number of classroom hours for each certificate

271. Circular of Information Pertaining to Montana Teachers' Certificates, 1929, State Board of Educational Examiners (1929).

subject were given for second grade, first grade, and state certificates.)

Standards for those seeking to meet the legal requirements of forty-eight quarter credits of approved academic and professional training were:

(a) Students must have a minimum preparation of graduation from a four-year accredited high school or its equivalent and in addition forty-eight credits of approved academic and professional preparation, as stipulated in the Session Laws of 1923.

(b) Any student carrying and passing in 540 classroom hours of work will be considered as having met the requirements of forty-eight quarter hours of academic and professional training. One classroom hour of credit shall be interpreted to mean two and one-half hours in class and preparation.

(c) Sixteen of the forty-eight quarter credits of academic and professional training required shall be in the above certificate subjects. One-half of the sixteen credits should be in the following specifically professional subjects: methods, school management, school law, educational psychology, and principles of education.

(d) Life certificate subjects may be considered as satisfactory subjects for meeting the legal requirements of academic and professional training for state and life certificates only.²⁷²

It may be assumed that summer school attendance was compulsory for a great number of teachers, for some must teach during the school year, as well as raise their professional training to the amount required by the statutes and the state board of educational examiners.

In 1923, 1052 high school teachers in a total number

272. Ibid.

of 1191 had four years or more of training above a four-year high school. This was merely 88.34 per cent. 16.79 per cent of the total number had had no training in from five to fifteen years.²⁷³ It is safe to say that this condition in 1928 was an improvement over what had existed previously.

VIII. RESULTS OF REORGANIZATION OF LAWS OBTAINED AMONG TEACHERS

That the effect of the laws of 1923 was immediate is evident in the increasing numbers of high grade certificates issued, and the decreasing numbers of lower grade certificates issued as Table VIII discloses:

Table VIII

Comparison of Certification for Three Years,
1924, 1926, and 1928.²⁷⁴

Year	1924	1926	1928
Total number of credentials issued	4183	3831	3432
Number based on examinations	1612	1395	1012
Number based on normal or college graduation	1149	1436	1856
Number of renewals	289	326	149
Number of special certificates	211	168	127
Number of permits	922	586	288

Over the six-year period when the new law was in operation, the number of certificates issued, which were based on examinations, decreased steadily. As the number based on examinations decreased, the number based on normal or

²⁷³. May Trumper, Twentieth Biennial Report (1928) p. 65.
²⁷⁴. May Trumper, Biennial Reports (1924, 1926, 1928),

college graduation increased, at an even greater rate, showing that the number of teachers with two or four years of training beyond high school was increasing. The number of renewals, of special certificates, and of permits also decreased. This was the intent of the law of 1923 and was encouraging, although the total number of credentials issued decreased over the six-year period.

Furthermore, the training of teachers showed a like trend. The number of teachers possessing only the minimum training was rapidly decreasing although requirements consisted of twice the credits in professional training in 1926 as in 1924, and twice the credits in 1929 as in 1926.²⁷⁵

Table IX makes clear the improvement in training made among teachers.

²⁷⁵. Trumper, op. cit. (1928) p. 63.

TABLE IX

Statement of Various Degrees of Training Among Teachers From 1922 to 1932 (inclusive).
(Biennial Reports)

State Superintendent Year	Normal Graduates		Those with one year of preparation beyond High School		Those with two years of preparation beyond High School		Those with three years of preparation beyond High School		College Graduates		Those with less than High School education		Number of Teachers
	Num-ber	Per Cent	Num-ber	Per Cent	Num-ber	Per Cent	Num-ber	Per Cent	Num-ber	Per Cent	Num-ber	Per Cent	
May Trumper 1922	1308	21.4	873	14.3	364	5.8	266	2.2	1062	17.4	2223	36.4	6096
Same 1924	1309	22.8	994	17.4	387	6.8	240	4.2	1019	17.9	1750	30.7	5699
Same 1926	1584	27.3	1071	18.4	404	6.9	283	4.8	1082	18.6	1380	23.7	5804
Same 1928	2279	38.4	1146	18.9	267	4.4	223	3.7	1326	22.3	687	11.5	5928
Elizabeth Ireland 1930	2827	44.0	1311	20.4	232	3.6	240	3.7	1444	22.4	367	5.7	6421
Same 1932	2660	44.4	1116	18.6	206	3.4	422	7.0	1552	25.0	32	.5	5988

A gradual rise in the numbers of normal graduates and college graduates occurred from 1922 to 1924. But a sharp advance in the number occurred, following the dates on which the new law went into effect. A remarkable decrease in the number of those who had less than a high school education is apparent. A rather sudden increase in amount of training of teachers occurred in 1928 and the years following, when the per cent of normal graduates sharply jumped from twenty-seven and three-tenths to thirty-eight and four-tenths. Normal graduates continued to increase in numbers thereafter. A sudden increase in the number of teachers with three years of training beyond high school occurred in 1932, the per cent rising from three and seven-tenths to seven. The per cent of college graduates also rose in 1932.

Reasons for this continual rise existed within the state as has been shown, for in addition to the requirements in the session laws, which must be met by the teacher, the state board of educational examiners which had the responsibility of issuing state and life certificates upon conditions established by themselves, frequently made rules and regulations which had to be met. From without the state also, a new influence had crept in, this time from the Central States. Gradually, an interest in raising teaching standards to comply with those set for high schools in the mid-West was developing among Montana's Administrators.

It had been required as early as 1915 by the North Central Accrediting Association, that secondary schools accredited by them, employ only college graduates as teachers. In 1919 this requirement was extended to supervisors. By 1923 requirements were increased so that teachers in accredited schools must be assigned according to their major subjects. Previous to 1925, eleven semester hours of education had been required of every teacher, but in 1925, the amount of credit required in education was raised to fifteen semester hours.²⁷⁶

IX. NORTH CENTRAL ACCREDITING ASSOCIATION MAKES DEMANDS ON TEACHERS.

It was necessary that a teacher be equipped to meet the requirements of the North Central Accrediting Association as well as those required by the statutes of Montana and the state board of educational examiners, if the school in which she taught was accredited. As a rule, the requirements of each group corresponded closely, especially in standards for teachers. But from time to time changed requirements forced many teachers ahead in academic and professional training to the point where Table IX shows them.

In summarizing the eventful period in certification (1917-1928 inclusive), we may designate it as one of re-

²⁷⁶. Carl A. Jessen, North Central Association Standards for Accrediting Secondary Schools, Montana Education, February, 1926, p. 18.

organization in certification laws and in teacher training,
under competent leadership.

CHAPTER VII

THE SYSTEM EXTENDED

1929-1935

I. Rules and Regulations Supplied

The period about to begin in the history of certification of teachers was in reality a continuation of the period just closed. No abrupt change in laws was forthcoming. By September 1929 all teachers newly certified with first or second grade certificates had at least four years of high school training and one year of training in addition to it in an accredited higher institution. The year of training beyond high school included at least sixteen quarter credits of work in education. Furthermore, more than fifty per cent of the teachers in the elementary grades and rural schools were normal graduates in 1929-1930.²⁷⁷

The statutes of 1929 in regard to certification were identical with those of 1923, as given in the preceding chapter. However, the rules and regulations of the state boards of education and of educational examiners in regard to certification of teachers and in regard to accrediting high schools in the state somewhat augmented the statutes.

²⁷⁷. Elizabeth Ireland, Twenty-First Biennial Report of the State Superintendent of Public Instruction (1930) p. 73.

For instance, the minimum preparation for a state or life certificate by examination which entitled a teacher to a high school position, included two years of college, normal school, or university training in addition to four years of high school preparation or their equivalent, according to the laws,²⁷⁸ but the state board of education had a standard for accrediting high schools which recommended that the minimum attainment of teachers of academic subjects should be equivalent to or graduation from a four-year standard college or university. It was further recommended that the professional training include twelve semester hours in education.²⁷⁹ Accrediting associations outside the state also required that teachers in accredited high schools possess degrees from accredited higher institutions.²⁸⁰ In 1930, it was clear that something other than laws was operative for 92 per cent of the high school teachers of the state had four years or more above a four-year high school course. The eight per cent remaining had years of experience to their credit which compensated for the lack of preparation to some extent.²⁸¹

A high school teacher who was not a university, college, or normal school graduate must hold a professional

278. Circular of Information Pertaining to Montana Teachers' Certificates (1929), Published by State Board of Educational Examiners.

279. Montana Educational Directory, published by State Department of Public Instruction (1929), p. 42.

280. Montana Teachers' Certificates, 1929, op. cit.

281. Ireland, op. cit.

or a Montana state or life certificate. The laws of 1929 specified, as the previous laws had, that state certificates might be issued by examination. The high school teacher without a college diploma was therefore certificated after examination, for the state certificate was now the only alternative since professional certificates were no longer issued. A state certificate was also issued, by endorsement from the state department of education in some other state, to teachers coming into Montana, who met requirements. According to a 1929 rule, this type of certificate was issued to graduates of four-year courses of standard colleges or universities who had at least fifteen semester credits, or twenty-two and a half quarter credits in education, as stipulated by the North Central Accrediting Association, and to graduates of advanced normal courses in institutions whose diplomas entitled the holders to teach without examination in all public schools of the state in which they were located. State certificates were issued to those who had completed two years of a college course provided they had ninety-six quarter credits, twenty-four of which were in elementary education courses. The person

receiving this certificate must have been granted a certificate without examination by the department of public instruction of the state in which his institution was located.²⁸²

Whereas the law of 1929 in regard to renewal of certificates provided that "the state board of educational examiners require evidence of the accomplishment of a minimum amount of reading circle work or other evidence of professional improvement as a prerequisite for renewal, or for the issuance of a life certificate,"²⁸³ a regulation of this board provided a schedule of professional training in addition to what the laws specified:

8 quarter hours of credit from a fully accredited institution of higher learning, for renewal of a first grade or professional certificate;

12 quarter hours of credit from a fully accredited institution of higher learning for the renewal of a state certificate;

2 quarter hours of credit from a fully accredited institution of higher learning, for each year a person has held a state certificate, are required for a life certificate.²⁸⁴

It becomes clear that groups, such as the state board of education whose rules had supplemented the laws to some extent in the earlier years of its existence, and the state

282. Montana Teachers' Certificates, (1929) op. cit.

283. School Laws of Montana, (1929), p. 62.

284. Montana Teachers' Certificates (1929), op. cit.

board of educational examiners in later years, were of utmost importance in making certification laws serve in individual cases, in interpreting laws for certification, and in filling in gaps by means of rules where these laws were inadequate. These two boards were indispensable organizations in the state educational system, in these respects.

