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A comparative study of the selective recruitment of elementary school teachers in the United States and Norway

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A COMPARATIVE STUDY OF THE SELECTIVE RECRUITMENT OF ²
ELEMENTARY SCHOOL TEACHERS IN THE UNITED STATES
AND NORWAY

A Thesis
Presented to
the Faculty of the School of Education
College of the Pacific

In Partial Fulfillment
of the Requirements for the Degree
Master of Arts

by
Sigurd Stautland
June 1956

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CHAPTER I

THE PROBLEM, ITS LIMITATIONS, AND DEFINITIONS OF TERMS USED

I. THE PROBLEM

To get and to keep an adequate supply of elementary school teachers is always a problem of great importance to the education profession. For two reasons it seems to have become particularly difficult with which to cope in this decade.

The first reason is that the supply of manpower of college age from which to draw the membership of the occupations requiring college preparation is smaller than in any recent decade or than it is going to be in any decade in the foreseeable future. This situation, a result of the low birth rate of the 1930's, together with the very high birth rate after World War II, makes the manpower pool smaller in proportion to the need for elementary teachers, and thereby creates a problem for the profession.

Secondly, competition for the available manpower is becoming keener every year. From the standpoint of the supply of teachers, this competition exists both in colleges where teachers are prepared and in school systems where teachers are employed. Every time a college or a university which prepares teachers introduces a new

curriculum leading youth into another profession or occupation, it creates new competition for teacher education.¹

Another difficulty results from the fact that an increasingly high percentage of persons who prepare to teach never actually enter the profession because they are diverted to other attractive occupations.²

Reduced to its simplest terms, the general problem then, is to get more teachers and to keep those already in the profession. To render an account of all the aspects of this problem on the federal, state, district, high school, college, and lay public levels, is not within the scope of this study.

However, an examination of studies on the college level may help to shed light on an important phase of the general problem, or to define it more clearly--what principles and techniques are used by teacher institutions in conducting a continually active program for the selective recruitment and retention of capable candidates entering teaching preparation program? What problems arise in

¹United States Office of Education, "Office of Education Estimates Nearly Forty Million in School," School Life, 38:3-4, October, 1956.

²Ibid.

conducting such a program, to what extent is the character of the problems general to all teacher institutions, and to what extent are they related specifically to the administration, location, and the student body at each institution? To answer these questions will be the main purpose of this study.

In addition to this, it was felt that the study would be more meaningful and have greater depth if some means of comparison could be found between the conditions in the United States and those known to the investigator in his home country, Norway. The second purpose of the study will be to find what aspects of the probable solutions to the problems as they are found at different institutions in the United States can be transferred to Norway.

In order to diagnose the main problem, it will be necessary to determine the influence of political, cultural, sociological, and economic factors at present and also, for the general understanding, to determine the problems as they have occurred in the past and probably will occur in the future.

If the problems are to be judged as they now exist, it will be necessary to secure the following data:

(1) a picture of the teacher education programs under

discussion and a description of the problems connected with these programs; (2) the selection-recruitment policy at the institutions; (3) the techniques and procedures used for retention of the most capable candidates; (4) a view of the future plans; (5) the underlying philosophy of the selective-recruitment programs.

A standard by which to compare two countries is difficult to establish. The second part of the study will have to be a very careful consideration within the frame of the differences in the two educational systems.

In order to give this comparison significance, the following data must be secured: (1) the aims of teacher education in Norway; (2) content of programs; (3) extent of programs; (4) scholastic background of the student; (5) examinations; (6) teacher demand; (7) teacher supply; and (8) planned changes.

II. LIMITATIONS AND DEFINITIONS OF TERMS USED

A complete and thoroughgoing study of the problem as it has been stated would be highly desirable. To make this investigation compact and meaningful to the present situation, certain limitations must be set. Other studies, where indicated, might very profitably grow out of this study.

First, a critical analysis of the research literature in the field of inquiry will have to give meaning to the problem as a whole in the United States. The institutions to be investigated will be within the State of California and thereby are considered in relation to laws and regulations set forth by the California State Board of Education and the Western College Association. For practical reasons, four institutions will be chosen. These are: College of the Pacific (Stockton), San Jose State College (San Jose), Stanford University (Stanford), and the University of California (Berkeley). Each of these institutions represents a different and specific type of administration: a private college, a state college, a private university, and a state university, respectively.

Since one of the purposes of this study is to determine the problems connected with the selective recruitment policy and the retention procedure, it will be necessary to classify the nature of these problems.

The problem areas within the retention procedure will be limited to (1) academic problems; (2) emotional problems; (3) physical problems.

The problems connected with the selective recruitment policy will be area-limited to the influences of (1) public relations programs; (2) high school students

(seniors); (3) press, radio, and television; and organizations within and without the campus which directly or indirectly influence the teacher-recruitment program.

The on-campus groups in consideration will be the (1) administration; (2) school/college/department of education faculty; (3) college/university staff; (4) pre-teacher student body; and (5) other campus groups and organizations.