II. The Certification Law Extended in 1931

Although rules and regulations were supplementing the laws apparently successfully, the year 1929 was not passed when the Eighth Delegate Assembly of the Montana Education Association made a suggestion through its Legislative Committee that the certification law be rewritten. They recommended that the state board of educational examiners be made the committee for the study and detailed outline of such changes as were necessary and that they report to the Delegate Assembly at the next meeting.²⁸⁵ It was admitted by them that "the law then in operation was a distinct advance over the law of previous years, but those who had directly in charge the operation of this law, saw many weaknesses."²⁸⁶

At the Ninth Delegate Assembly Meeting, in 1930, the recommendations of Dr. Freeman Daughters, Dean of the State

285. "Reports of Committees, Eighth Delegate Assembly, M.E.A.," in Montana Education, February, 1930, p. 2.

286. Reports, op. cit., p. 13.

University's Education Department and member of the state board of educational examiners, were endorsed,²⁸⁷ to the effect that the minimum requirements for any grade of teacher's certificate should be completion of a two year course in an accredited normal or teachers' college, or their equivalent.²⁸⁸

The certification laws were then rewritten, and became laws when approved by the legislature, March 5, 1931.

Many sections were now omitted which had been in the statutes for years past but which had become obsolete since the reclassification of certificates in 1923. Among these was a paragraph on professional certificates which had not been issued since 1924, as was alluded to previously. The sections devoted to state and life certificates had passed out of date since these were now known as elementary state, elementary life, secondary state, and secondary life certificates. These latter were issued according to much the same plans as the older state and life certificates had been, either by examination or by endorsement.

Circulars of information pertaining to Montana teachers' certificates were published by the state board of educational examiners. These contained the laws combined with the rules which were adhered to, in the issuance of certificates. The following information is quoted from the circular

²⁸⁷. "The Ninth Assembly", in Montana Education, February, 1931 p. 11.

²⁸⁸. "Resolutions Committee Report," in Montana Education op. cit., p. 29.

of 1931:

State Certificates

A state certificate is valid for six years.

An elementary state certificate obtained by examination may be renewed if the holder has taught successfully for twenty-seven months during the life of such certificate, and if the applicant presents advanced training as specified by the board of educational examiners.

If the holder of an elementary state certificate, or of a secondary state certificate, is not eligible to apply for a life certificate, either because he does not have the required teaching experience or the advanced professional training, at the end of the six years for which the certificate was granted, he may have another state certificate granted under the same terms as it was originally granted, provided he presents the required advanced training as specified by the board of educational examiners.

An elementary state certificate is valid in the kindergarten, and grades from one to nine, inclusive. A secondary state certificate is valid in grades from six to twelve, inclusive. 289

An elementary state certificate was valid only in the kindergarten and in grades from one to nine, inclusive, whereas in the laws of 1923, and of 1929, it had been called valid in grades one to ten inclusive. A secondary state certificate was valid in grades six to twelve inclusive. Formerly it had been valid in grades five to twelve inclusive.

289. Circular of Information Pertaining to Montana Teachers' Certificates, 1931, published by the State Board of Educational Examiners.

Advanced training was necessary.

Much from the earlier laws was repeated here in 1931; excerpts from them being given in Appendix A. (see pages 17 and following.)

They were, however, definite to an extent to which they had not been formerly for they fully specified requirements in number of credits of professional training necessary. An instance of this is noted when for a secondary state certificate "twenty-two and one half quarter credits in education"²⁹⁰ are mentioned, as essential to those who are graduates of other-than-Montana state institutions. A secondary state certificate was not granted in the state, by examination.

The same definiteness is evident in the new requirement to raise a state certificate to an elementary or secondary life certificate--"eight quarter credits of advanced training obtained in a fully accredited higher institution since the time the state certificate was granted."²⁹¹ All such regulations concerning additional training had been merely hinted at in the old laws by suggestions such as "regulations established by the state board of educational examiners and approved by the state board of education" or the requirement "of a minimum amount of reading circle work or other substantial im-

²⁹⁰. School Laws of Montana 1931, Chapter 147, Section 1092, Parts 5,7.

²⁹¹. Ibid., Parts 6,8.

provement while in service."²⁹² We are forced to conclude that not only standards were improved in 1931, but also the laws themselves.

Another changed requirement is noted in regard to life certificates, either elementary or secondary, for after 1931, four years of successful experience in Montana on a state certificate were necessary whereas in the previous laws three years were specified.²⁹³

The principles involved in issuing second and first grade certificates were somewhat modified when the examination dates, stipulated as the first Thursday and Friday of May and October, in the laws of 1923 and of 1929, were changed to the same days of May and September. This was done to avoid the necessity of issuing a large number of permits.²⁹⁴ A first grade certificate was valid for four years. Until 1931, it had been valid for three, only.²⁹⁵

No mention of correspondence credits is made in the statutes. But this regulation was necessary.

Correspondence Credits

Correspondence credits to be accepted in lieu of examination for a certificate must be issued previous to or on the dates of the examination at which the credits are offered.

292. School Laws of Montana, 1929, Chapter 86, Section 1092, Part 7.

293. Ibid., 1931, Chap. 147, Section 1092, Parts 6, 8.

294. Ibid., Sections 1092, Parts 1, 2, 5. Sections 1094, 1091

295. Ibid. Section 1092, Part 2

A far-reaching extension of the provision of 1923 which had required one years of training in addition to four year of a high school course for all applicants by September, 1929, was made in 1931:

From and after September 1, 1934, the minimum requirements for the lowest grade of certificate will be graduation from a fully accredited four-year high school, or its equivalent, plus seventy-two quarter credits (one and one-half years) of advanced and professional training taken in some fully accredited higher institution; from and after September 1, 1936, the minimum requirements for the lowest grade of certificate will be graduation from a fully accredited four-year high school, or its equivalent, plus ninety-six quarter credits (two years) of advanced and professional training taken from a fully accredited higher institution.²⁹⁶

This idea had been recommended by Dean Freeman Daughters, sponsored by the Delegate Assembly of the Montana Education Association, and in 1930 advocated by the National Education Association for the entire United States. Subsequently in 1934, one and one half years of advanced professional training was necessary, as well as high school graduation, and in 1936, two years of advanced training in addition to four years of high school training were minimum requirements for the lowest grade certificate.

Ultimately, teachers' examinations will disappear, and teachers will qualify by attending standard institutions for

296. Ibid. Chapter 147, Section 1094, as explained in Circular of Information--Montana Teachers' Certificates

which they will be certified.

The special certificate required the person seeking it to be a graduate of a four year accredited high school and to have one year's credit in special training for the teaching of the subjects covered by the certificate. This was not specified in the laws, but had been a regulation of the state board of educational examiners for some time.

The provision for certifying private music teachers was made in the laws of 1931.

Applied Music Certificate

Applied music certificates are certificates granted to private music teachers who give private music lessons in voice, piano, and violin to high school students who are applying for high school credits, which may be included in the fifteen or sixteen credits required for high school graduation.

Applicants for applied music certificates are required to take three examinations. The written examinations are given in August and February in the county superintendent's office. The oral and practical examinations are given in June. The fee for an applied music certificate is the same as for a state certificate by endorsement.

A certificate in applied music may be issued by examination or endorsement under regulations established by the state board of educational examiners and approved by the state board of education. The field (or fields) of applied music in which the holder of said certificate is qualified to teach, as determined by examina-

tion or recognized credentials shall be stated on the face thereof. Such certificates shall be temporary, valid for one (1) year, and three (3) year certificates, and shall be valid in such grades of the public schools as may be provided by said regulations.²⁹⁷

The process of certification of private music teachers to teach applied music for high school credit was carried out under the supervision of the state department of public instruction. The qualifications required were equivalent to the qualifications of high school teachers of academic and other vocational subjects.²⁹⁸

As to jurisdiction of certificates, rules and regulations were important additions to the laws.

Second grade, first grade, professional and elementary state or life certificates are valid in the kindergarten and grade from one to nine inclusive. (Note--While the certification law permits holders of the above named certificates to teach in the ninth grade, the rules of accrediting for high school work require all teachers of high school subjects to be holders of secondary certificates. Montana employs only those who hold secondary certificates in the high school.)

A secondary state or life certificate is valid in grades six to twelve inclusive. A holder of a secondary state certificate may have this certificate extended downward to include the first five grades provided he presents twelve additional credits in specifically elementary education. Such subjects as primary methods, and general methods in other elementary school

297. *Ibid.*, based on Chapter 147, Section 1092, Part 10, School Laws of Montana, 1931.

298. Elizabeth Ireland, Twenty-first Biennial Report, p. 43

subjects must be presented among the twelve additional credits if a secondary state certificate is to be extended to teach in the first five elementary grades.²⁹⁹

A teacher holding a secondary state or life certificate was able to qualify for an elementary state or life certificate by presenting twelve additional credits in elementary education. This enabled her to teach in the first five elementary grades.

Eight quarter credits of advanced training required to renew certificates or to raise a state certificate to a life certificate (previously mentioned) were earned in education or in any subject usually taught in the grades or the high school. The credits might be earned by correspondence or in residence at any fully accredited higher institution located in Montana or outside Montana. These credits must have been earned since the certificate was issued.³⁰⁰ Thus professional training was defined.

Superintendents and Principals

District superintendents, county high school principals, and principals of high schools must hold secondary state or life certificates. It is recommended by the rules of accrediting that in addition to the above qualification

299. Montana Teachers' Certificates, 1931, op. cit. as based on Section 1092, Part 8, Montana School Laws (1931)

300. Ibid.

administrators should have 15 quarter credits in supervision and administration. Superintendents in first class districts must have had at least five years of experience in the public schools; superintendents and principals in second class districts are required to have three years of experience.

It had formerly been possible for principals to be certified by a professional certificate, which had not been issued since 1924.

Revocation and suspension of certificates were in the hands of the state board of educational examiners as in 1929, and in 1923.³⁰¹

Fees

The following is a schedule of the fees for the various classes of certificates:

Permit, \$1.00. Second Grade, \$1.00.
First Grade, \$2.00.

Special, \$1.00. Indefinite Special,
\$3.00.

State, by examination, \$5.00 (initial fee at the time of applying \$2.00, and final fee \$3.00 when the certificate is issued).

State Certificate, by endorsement, \$6.00 (initial fee at time of applying for temporary state \$3.00 and \$3.00 when a six-year State is issued.)

Life Certificate, \$5.00.

Fees for renewals are the same as for the original certificates.³⁰²

³⁰¹. School Laws of Montana (1931) Section 1097.

³⁰². Montana Teachers' Certificates (1931).

Fees were paid into the State Certification fund through the medium of the county superintendent, the state superintendent, and the state board of educational examiners. Teachers contributed these fees at the time of examinations or renewals, mainly.

The state superintendent with the co-operation of the state board of educational examiners prepared all questions to be used in the examination of applicants for teacher's certificates, as in former statutes. He also prescribed rules for and assisted at institutes. Beginning with 1930, a combined institute program and Montana Education Association program occurred. The speakers from outside the state served both. On such occasions the institutes were jointly held with several counties represented, at the designated meeting place.³⁰³ The teachers of the counties so designated must attend these meetings.³⁰⁴

The state superintendent was a member of both the state board of education and the state board of educational examiners. The county superintendent was a member of the county board of educational examiners. The duties of these boards in regard to examinations and certification of teachers remained the

303. "District Conventions and Joint County Institutes", in Montana Education, September, 1930, p. 23.

304. School Laws of Montana, 1931, Chapter 67, Sections 1105-1112.

same as in statutes of 1923 and 1929.

III. Rules Concerning Out-of-State Applicants

Two new rules concerning certification of teachers were passed by the state board of education in December, 1931:

For Out-of-State Applicants

Regulation established by the State Board of Education, December 14, 1931. This regulation goes into effect immediately.

In addition to all other qualifications set forth in Chapter 147 of the Montana School Law (State and County Examinations and Certificates):

No Secondary or Elementary Certificate by endorsement of training from institutions outside of the State of Montana shall be granted until the candidate shall have attended one of the divisions of the Greater University of Montana, for a session of at least nine weeks, carrying a reasonable load of work in the field or fields appropriate to the certificate sought. Said candidate must present evidence of having a working knowledge of Montana School Law, Montana Government and History, and Montana Courses of Study. He may satisfy this requirement either by taking work in residence at a division of the University of Montana and submitting credits therefor, or by examination in these fields.

Nothing in this regulation shall be construed to mean that if the candidate does satisfactorily pass the examination in Montana History and Government, Montana School Law, and Montana Courses of Study, that such candidate will be exempt from attending one of the divisions of the Greater University for at least nine weeks.

Above regulation does not apply to graduates of Montana high schools nor to applicants who

have already taught in Montana.³⁰⁵

One of these regulations provided that a minimum of nine weeks of resident study in a Montana institution should be required of all teachers who were to be licensed in the future. The other provided that all candidates for certification were to be required to pass an examination on Montana history and government, on the school laws of the state, and on the course of study.

A belief that "Montana is for Montanans" seemed to be growing. Four hundred teachers with foreign training were hired in Montana, the year these rules were passed, but four hundred Montana teachers were without positions.³⁰⁶ This, no doubt, was one cause of the new regulations. The "machinery" to employ the graduates of Montana's fully accredited higher institutions, before graduates were placed from normal schools, colleges, and universities located outside of the state, was thus provided by rules.³⁰⁷

IV. Institutions for Teacher Training.

In the number of institutions in Montana, whose graduates were receiving greater consideration than ever before, were those divisions of the Greater University of Montana at

305. Circular of Information Pertaining to Montana Teachers' Certificates (1932), published by the State Board of Educational Examiners.

306. "New Requirements for Certificates," in Montana Education, January 1932, p. 40.

307. Elizabeth Ireland, Twenty-First Biennial Report, (1930). p. 85.

Missoula and at Bozeman. The State University and the State College had departments of education in connection with the academic work. Both granted University Certificates of Qualification to Teach. These were valid credentials to teach in the secondary schools of the state. Three private colleges existed, Intermountain Union College, Carroll College, and the Billings Polytechnic Liberal Arts College, including the Polytechnic Junior College. The state of Montana endorsed degrees from these latter institutions when applicants finished required work in education. Graduates of these colleges were then accredited to teach in the secondary schools of the state.³⁰⁸

Two fully accredited normal colleges were located, one at Dillon, and the other at Billings. The State Teachers' College at Dillon specialized in the training of teachers for elementary and junior high school grades of the village and city school systems of the state. The Eastern Montana Normal School at Billings trained young men and women for rural schools. Both of these normal schools had successful graduates filling both types of positions, however.³⁰⁹

Summer schools for teachers were maintained at the State University in Missoula, the State Normal College at Dillon, and the Eastern Montana Normal School at Billings. Regional

³⁰⁸. Ibid., p. 83.

³⁰⁹. Ibid., p. 83.

summer schools were maintained at Miles City and at Havre. Credits secured at the summer sessions were accepted in lieu of examination in certification subjects and for advanced professional work required to renew certificates, or to raise state certificates to life certificates.³¹⁰

The six units of the Greater University of Montana had been admitted to membership in the Northwest Accrediting Association of Secondary and higher Schools in 1932.³¹¹ Inter-mountain Union College was accredited in this organization in 1934,³¹² and the Polytechnic Junior College in 1935.³¹³ Carroll College was accredited in the North Central Association of Colleges and Secondary Schools. This meant that graduates would be able to enroll for advanced work in any standard institution without being placed on probation.

V. Accrediting Associations and Standards for Teachers

The Northwest Accrediting Association secured reciprocity with the North Central Association, mentioned in chapter VI of this thesis, in 1933. This meant that students transferring from one region to the other would have their credits accepted at par in any of the institutions belonging to either association. Requirements in regard to standards for teachers in secondary schools were that a teacher must be teaching in the

310. *Ibid.*, p. 83.

311. "Northwest Accrediting Association" in Montana Education, May, 1932, p. 19.

312. Montana Education, May, 1934, p. 11.

313. Group Admits Local School, in Billings Gazette, April 5, 1935.

fields of major or minor preparation. A minor was interpreted to mean twelve semester credits or eighteen quarter credits. Teachers must be college graduates.³¹⁴

Standards in these associations changed from time to time. In 1934, a qualitative basis for teachers as well as for schools was attempted. All teachers in schools belonging, must meet the standards. Formerly only academic teachers were considered. Beginning with 1934, agriculture, home economics, commercial, and all other vocational and special teachers who met the certificate requirements of the state need not have a bachelor's degree. It will be remembered that the minimum requirements for a special certificate in Montana were graduation from a four-year high school, or its equivalent, and at least forty-eight quarter hours of credit in special training for the teaching of the subjects covered by the certificate. Schools accredited in the Northwest Accrediting Association must qualify as to professional preparation of teachers within a reasonable time. Experienced teachers were accepted as qualified to teach a subject though they did not have a minor, if satisfactory evidence was furnished that they could carry the work.³¹⁵ Seventy-six high schools of Montana were members of the association in 1934. This meant that they were accredited by it. In

314. Alfred C. Smith, The Northwest Association of Secondary and Higher Schools, in Montana Education, Sept. 1933,

p. 19.
315. "Northwest Association Adopts New Accrediting Ratings", in Montana Education, May, 1934, p. 11.

addition to Montana schools, those of Alaska, California, Idaho, Nevada, Oregon, Utah, and Washington were accredited by it.

Standards which a Northwest accredited school required of a teacher were somewhat similar to those standards required by the state board of education of Montana in accrediting high schools since 1930, for new standards of the state board of education for accrediting high schools were adopted in that year. These latter affected the teacher, the principal, and the superintendent, as follows:

It is recommended that the minimum attainments of superintendents, principals and teachers, shall be equivalent to graduation from a standard college requiring completion of a four-year high school course. It is further recommended that the minimum professional training of teachers shall include at least fifteen semester hours in education. No school shall be accredited which does not comply with the laws of the State of Montana regarding the certification of teachers; providing, however, this recommendation shall not affect renewals of contracts of superintendents, principals and teachers now in service of the school; providing, further, that teachers of vocational subjects who meet the requirements as set up by the State and General Boards for Vocational Education shall be qualified to teach in their special fields.

The practice of teachers being assigned subjects outside their major or minor fields of preparation is discouraged. Assigning subjects to teachers who have no college pre-

paration in that field will be considered a violation of the standards and may endanger the accrediting of the school, except in the two-teacher school.