The off-campus groups will be limited to (1) school boards; (2) school administrators; (3) teachers; (4) parent groups; (5) community agencies; (6) social groups (7) church organizations; and (8) other groups which can influence the success of the policy.

Only to the extent that it gives meaning to the present situation will the historic and future aspects of the development and the planned changes of the recruitment and retention programs be included.

Existing problems are similar for all credential candidates, but the focus in this study will be upon those problems encountered by candidates for elementary credentials.

As to the second, the comparative part of the study, it also will be limited to the present situation. This is in spite of the fact that the whole teacher education program in Norway is in a stage of transition. Proposals for

the change of the program have been made and the Norwegian Parliament (Storting) has discussed the matter. However, the standing committee on Church and Education within the Parliament³ has not yet reached a final decision, for they felt that the whole matter had to be thoroughly discussed and studied, both on the public and the legislative levels, before a resolution could be made.

In order to give this study significance, it will be necessary to consider the existing conditions, but the above-mentioned facts should give the study increased value.

The data, which were gathered through catalogues, bulletins, handbooks, records, and personal interviews, in order to be seen in the proper perspective, must be analyzed in the light of authoritative opinions and results of other studies in this field. Chapter II attempts to describe briefly some of the related literature.

³Kirke og Undervisningskomiteen.

CHAPTER II

REVIEW OF RELATED LITERATURE

Since 1944 the total enrollment in United States schools and colleges, public and private, has shown an increase over the year before.

This year, according to the Office of Education estimates, there will be 39,557,000 students in the elementary, secondary, and college classrooms of this country. That means 1,657,000 more students than last year, of which 1,300,000 will be on the elementary level, 258,000 on the secondary, and 99,000 on the college level. The increased enrollment of 1,558,000 in elementary and secondary schools will call for about 55,200 teachers. Actually, however, it calls for somewhat more than that as the instructional staff requires not only teachers, but also a complement of principals, supervisors, librarians, visiting teachers, and other specialized staff.¹

According to the same estimates, the number of new teachers entering the profession this year from colleges and universities is approximately 63,400. These cannot be

¹United States Office of Education, "Office of Education Estimates Nearly Forty Million School," School Life, 38:5-6, October, 1955.

counted upon to meet the needs of the increased enrollment. There will not even be enough to offset the annual turnover of elementary and secondary school teachers, which is estimated as approximately 7.5 per cent. At that rate, the turnover will cost the schools 83,300 of the 1,110,600 qualified teachers they had in 1954-1955.² To ease the situation 25,000 emergency teachers are expected to qualify this year. But even when they are counted in, there yet will remain an estimated need for 141,300 teachers.

These figures explain just how critical the situation really is. Another indication of the importance of the problem is that one of the six major topics scheduled for analysis at the national White House Conference on Education at Washington, November 28-December 1, 1955, was "How Can We Get Enough Good Teachers and Keep Them?"³

Walker says:

Those who have worked with selective teacher recruiting during the past few years have come to accept these facts:

1. This is a job for everyone. The teacher, the school administrator, the counselor, the specialist, the layman must each do his share.

²Ibid., p. 6.

³S. M. Brownell, "The Committee for the White House Conference on Education," School and Society, 82:65-8, September, 1955.

2. Research and experience have revealed at least some of the most profitable points of attack and methods of procedure.

3. A highly co-ordinated effort is desirable, but until that is achieved, individual and small group projects must go forward on their own.

4. There is no one recruitment approach which is guaranteed successful; many schemes must be used.

5. The need for excellent teachers is evident, and is extremely serious.⁴

The research relating to recruitment of teachers covers many facets of the various problems involved. A number of studies have sought to determine what motivates those selecting teaching as a profession.

In a sample study of Indiana high school students, Richey, Phillips, and Fox⁵ found that 45 per cent of the total group rated teaching no more desirable than other occupations requiring the same amount of training; and 52 per cent of those who definitely did not plan to teach, considered teaching less desirable than other such occupations. Only 4 per cent of the students who expected to attend colleges were quite sure they would become teachers;

⁴Stephen Walker, "Recruitment in the High School for the Teaching Profession," California Journal of Secondary Education, 29:193, April, 1954.

⁵Robert Richey, Beeman Phillips, and William H. Fox, "Factors that High School Students Associate with Selection of Teaching as a Vocation," Bulletin of the School of Education, 28:21-9, January, 1949. Bloomington: Indiana University.

another 11 per cent thought they probably would teach. The major reasons cited for not wanting to teach were: preference for other work, lack of interest in teaching, and lack of ability for teaching. Considerable agreement existed among all the students regarding the advantages of teaching as an occupation. They felt that teaching offers an opportunity to work with young people, an opportunity for service, interesting and enjoyable work, and an opportunity for intellectual development. Foremost among the disadvantages cited were low salaries and little chance for improvement.