After September, 1930, it will be the policy of the State Board of Education not to accredit schools which employ principals or superintendents who have less than ten semester hours in administration and supervision, in addition to the number of quarter hours of education required for a secondary state certificate, and who have had less than three years of teaching or classroom experience, except in first class districts, where the term of teaching or classroom experience shall be five years. This shall be interpreted to mean the chief administrator of the school district. Men and women now in the administrative field with less than three years of teaching or classroom experience shall be allowed to continue.³¹⁶

These rules for accrediting high schools tended to increase attendance at the summer schools throughout Montana, for majors and minors must be secured as well as administration and supervision credits.

It is to the credit of Montana high school administrators that teachers with high qualifications were employed. Though many schools did not belong to accrediting associations, they were found to maintain as thoroughly qualified teachers as those schools which belonged. It is also to the credit of Montana teachers that summer schools were well patronized, that to a large extent laws seemed unnecessary, when many raised

³¹⁶. Standards of the State Board of Education for Accrediting High Schools in Montana Educational Directory (1930-1931) (1931-1932), published by State Department of Public Instruction.

their qualifications, though the highest possible type of certificate was already in their possession.

A history of certification of teachers should not omit the qualifications required of teachers of higher institutions. States which had established the junior college as part of the public school system required standards to be met by teachers of such, in advance of those required of secondary teachers. The junior college, however, had not yet become an organized part of the public school system in Montana in 1935. Hence, there were no certification rules, regulations, or laws for teachers of junior colleges as late as 1935 here. Teachers in standard colleges, normal schools, and the State University, being specialists in their fields of endeavor, were up to the present (1935) not certificated.

In extending the laws, it has been shown that rules and regulations of the state boards were useful. The Montana Education Association assisted. The state board of educational examiners rewrote the laws. The legislature passed them in 1931. Out-of-state applicants were specially trained for teaching, in Montana. Applicants from within and outside the state secured additional professional training from time to time. The accrediting associations and the state board of education continuously enforced high standards

among teachers, both elementary and secondary. Up to the present time, no certification has been necessary for those teaching in the higher institutions of learning in Montana.

CHAPTER VIII

Summary

Preceding chapters disclosed the fact that standards for qualification to teach in Montana existed in the midst of confusion and disorder before the Territory of Montana had taken shape. The customs brought from great distances appeared satisfactory to the early inhabitants, and were adopted by them. When laws became necessary, the settlers naturally turned to those of other states and territories as patterns.

The first laws, enacted by the Bannack Legislature of 1864-65, therefore, embodied ideas then existing in the laws of several states and territories. They were made to fit the peculiar needs of the Territory of Montana. Schools were established under them, but progress was slow at first. In the absence of an adequate law, practices in certification sprang up which were incorporated in a new law in 1883. In that year, after great effort, professional standards for teachers were finally authorized. With a few amendments the law of 1883 was inherited by the new state, Montana.

The State Constitution, in 1889, provided for a State board of Education, which was to have a far reaching effect upon certification laws. From 1893 until 1923 this Board was responsible for issuing state and life certificates,

which were usually granted to graduates of state institutions or colleges, but which might be issued to those who passed a thorough-going examination, covering many subjects. Improvement quite generally occurred with the advent of this Board. Where the laws were weak, the Board had power to make rules and regulations. The codification of laws in 1895 resulted in improvement of them, but there was still room for improvement.

County certificates had been issued by county superintendents since earliest territorial times. These were usually valid only in the county where granted. The professional certificate, a county certificate difficult to secure, became of equal rank with the state certificate in 1897. It was possible for a high school teacher or principal to qualify, with it.

Many forces cooperated in amending the laws, among them the state superintendents, the county superintendents, district superintendents, principals, teachers, and the State Teachers' Association which had existed since 1882. All advocated the establishment of county boards of educational examiners, which was incorporated as a law in 1907. This was a movement in the direction of standardizing qualifications

for teachers of the common schools. These teachers, as a rule, were poorly qualified.

After 1907, the problem of uniform qualifications of teachers continued to be prominent. A steady increase in the population of the State and the necessity for more teachers added to the difficulty of solving it. An influx of teachers from other states occurred.

County institutes had been the only means for teachers to secure training in Montana during territorial days. Higher institutions of learning, the State University at Missoula, the State College at Bozeman, and the State Normal College at Dillon were establishing themselves from 1892-1898. Teachers took advantage of the educational opportunities offered at these, gradually. Joint county institutes were authorized by law in 1907. County summer schools which were well patronized were enacted into the law in 1913. Normal training courses in high schools were also established in 1917. But the summer sessions of the State institutions came into prominence in 1917, and increasingly maintained their popularity, as teacher training centres. The purpose of all these became to supply the demand for professional training of teachers.

In 1919, the certification laws were further improved by

the establishment of the state board of educational examiners, to which were delegated the duties of the county boards of educational examiners. No longer were questions for county examinations of teachers prepared by the county superintendent, the county board of educational examiners, or the state superintendent. The state board of educational examiners both prepared the questions and marked the papers. This board also issued state and life certificates after 1923. It was noticed that centralization of authority increased as the power moved from the individual to the county, and thence to the State.

After 1920 two years of high school training and twelve weeks of normal training was required of all teachers. This meagre requirement prevented Montana teachers from being certificated in neighboring states which had higher certification requirements. Montana ranked among the lowest in the United States in this respect.

In 1923 the law was made more rigid, so that by 1929 every teacher was required to have one year of training in addition to four years of high school or its equivalent. The results of this law were evident, for summer schools increased in number, attendance was large, and the number of high grade certificates increased. The number of normal and college graduates was also larger than formerly.

Factors other than laws were operating to raise standards in the State. Rules made by the state board of education for

accrediting schools were more rigid than the laws. Accrediting Associations had rules which were also more rigid than the laws. The state board of educational examiners had rules for renewing certificates or raising their grade which demanded additional credits. It is clear that almost the same results were attained without adequate laws as were attained with the more complete laws after 1931.

In the latter year, it was enacted that by 1936 minimum requirements for every teacher of common schools should be four years of high school training or its equivalent and two years of additional training. High school teachers, principals and superintendents were required to have a secondary state certificate which meant that four years training beyond high school was necessary.

These laws had the desired effect, for after their enactment the higher institutions of Montana were well patronized. Attendance at normal schools showed that teachers were conforming to the new requirements. The Eastern Montana Normal School at Billings relieved the normal school shortage of a few years ago.

This study has furnished information concerning legal provisions governing the issuance of certificates to teach in Montana. It has compared requirements in Montana with

requirements among other states. It has shown that trends in Montana followed trends in other states. It is clear that qualifications to teach in Montana were raised during the period 1863-1936, so that they compared favorably with those of other states.

CHRONOLOGICAL TABLE X
INFLUENCES AFFECTING CERTIFICATION OF MONTANA TEACHERS

1863	1873	1883	1893	1903	1913	1923	1933 '36
<u>PRIVATE SCHOOLS. NO CERTIFICATION LAWS</u>							
<u>1865</u>	<u>OFFICE OF COUNTY SUPERINTENDENT ESTABLISHED</u>						
<u>1865</u>	<u>COUNTY CERTIFICATES FOR TEACHERS AUTHORIZED</u>						
<u>1865</u>	<u>TEACHERS' EXAMINATIONS AUTHORIZED</u>						
<u>1866</u>	<u>OFFICE OF TERRITORIAL SUPERINTENDENT ESTABLISHED</u>						
<u>1866</u>	<u>COMMON SCHOOLS AUTHORIZED (PUBLIC)</u>						
<u>1874</u>	<u>HIGH SCHOOLS AUTHORIZED (PUBLIC)</u>						
<u>1877</u>	<u>COUNTY INSTITUTES AUTHORIZED</u>						
<u>1881 TERRITORIAL TEACHERS' ASSOCIATION FORMED</u>							
<u>1883</u>	<u>FIRST AND SECOND GRADE CERTIFICATES AUTHORIZED</u>						
<u>1883</u>	<u>THIRD GR. CERTIFICATES AUTH 1913</u>						
<u>1883</u>	<u>INSTITUTE HELD WITH TERRITORIAL TEACHERS' ASSN.</u>						
<u>1889</u>	<u>MONTANA BECOMES A STATE</u>						
<u>1889</u>	<u>STATE BOARD OF EDUCATION ESTABLISHED</u>						
<u>1889</u>	<u>STATE UNIVERSITY AND HIGHER INSTITUTIONS</u>						
<u>1891</u>	<u>READING CIRCLES FORMED</u>						
<u>1893</u>	<u>LIFE AND STATE CERTIFICATES AUTHORIZED</u>						
<u>1895</u>	<u>CODIFICATION OF LAWS</u>						
<u>1895</u>	<u>SPECIAL CERTIFICATES AUTHORIZED</u>						
<u>1895</u>	<u>REVOCAION OF CERTIFICATES AUTHORIZED</u>						
<u>1895</u>	<u>INSTITUTE ATTENDANCE REQUIRED</u>						
<u>1895</u>	<u>EXAMINATION QUESTIONS</u>						
<u>1895</u>	<u>BY STATE SUP'T. 1919</u>						
<u>1897</u>	<u>PROFESSIONAL CERTIFS. 1924</u>						
	<u>COUNTY BOARD OF EDUCATIONAL</u>						
	<u>1907 EXAMINERS ESTABLISHED</u>						
	<u>1907 JOINT COUNTY INSTITUTES AUTH.</u>						
	<u>UNIV. DEGREE EQUIVALENT TO</u>						
	<u>1911 STATE CERTIFICATE</u>						
	<u>1913 SUMMER SCHOOLS AUTHORIZED</u>						
	<u>1913 CODIFICATION OF LAWS</u>						
	<u>RAILROAD FARE PAID</u>						
	<u>1917 TO UNIVERSITY</u>						
					<u>1917</u>	<u>1929</u>	
	<u>NORMAL TRAINING COURSES IN HIGH SCHOOLS</u>						
						<u>1919</u>	
	<u>STATE BOARD OF EDUCATIONAL EXAMINERS ESTABLISHED</u>						
						<u>1919</u>	
	<u>READING CIRCLE WORK AUTHORIZED</u>						
						<u>1923</u>	
	<u>CODIFICATION OF LAWS</u>						
						<u>1923</u>	
	<u>ARTICULATING CERTIFICATES AUTHORIZED</u>						
						<u>1923</u>	
	<u>ELEMENTARY AND SECONDARY LIFE CERTIFICATES AUTHORIZED</u>						
						<u>1929</u>	
	<u>MINIMUM OF ONE YEAR TRAINING BEYOND HIGH SCHOOL REQUIRED</u>						
						<u>1931</u>	
	<u>APPLIED MUSIC CERTIFICATES AUTHORIZED</u>						
						<u>1931</u>	
	<u>RESIDENT STUDY FOR OUT-OF-STATE APPLICANTS</u>						
						<u>1932</u>	
	<u>SIX UNITS OF STATE UNIVERSITY ACCREDITED</u>						
						<u>1932</u>	
	<u>MINIMUM OF TWO YEARS TRAINING BEYOND HIGH SCHOOL REQUIRED</u>						
						<u>1936</u>	

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APPENDIX A.

Laws of 1923 Pertaining to Certification of Montana Teachers

CHAPTER 75

SUPERINTENDENT OF PUBLIC INSTRUCTION

944. Examinations. He shall with the co-operation of the state board of educational examiners prepare all questions to be used in the examination of applicants for teacher's certificates, and prescribe the rules and regulations for conducting all such examinations.

CHAPTER 76

COUNTY SUPERINTENDENT OF SCHOOLS

959. Application for temporary certificates. He shall make application to the state board of educational examiners, if he deem it proper to do so, for the issuance of temporary certificates, valid until the next regular examination, to persons holding certificates showing their fitness for the profession of teaching; provided, that no person shall be entitled to receive such temporary certificate more than once.

960. Member county board educational examiners. He shall serve on the county board of educational examiners.

CHAPTER 86

STATE AND COUNTY EXAMINATIONS AND CERTIFICATES

1038. Examinations and certificates--Certificate of qualification required of teachers.

1. No certificate to teach in the public schools of Montana shall be granted to any person who is not a citizen of the United States or has not declared his intention of becoming a citizen of the United States; provided that, when such certificate to teach in the public schools in the state shall be issued to any person who shall not within seven years become a citizen, such

certificate shall be automatically revoked and such person shall be ineligible to receive a certificate until he becomes a full citizen.

2. No person is eligible to teach in any public school in this state, or to receive a certificate to teach, who has not attained the age of eighteen years and who has not secured a health certificate from a reputable physician.

3. No person shall be accounted a qualified teacher within the meaning of the school law who has not first secured from the state board of educational examiners a certificate setting forth his qualifications; or who has not secured a temporary certificate from the state board of educational examiners; or who has not a certificate endorsed by the county superintendent of schools; or who has not a state certificate or a life certificate issued by the state board of education or the state board of educational examiners; or who has not a temporary state certificate issued by the state superintendent; or who does not hold a certificate from the state normal college; or who has not a university certificate of qualification to teach.

4. All certificates before they shall be valid in any county must be registered in the office of the county superintendent of schools of such county within ten days after the term of service of any teacher begins. Not more than ten days' salary shall be paid any teacher for services rendered previous to the registration of such certificate.

1089. The state board of educational examiners. 1. There is hereby created a state board of educational examiners, whose duty it shall be to provide rules and regulations for the issuance of all teachers' certificates. Such rules and regulations shall be subject to the approval of the state board of education. The state board of educational examiners shall prepare the questions for teachers' examinations, provide the necessary assistance and oversee the marking and grading of papers.

2. This board of educational examiners shall be composed of the superintendent of public instruction, who shall be ex-officio chairman of

the board, one member from the faculty of one of the component institutions of the university of Montana, one county superintendent of schools, one high school principal, and one district superintendent, all four to be elected by the state board of education upon the nomination of the superintendent of public instruction at the April meeting of the board.

3. All appointments shall be for two years except two of the first appointments, which two shall be for one year. All vacancies shall be filled for the unexpired term. The members shall serve without pay except for necessary expenses and any bills incurred by them must be paid out of the moneys received as fees for certificates.

1090. County board of educational examiners.

1. How constituted. In each county there shall be a board of county examiners composed of the county superintendent of schools who shall be ex-officio chairman of the board, and two competent persons recommended by the county superintendent, appointed by the board of county commissioners, who at the time of their appointment shall be residents of the county and shall have been actively engaged in teaching for a period of at least eighteen months. Two members of this board shall constitute a quorum for the transaction of business. If vacancies occur in these positions during the terms for which their incumbents were appointed, their successors shall be appointed to serve during unexpired terms only. Upon the expiration of the regular term of either of these examiners his successor shall be appointed to serve for two years.

2. Qualifications. Such examiners at the time of their appointment, must be holders of Montana professional county certificates, or state certificates, or life certificates or diplomas from the state university, state normal college, or state college of agriculture and mechanic arts, or holders of diplomas as graduates from some reputable university, college, or normal school other than those of Montana. These examiners shall qualify for their position in the same form and manner required for the qualifications of all county superintendents.

3. Duties. The duties of these two examiners shall be to act jointly and equally with the county superintendent in the matter of conducting the examination of teachers when requested so to do by the county superintendent. This board of examiners shall also conduct all eighth grade examinations in their respective counties when requested to do so by the state board of education under their rules and regulations; and it shall be empowered to grant eighth grade diplomas or common school certificates to all examinees successfully passing such examinations.

4. Compensation. The compensation of these examiners shall be their actual traveling expenses from their residences to and from the county seat or other point in the county where the examinations are held, and such further compensation per diem as the board of county commissioners may deem just and sufficient for their services, basing such compensation upon the actual quantity of work performed by them and the actual time required to perform it. Such claims shall have the approval of the county superintendent of schools.

1091. Teachers' examinations. 1. The county board of educational examiners shall hold public examinations of all persons over eighteen years of age offering themselves as candidates for certificates to teach at the county seat, on the first Thursday and Friday of May and October of each year, and, when necessary, such examinations may be continued on the following day, at which time the board shall examine such candidates by a series of written or printed questions, according to rules prescribed by the state board of educational examiners. The questions prepared by the state board of educational examiners, when received by the county superintendent, shall not be opened or the seal thereof broken until the day of examination and then in the presence of the applicants. And the county superintendent is prohibited from furnishing or giving to any person or persons any information concerning the questions prepared by the state board of educational examiners. Upon the completion of the examination, all papers written by the several applicants, together with statements covering such points in the candidates' preparation and experience as the state board of educational examiners may require and

personal information or recommendations by the county board of educational examiners, shall be forwarded at once to the state board of educational examiners for grading.

2. Private examination. If the attendance upon any examination of teachers at the county seat shall work a great hardship on any teacher in the county, the county superintendent, upon the approval of the state superintendent, may provide for such teachers to take the examination at some convenient place, and the county superintendent may appoint some suitable person to conduct such examinations, under the rules and regulations prescribed by the state board of educational examiners.

3. Grading of papers. If the percentage of correct answers is not less than 70% in any one branch with a general average of 80%, and other evidence disclosed by the examination including particularly the state board's knowledge and information of the candidates's scholarship and successful experience, indicates that the applicant is a person of good moral character and possesses ability to manage, and fitness to teach in the public schools of the state the various branches required by law, said state board shall grant to such applicant a certificate of qualification.

1092. State certificates--How obtained. (2) By examination. A state certificate may be issued for a period of six years by the state board of educational examiners to any person of good moral character who has held for one year and still holds a Montana professional certificate in full force and effect, or a first grade certificate newly issued after September 1, 1924, or renewed thereafter, provided the holder of the renewed first grade certificate writes upon and passes examination upon the additional subjects prescribed for first grade certificates after that date, when such person has passed a satisfactory examination, under the direction of the state board of educational examiners in English literature, history of education, and modern history, and has furnished satisfactory evidence of having taught successfully for thirty-five months.

(b) By endorsement. (1) State certificates issued by other states. A state certificate may

be issued, in accordance with regulations established by the state board of educational examiners and approved by the state board of education, to the holder of a state certificate, issued by another state; provided that such regulations shall not authorize the issuance of a state certificate to any person whose character, professional qualifications and experience are not at least substantially equivalent to those prescribed by this act for the issuance of a state certificate by examination.

(2) Recognition of certificates issued by component institutions of University of Montana. A diploma of the Montana State Normal College, or any normal school that may hereafter be established under the control of the state board of education, or a University of Montana certificate of qualification to teach when accompanied by a diploma either of the Montana State University or of the Montana State College of Agriculture and Mechanic Arts, shall constitute a state certificate good for six years after date; provided that the rules of the faculties of the State University and of the State College of Agriculture and Mechanic Arts for the issuance of the University of Montana certificate of qualification to teach, as approved by the chancellor of the University of Montana, shall be submitted to the state board of education for its sanction. A list of graduates receiving such certificates shall be filed in the office of superintendent of public instruction by the chancellor of the University of Montana within thirty days of issuance of said certificates.

(3) Diplomas from other institutions. A state certificate may be issued by the state board of educational examiners to a graduate of any other college, university, or normal school within or without the state in accordance with regulations established by said board and approved by the state board of education; provided that such regulation shall not authorize the issuance of a state certificate to a graduate of any institution whose requirements for graduation are not substantially the full equivalent of those of the corresponding institution of the University of Montana; nor shall said certificate be granted to any such graduate whose preparation in professional courses is not equivalent to those required for the issuance of a state certificate

from the corresponding institution of the university of Montana.

Life certificates. How obtained. (a) By examination. A life certificate by examination may be issued by the state board of educational examiners upon the same condition as a state certificate, except that in addition the applicant must pass satisfactory examinations and tests under such supervision and upon such additional subjects as may be prescribed by the state board of educational examiners with the approval of the state board of education, and must furnish satisfactory evidence of having taught successfully for seventy months; provided that an applicant who already holds an unexpired Montana state certificate obtained by examination shall be exempt from the examination in the subjects required for state certificates.

(b) By endorsement. The state board of educational examiners may require, as a pre-requisite for the granting of any life certificate by endorsement, evidence of the accomplishment of a minimum amount of reading circle work or other substantial improvement while in service prior to the issuance thereof. Life certificates may be obtained by endorsement in the following ways:

(1) Life certificates issued by other states. A life certificate may be issued in accordance with regulations established by the state board of educational examiners and approved by the state board of education to the holder of a life certificate issued by another state; provided, that such regulations shall not authorize the issuance of a life certificate to any person whose character, professional qualifications, and experience are not at least substantially equivalent to those prescribed by this act for the issuance of a life certificate by examination.

(2) Degrees and certificates of the university of Montana. Any person holding a degree and certificate from the Montana State University or from the Montana State College of Agriculture and Mechanic arts, and any graduate and holder of a certificate from the Montana State Normal College or from any normal school that may hereafter be established under the control of the state board of education, extending two or three years beyond the secondary school, shall be en-

entitled to a life certificate on presenting to the state board of educational examiners satisfactory evidence of having taught successfully in the state for twenty-seven months after graduation and during the life of said certificate.

No state or life certificate shall be issued after September 1, 1924, to any teacher who does not have two years of college, normal school, or university training in addition to four years of high school preparation or their equivalent. This shall not prevent the renewal of state certificates issued prior to the passage of this act.

(3) Diplomas from other institutions. A life certificate may be issued by the state board of educational examiners to a graduate of any other college, university, or normal school within or without the state in accordance with regulations established by the state board of educational examiners and approved by the state board of education, provided that such regulation shall not authorize the issuance of a life certificate to a graduate of an institution whose requirements for graduation are not substantially the full equivalent of those of the corresponding institution of the University of Montana, nor to anyone whose preparation in professional courses is not substantially equivalent to the certificate requirements of the corresponding institution of the University of Montana; and provided further that such regulations shall not authorize the issuance of a life certificate to any person who does not present satisfactory evidence of having taught successfully for at least as long a time after graduation as is required by law for the issuance of life certificates to graduates of the several institutions of the University of Montana.

Temporary state certificate. The state superintendent may grant a temporary state certificate at any time to any teacher whose experience, qualifications and credentials, in his opinion, entitle such a teacher to either a state or life certificate in Montana. Such temporary state certificate shall be good and valid in any county of the state for a period of one year; provided, however, that the holder of such certificate shall have it duly registered in the office of the county superintendent of schools of the county in which he is employed to teach before he begins teaching, and provided also, that such teacher shall pay the

sum of three dollars (\$3.00) into the state teachers' certificate fund.

Special certificates. Upon the request of any board of school district trustees or its representatives or any county superintendent of schools, the superintendent of public instruction in accordance with regulations established by the state board of educational examiners, may grant, without examination, a special certificate valid only in the district requesting the same, in music, art, public speaking, physical education, penmanship, manual training, home economics, agriculture, commercial and kindred subjects, first three-year primary, and kindergarten grades to any teacher who presents satisfactory evidence of special proficiency for teaching the above subjects, as shown by acceptable certificates or other credentials held by such teacher; provided, that such special certificate shall be valid for only one year, and, upon payment of one dollar into the state teachers' certificate fund, shall entitle the holder to teach only such special subjects as are stated in said certificate; provided that if the applicant continues teaching in the same district more than one year, upon the renewed application to the state board of educational examiners and upon the payment of a fee of three dollars into the state teachers' certificate fund, said special certificate may become valid during the term of service in the same district.

Permits. The state board of educational examiners may grant a permit to teach until the next regular examination to any person applying at any other time than at a regular examination, and who has previously held a valid certificate to teach, or who has had training beyond high school graduation or who meets the minimum academic and professional prerequisites in effect when application is made, but such permit shall not be granted more than once to any person; provided, (1) that when it is impossible because of sickness or other valid reasons for such teacher to attend the next regular examination, such teacher shall certify the facts to the state board of educational examiners, together with the approval of the county superintendent of schools, and this board may issue a second permit valid until the next regular examination; provided, (2) that the state board of educational

examiners shall be authorized to provide special examinations for persons who do not or cannot take the regular examinations for the reasons stated above in which case the duration of the permit may be extended only until the time of said special examination, for which examination an extra fee of one dollar above the regular fee shall be paid into the state teachers' certificate fund.

Temporary certificates. When a teacher shows special fitness to teach and passes at the examination 70% or above in all subjects but fails to make an average of 80%, or secures an average of 80% for all branches, but fails to make 70% in one or two branches, such teacher may at the discretion of the state board of educational examiners, be issued a temporary certificate to teach until the next regular examination; and at such examination no teacher shall be required to be examined in any branch in which he has obtained a grade of 80% in the aforementioned examination. Such temporary certificate shall not be issued to any teacher more than once.

1093. Classification and jurisdiction of certificates. 1. Nothing in this article shall be construed to affect the jurisdiction of certificates heretofore described and which are now in force or which shall be issued or renewed prior to September 1, 1924.

2. After September 1, 1924, all Montana second grade and Montana first grade certificates newly issued shall be valid in the public schools of Montana in grades one to eight inclusive.

3. All state and life certificates described in the preceding sections and which shall be newly issued after September 1, 1924, shall be classified and have their jurisdiction determined in accordance with regulations established by the state board of educational examiners and approved by the state board of education on the basis of preparation as follows:

Said state and life certificates newly issued after said date shall be classified as (1) Montana elementary state certificates and (2) Montana elementary life certificates; and (3) as Montana secondary state certificates and (4) Montana secondary life certificates.

The Montana state and life elementary certificates shall be valid in grades one to ten inclusive, and may have their jurisdiction extended to grades eleven and twelve by meeting the requirements of specialized preparation to be prescribed by regulations established by the state board of educational examiners.

Montana secondary state and Montana secondary life certificates shall be valid in grades five to twelve, inclusive, of the public schools of Montana, and said certificates may have their jurisdiction extended to grades one to four, inclusive, by meeting the specialized preparation to be prescribed by regulations established by the state board of educational examiners.

4. All state, life and professional certificates shall qualify the holder to act as supervisor over all grades of both elementary and high schools in third class districts provided that after September 1, 1924, the jurisdiction of said certificates in order to be valid in all third class districts must be extended by the holder by specialized preparation as prescribed in section 1093, paragraph 3. The requirements for administrative positions in first and second class districts as prescribed in section 982 of the revised codes of Montana, 1921, shall not be affected by these provisions.

5. Upon all permits and certificates issued or renewed after September 1, 1924, the jurisdiction thereof shall be specifically stated for the information of principals, superintendents and boards of education.

1095. Fees and funds. 1. Fees for certificates. Applicants for any of the following grades of certificates shall pay to the county superintendent the fee attached thereto; the schedule of fees for lower grades of certificate shall be one dollar for a second grade, two dollars for a first grade and three dollars for a professional grade of certificate. These fees shall be sent by the county superintendents to the state board of educational examiners to be deposited with the state treasurer in the state teachers' certificate fund. Fees for state and life certificates shall be fixed by regulation of the state board of educational examiners with the approval of the state board of education.

2. State teachers' certificate fund. All fees collected for certificates by the county superintendents, superintendent of public instruction and the state board of educational examiners shall be deposited with the state treasurer and kept in a fund to be known as the state teachers' certificate fund, and no claim shall be paid from this fund except upon warrants drawn by the state auditor upon claims approved by the state board of examiners and the superintendent of public instruction.

1096. Recanvass of papers on appeal. Any candidate thinking an injustice has been done, by paying a fee of two dollars into the state teachers' certificate fund within six months after the date of the examination and by notifying both county and state superintendents of the same, shall have his papers re-examined by the state board of educational examiners. The county superintendent shall upon receipt of such notice from said complaining candidate notify the superintendent of public instruction, who shall have the state board of educational examiners re-examine the same and if the answers warrant it, the state board of educational examiners shall issue to such complaining candidate a certificate of proper grade, and the superintendent of public instruction shall return the appeal fee of two dollars to the teacher.

1907. Revocation and suspension of certificates. 1. Revocation of certificates. The state board of educational examiners is authorized and required to revoke and annul at any time any certificate issued hitherto by the state board of education or state board of educational examiners, or which may hereafter be issued by the state board of educational examiners, for any cause which would have required or authorized either board to refuse to grant it if known at the time it was granted, and for incompetency, immorality, intemperance, physical inability, crime against the state law, refusal to perform duty or general neglect of the business of the school; but, before any such revocation, the holder shall be served by the superintendent of public instruction with a written statement of the charges against him, and shall have an opportunity for defense before the state

board of educational examiners.

Any person whose certificate is revoked under the provision of this section shall have the right to appeal within 30 days to the state board of education for a review of the record of his hearing before the state board of educational examiners. If, in the judgment of the state board of education, a miscarriage of justice has occurred, they shall order a rehearing of the case before the state board of educational examiners. The decision of the state board of educational examiners after such second hearing and their decision in all cases where appeal has not been made within thirty days as prescribed above, shall be final.

2. Suspension and cancellation of teachers' certificates for violation of contract. Should any teacher employed by a board of school trustees for a specified time, leave the school before the expiration of such time without the consent of the trustees in writing or without good cause in the judgment of the state board of educational examiners, said teacher shall be guilty of unprofessional conduct, and the state board of educational examiners may, upon receiving notice of such fact, and after making investigation of the circumstances thereof, suspend the certificate of such a teacher for the remainder of that school year, or the next ensuing school year, or both. A second serious violation of contract by the same teacher shall, in the discretion of the state board of educational examiners be deemed sufficient cause for the revocation of said teacher's certificate.

1098. Renewals. Before the expiration of any state, professional or first grade certificate, such certificate shall be renewed by the state board of educational examiners, upon the proper fee being paid into the state teachers' certificate fund, as provided for in section 1095, 1, (page 55) of this chapter and in the regulations established by the state board of educational examiners with the approval of the state board of education; provided, (1) that no state certificate shall be renewed unless said applicant shall have taught successfully thereon for twenty-seven months during the life

of said certificate, but renewal when made shall be for a period of six years from the date of renewal; and provided (2) that no professional or first grade certificate shall be renewed unless the applicant shall have taught successfully, as shown by two or more testimonials, at least twelve months during the life of such certificate, and provided (3) that the state board of educational examiners may require evidence of the accomplishment of a minimum amount of reading circle work or other evidence of professional improvement as a prerequisite for the renewal of any certificate and provided (4) that there shall be no limit to the possible number of renewals.

1099.--Higher grade certificates--How secured. Whenever application is made by a holder of an unexpired state, professional, first or second grade certificate, for examination for a higher grade certificate, and it shall be made to appear to the state board of educational examiners that such applicant has been engaged in teaching successfully, as shown by two or more testimonials, in any of the schools of the state, for a period of seventeen months or more during the life of a state or professional certificate, or for a period of twelve or more months during the life of a first or second grade certificate, the applicant shall be entitled to have credited on such higher certificate all grades of 80% or above appearing on the unexpired certificate and shall not be required to be examined in any studies except the additional ones prescribed for such higher certificates and such studies listed upon his unexpired certificate showing a grade lower than 80%.

All applicants seeking a higher grade of certificate as here prescribed shall also be subject to the academic requirements prescribed in section 1094, of this chapter after the dates stipulated therein. (page 33)

1100. University credits acknowledged. Any applicant for any grade certificate who has completed at any of the institutions of the University of Montana any branch for such certificate, shall upon filing with the state board of educational examiners a statement from the president of said institution to that effect, have such grade credited without examination on such certificate, provided that such

grades may be applied toward another certificate of the same or a higher grade only when the applicant satisfies the state board of educational examiners that the teaching record of the applicant has been successful.

1101. Existing certificates validated. Any person now holding a state, professional a first grade or a second grade certificate shall be permitted to teach thereunder during the life of such certificate.

Laws of 1931 Pertaining to Certification of Montana Teachers
(Taken from circular of information pertaining to Montana Teachers' Certificates by the Montana State Board of Educational Examiners)

Elementary State Certificates

A. By examination

A state certificate may be issued for a period of six years by the state board of educational examiners to any person of good moral character who has held for one year and still holds a Montana professional certificate in full force and effect, or a first grade certificate newly issued after September 1, 1924, or renewed thereafter; provided the holder of the renewed first grade certificate writes upon and passes examination upon the additional subjects prescribed for first grade certificates after that date when such person has passed a satisfactory examination, under the direction of the state board of educational examiners in English literature, history of education, and modern history, and has furnished satisfactory evidence of having taught successfully for thirty-five months and meets the minimum academic prerequisites of two years of college work in addition to a four-year high school course. At least twenty days prior to the examination the county superintendent must notify the state board of educational examiners that questions for the examination are desired.

B. By Endorsement

1. A diploma from the Montana State Normal

College or from the Eastern Montana Normal School is in itself an elementary state certificate after its issuance.

2. A holder of a diploma from a two- or a four-year fully accredited normal school located outside of Montana may be granted an elementary state certificate, provided, the applicant has taught successfully in Montana for nine months on a temporary elementary state certificate.

Secondary State Certificates

A. By Examination

Secondary state certificates are no longer granted in Montana by examination.

B. By Endorsement

1. A diploma from the Montana State University or the State College of Agriculture and Mechanic Arts, when accompanied by a university certificate of qualification to teach, constitutes a secondary state certificate, after its issuance.

2. A holder of a degree from a fully accredited four-year normal or university, located within or outside of Montana may be granted a secondary state certificate, provided the holder of such a degree has twenty-two and one-half quarter credits in education, twelve of which must be specifically in secondary education, and provided further that the applicant has taught successfully nine months in Montana, on a temporary secondary state certificate. 312

Life Certificates

Elementary Life

1. A holder of an unexpired elementary state certificate, which was obtained by examination, or of a diploma from a Montana higher institution, may be granted an elementary life certificate provided the applicant has taught successfully

312. Ibid., based on Chapter 147, Section 1092, Parts 5, 7. School Laws of Montana (1931)

four years in Montana on an elementary state certificate and provided, further, that the applicant presents eight quarter credits of advanced training obtained in a fully accredited higher institution since the time that the state certificate was granted.

Secondary Life

1. A holder of an unexpired secondary state certificate, which was obtained by the endorsement of a University Certificate of Qualification to Teach from a Montana higher institution, may be granted a secondary life certificate provided the applicant has taught successfully four years in Montana on a University Certificate of Qualification to Teach and provided, further, that the applicant presents eight quarter credits of advanced training obtained in a fully accredited higher institution since the time that the certificate was granted.

2. A holder of an unexpired secondary state certificate, which was obtained by endorsement of training from a fully accredited institution, located in or outside of Montana, may be granted a secondary life certificate provided the applicant has taught successfully five years (one year on a temporary secondary state and four years on a secondary state) in Montana and provided, further, that the applicant present eight quarter credits in advanced training obtained at some fully accredited higher institution since the time that the temporary state certificate was granted. 313

Academic and Professional Preparation Required as Prerequisite for Issuance of Certificates by Examination

The minimum academic and professional preparation for the issuance of a second or a first grade certificate by examination is graduation from a four-year accredited high school, or its equivalent, and forty-eight quarter credits of approved academic and professional training

313. Ibid., based on Chapter 147, Section 1092, Parts 6,
8. School Laws of Montana (1931)

obtained in a fully accredited higher institution, one-third of which must be in elementary education preparing applicants to teach in the elementary grades. Such subjects as elementary psychology, principles of education, and methods in the elementary branches are considered among the method subjects that an applicant must take to meet the requirements to be eligible to write for a second or first grade certificate. The minimum preparation for a state certificate by examination includes two years of college, normal school, or university training in addition to four years of high school preparation, or their equivalent. This shall not prevent the renewal of state certificates issued prior to the passage of this act.

Second grade, first grade and state certificates are issued upon examination and also upon credits obtained by the completion of subjects at the several institutions of the University of Montana. Credits earned in other states may not be transferred to Montana certificates.

Examinations are uniform throughout the state and are held at every county seat by the county board of examiners on the first Thursday and Friday of May and September and when necessary on the following day. When necessity arises, special examinations may be conducted in addition to the two regular examinations in May and September. Examination papers are sent to the state board of educational examiners for grading, and certificates issued are valid in any county in the state when registered in the office of the county superintendent of schools.314

Permits

County superintendents, who find difficulty in filling their vacancies with teachers already holding Montana certificates or with teachers qualified for certificates granted without examination, may apply for permits valid until the next regular examination for persons who were not in the state at the time

314. Circular of Information Pertaining to Montana Teachers' Certificates, 1931, as based on School Laws of Montana, Chapter 147, Sections 1094; 1092, parts 1, 2, 5; 1091.

of the last regular examination. Such persons must meet the academic and professional prerequisites. A permit may not be granted a second time to the same person except as provided by law.

Second Grade

No experience required; valid for twenty-four months and not renewable; examination in reading, writing, arithmetic, spelling, grammar, geography, physiology and hygiene, history of the United States (including Montana history), civics (state and federal), methods of teaching, agriculture, school management, American literature (including children's literature), music and industrial arts.

First Grade

Twelve months' successful experience required; valid for four years and may be renewed before expiration by the state board of educational examiners on satisfactory evidence that the applicant has taught successfully for at least twelve months during the life of the certificate and has met the requirements of professional improvement as found under RENEWALS; examination in all subjects required for a second grade certificate and also economics, school law, principles of education and educational psychology.

Temporary Certificates by Examination

Temporary certificates are issued to teachers who show special fitness to teach and who pass at a regular examination 70 per cent or above in all subjects but fail to make an average of 80 per cent or to those who secure an average of 80 per cent in all branches, but fail to make 70 per cent in one or two branches; provided that such certificates are issued at the discretion of the state board of educational examiners, and may not be issued a second time to the same person. Teachers receiving such certificates may teach upon them only until the next regular examination and at such examination no teacher shall be required to be examined in any branch in which he has obtained a grade of 80 per cent. 315

315. Ibid. Chapter 147, Section 1092, parts 4, 1, 2, 3.

Special Certificates

Upon request of any board of school district trustees or its representatives or any county superintendent of schools, the superintendent of public instruction, in accordance with regulations established by the state board of educational examiners, may grant, without examination, a special certificate, valid only in the district requesting the same, in art, music, public speaking, physical education, penmanship, manual training, home economics, agriculture, commercial and kindred subjects, first three-year primary and kindergarten grades to any teacher who presents satisfactory evidence of special proficiency for teaching the above subjects, as shown by acceptable certificates or other credentials held by such teacher; provided, that such special certificate shall be valid for only one year, and shall entitle the holder to teach only such special subjects as are stated in said certificate; provided, that if the applicant continues teaching in the same district more than one year, upon the renewed application to the state board of educational examiners and upon the payment of a fee of three dollars into the state teachers' certificate fund, said special certificate may become valid during the term of service in the same district.

The minimum preparation for such a certificate is graduation from a four-year accredited high school, or its equivalent, and at least forty-eight quarter hours of credit in special training for the teaching of the subjects covered by the certificate.

Temporary State Certificates

Temporary state certificates are issued for a period of one year to persons whose credentials appear to meet the requirements for state certificates as set forth in the following sections.

A temporary elementary state certificate may be granted by endorsement of a diploma earned at a fully accredited two- or four-year normal school located outside of Montana: There are a few fully accredited universities and colleges that still grant a diploma when the applicant has finished the first two years of work at such college or university. Candidates who attend such institutions and who have been granted

diplomas upon the completion of a two-year course, under some conditions may be granted temporary elementary state certificates.

(Note: Such applicants must have been granted diplomas.)

A temporary secondary state certificate may be granted by the endorsement of a degree earned at a fully accredited four-year college, university, or normal school, provided, the holder of this degree has at least twenty-two and one-half quarter hours of work in education, of which at least twelve quarter credits must be specifically in secondary education. 316

Renewals

Second grade certificates cannot be renewed.

First grade and professional certificates may be renewed provided the applicant has taught successfully twelve months during the life of the certificate, and, provided that the applicant presents eight quarter credits of advanced training earned during the past four years. Applications for renewal of this grade of certificate should be made through the county superintendent's office.

State certificates obtained by means of examination may be renewed provided the applicant has taught successfully twenty-seven months during the life of the certificate, and, provided that the applicant presents eight quarter credits of advanced training earned during the past six years. Applications for renewal of this grade of certificate should be made through the county superintendent's office.

State certificates granted by endorsement of training are not renewable, but an applicant may receive another state certificate under the same terms as it was originally granted except that the one-year temporary certificate is waived. Eight quarter credits of advanced training are required for this certificate. 317

Fees for all renewals are the same as for the original certificates.

316. Ibid. Chapter 147, Section 1092, Parts 9, 5, 7.
317. Montana Teachers' Certificates, 1931, op. cit.

APPENDIX B.

Letters used as reference.

2516 3d Ave. S.
Great Falls, Montana
June 29, 1935

My dear Mrs. Kraft:

Mr. Dimsdale was an Englishman educated at Rugby. I did not know him; but he was an intimate friend of my cousin Col. W. F. Sanders.

The school laws of the State, I have always understood, were largely founded on those of Ohio, my native State, and that Col. Sanders- not Dimsdale- was mainly instrumental in having them passed.

My cousin, Lucia Aurora Darling taught the first school in Montana. This was at Bannack. Miss Darling made her home with our family until she married late in life. She held the position of Dean of Women at one time in Berea College, Ky.

If you look through the Montana Historical Records, you may discover what you are seeking relative to schools here. I would add that my husband, Herbert Percy Rolfe, while Superintendent of the Helena schools, graduated its first class, consisting of three girls: Mary Wheeler, Anna Garfield, and Ida Wilson.

Trusting that what I have written will aid you,

Very truly yours,

Martha Edgerton Flassman

My dear Mrs. Kraft:

In response to your questions regarding my cousin, Miss Darling: She was asked to teach, and her having, or not having a certificate in Ohio, had nothing to do with her appointment. There was no other volunteer for the task. There were no school laws in the Territory until the winter following the opening of her school. She studied at Oberlin College, but did not graduate. Later she became Dean of Women at Berea College, an offshoot of Oberlin. I do not know whether she had a certificate in Ohio, and have no recollection of her taking an examination for one. Her school house in Bannack was a log one-room building, with rude benches for seats and make-shift desks. Her few pupils came from different states, and the text books used were what they brought with them - scarcely two alike.

Bannack was a mining camp, and its conditions so widely removed from the present, that it may be impossible for you to understand them. They were chaotic, and only beginning to take shape.

The first teacher in Virginia City, Thomas J. Dimsdale, was an Englishman, the product of the public schools of that country. He was an editor and wrote the first story of the Vigilantes. I did not know him. He was a friend of my cousin, Col. Sanders.

My husband, H. P. Rolfe, took an examination. I never saw his certificate. He graduated from Dartmouth, and one of his trustees, Mr. Corbin, a New Hampshire man, expressed himself greatly pleased with his testimonials.

If you wish an early certificate, perhaps Miss Ireland can give you one. Possibly Mr. Hilger, of the Historical Library, Helena, can furnish one.

Trusting what I have written will aid you,

Sincerely,

Martha Edgerton Plassmann

2516 3d Ave. S.
Great Falls, Montana
August 4, 1935

HELENA, June 27, 1935

Louis G. Kraft
608 Gerald Ave.
Missoula, Montana

Dear Mrs. Kraft:

Answering your letter of June 25 we do not have any certificates or copies of the early teachers. We have the reports of the superintendents of public instruction for the territorial days and various short sketches of early schools, etc. We have the newspaper files of the various towns and cities which would hve accounts of the teachers' institute meetings but this might not be complete enough to include the information you need. Cornelius Hedges, an early day superintendent of public instruction, in his reports mentions the methods of issueing certificates and the need for reform in the matter.

We will be glad to help you in any way possible but we do not lend material from the library but will be glad to have you use the collection if you are able to come to Helena at any time. The library hours are from 9 A. M. to 5 P. M. every day but Saturday and on that day it closes at 4 P. M.

Very truly yours,

David Hilger

David Hilger, Librarian

HELENA, July 30, 1935

Louis G. Kraft
606 Gerald Ave.
Missoula, Montana

My dear Mrs. Kraft:

In the obituary for Mrs. Sarah R. Herndon, Butte Daily Post, Mar. 20, 1914, the following names of children are given: Mrs. Frank Willcomb, Laurin; Grace Herndon of the faculty of the University of Montana (I did not find her name of the faculty list for this, 1914, Year) W. H. and Rodney R. Herndon of Virginia City. Mrs. Herndon was born in Maryland in 1840, moved to Scotland Co. Missouri in 1850 and arrived in Montana Sept. 5, 1865. In a letter which is used for the article in vol. 5 of the Contributions she says that she had taught school before coming to Montana which would be in Missouri. The article is not an exact copy of the manuscript and in speaking of the examination she writes, "Mr. Thrasher, school commissioner for the county, as there did not seem to be a state superintendent at the time ...examined her at her home." She lost her certificate much to her regret as she would have liked to keep it as a souvenir of the cost. In this article she makes no mention of having a certificate in another state but evidently took the examination to satisfy the trustees as to her ability. The paper of that time does not mention the opening of a school on the date she gives but two private schools, one in Virginia City and one in Nevada, closed the week before so it may be correct that the first public school opened Mar. 6, 1866. I know of no relatives of the few early day teachers.

Very truly yours,

Mrs. Anna McLaughlin

Asst. Librarian

HELENA, Aug. 2, 1935

Mrs. Louis G. Kraft
505 Gerald Ave.
Missoula, Montana

My dear Mrs. Kraft:

Michael Rosch had a private school in Nevada City just below Virginia City and it was the exhibition at the close of the term that you read about. Feb. 21, 1866, (Mont. Post, Feb. 24, 1866). About the same time a Prof. Heard had an exhibition by the pupils of his private school in Virginia City, Feb. 27, 1866. (Montana Post, Mar. 3, 1866.) These schools closed just prior to the opening of the first public school taught by Sarah Herndon. The Montana Post of Sept. 2, 1865 carried the advertisement of a private or "tuition school" to be opened by J. P. Patton, A. M. who had "past experience" and it was to be of four grades, primary, middle, higher English and classical. I do not suppose that the teachers in the private schools had to comply with any rules for teacher's qualifications.

One Biographical sketch of Prof. Dimsdale by Tom Baker, an early day newspaper man, states that he was born in the north of England and intended for the Church and educated at Rugby and Oxford but his father's losses in business made it necessary for him to leave the university before completing his course and he emigrated to Canada where he engaged in school teaching until the lure of the gold fields lured him westward. (I am quoting from the article hence the language, flowery.)

He arrived in Virginia City, July, 1863 and the next winter several families having arrived in the camp he opened a private school. The venture was a fairly good one, parents paying gladly the tuition fee of \$2.00 per week which he charged. In August, 1864 he became editor of the new paper, The Montana Post, and filled the position until the summer

of 1866 when he had to resign because of his health.

A letter in the Anaconda Standard, July 5, 1893, dated July 5, 1893 from Deer Lodge and signed T. B. E. gives some information on Dimsdale. The writer "received his first education in the school of which Professor Dimsdale was headmaster, in Milbrook, Durham county, Ontario... The striking personality of the man recalls him still to memory. A large man, full blooded, florid, large mentally and physically; certainly an ideal instructor. He must have had considerable magnetic influence or a large fund of benevolence, for always at intermission a crowd of youngsters were at his heels following him everywhere, receiving instruction while being amused with some scientific plaything. I well remember one was a sundial with hours cut on the level of a post. It stood for many years after he left at one corner of the school. Another was a practical demonstration of a ship canal, made in a little passing rivulet with locks and floodgates all complete, and ships for ships. The earliest entertainment I can remember was magic lantern exhibition given by the genial professor... He is still remembered in Milbrook as a model schoolmaster and an educated gentleman of the old school, with abilities far above what was demanded in the position he held as head school master in a country village."

I thought maybe some of this might be of help but am afraid that there was no such thing as a certificate in the case of Dimsdale. Have you written to Mrs. Plassmann? Her address was 2516 Third Ave. South, Great Falls and I think she will be glad to answer any questions that she can.

Very truly yours,

Mrs. Anna McDonnell

Asst. Librarian

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OBERLIN COLLEGE
OBERLIN, OHIO

Mrs. Louise G. Kraft,
606 Gerald Ave.,
Missoula, Mont.

Dear Mrs. Kraft:

In reply to your request of September 3, concerning Lucia Aurora Darling. She attended Oberlin College '59-60, '66-67, enrolled from Tallmadge, Ohio. Married Servetus W. Park, and died at Warren, Ohio, August 18, 1905.

Trusting this information may be of service to you.

Very truly yours,

George H. Jones
Secretary.

ASE:MLH

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Office

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