Kropp and Lastinger⁶ asked college freshmen in an orientation course what aspects of the profession had attracted them most as they made their decision to become teachers. Twenty-nine per cent cited the security they thought teaching afforded; 27 per cent were attracted by the possibility of social service; 45 per cent of the group thought that low salaries deterred people from entering the profession.

Bancroft⁷ found in a study of 1,583 teacher-college

⁶Russel P. Kropp and S. T. Lastinger, "Focal Points for Teacher Recruitment," Phi Delta Kappan, 35:275-77, April, 1954.

⁷R. W. Bancroft, "Recruitment of Elementary School Teaching," Journal of Teacher Education, 3:192-96, September, 1952.

freshmen that the majority of the students had a clear understanding of their goals for teaching, but were generally uninformed about teacher's salaries. The same study indicates that the factors important in making a decision to teach are more closely related to intrinsic motivations than to external "campaign" type pressures.

Richey, Phillips, and Fox⁸ likewise found a considerable amount of confusion in regard to salaries of beginning teachers; those who did not plan to teach had a tendency to underestimate such salaries; on the other hand, all students tended to overestimate salaries of experienced teachers.

La Bue⁹ studied the difference between students who had applied for admission to a program of teacher preparation and later dropped out, and those who had continued in the program. On an open-ended questionnaire administered at the time of application for admission, 42 per cent of the women in the persistent group said they had chosen teaching because they wished to serve society, whereas only 22 per cent gave this response in the nonpersistent group. A

⁸Richey, Phillips, and Fox, op. cit., p. 31.

⁹Anthony C. La Bue, "A Study of Motivation of Persistent vs. Nonpersistent Students in Teacher Education," Journal of Teacher Education, 5:243, 42, September, 1954.

larger number of the latter than of the former rated interest in children and young people as an important factor in their choice. Men in the persistent group differed from those in the nonpersistent group in that 48 per cent of the latter thought opportunity to work in an academic field an important factor in their choice; only 25 per cent of the former group rated this factor important.

Richey, Phillip, and Fox¹⁰ made cross-sectional studies of their subjects with respect to type of community they were from and also with respect to parent's incomes. In this study neither parent's incomes nor place of residence appeared to have much effect on the student's decisions to become teachers.

Quanbeck¹¹ found that in the group he examined, two-thirds of those who were prepared for teaching and never taught, placed grave responsibility upon the teacher-education institutions to improve their programs and methods of selection and guidance.

The role of the school has received attention from the investigations in the field of recruiting.

¹⁰Richey, Phillips, and Fox, op. cit., p. 32.

¹¹Martin Quanbeck, "A Study of the Alumni of Ten Minnesota Colleges," Journal of Teacher Education, 4:295-99, December, 1953.

Boutwell says:

Teachers play a more important role than they may think. Students of the teacher recruitment problem declare that the deciding factor in a young person's choice of teaching as a career is acquaintance with an influential teacher. The teacher who inspires respect, love, and affection will always be education's best recruiting sergeant.¹²

Richey, Phillips, and Fox¹³ found, however, that parents exerted by far the greatest amount of influence upon Indiana high school students as the latter selected an occupation.

Twenty-seven per cent of the college freshmen studied by Kropp and Lastinger¹⁴ said teachers had been the most important influence in their choice of teaching as a career; 23 per cent mentioned parents.

Frantz¹⁵ developed and evaluated a program for teacher recruitment in a Pennsylvania high school. As a result of teacher recruitment, larger numbers of students planned to teach than formerly had been the case. As a conclusion of the study, Frantz says:

¹²William D. Boutwell, "What's Happening in Education," National Parent Teacher, 49:15-16, October, 1954.

¹³Richey, Phillips, and Fox, op. cit., p. 33.

¹⁴Kropp and Lastinger, op. cit., pp. 275-77.

¹⁵Kenneth D. Frantz, "The Role of the High School in the Selective Recruitment of Teachers," Bulletin of the National Association of Secondary School Principals, 38: 139-53, March, 1954.

At the close of the school term during which this program of selective recruitment was implemented, twenty per cent of the pupils in the graduating class applied for admission to teacher preparing institutions. During the previous decade, the percentage of pupils applying for admission to colleges of all types was seldom higher than ten per cent. . . . It is the opinion of the writer that the pupils who applied for admissions to teacher preparing institutions were persons of exceptionally high quality.¹⁶

Crum¹⁷ states, as a result of a study with 68 per cent return, that about 40 per cent of Indiana high schools have some form of exploratory teaching program. The probable value of such a program is indicated by Kish,¹⁸ who found that high school students who engaged in cadet teaching reacted very favorably to it and considered it to be of definite help to them in deciding to become teachers.

Schwartz¹⁹ describes the joint endeavors of thirty-six Iowa colleges and universities to cooperate with the public schools in the recruitment of teachers.

¹⁶Ibid., p. 151.

¹⁷Clyde E. Crum, "A Study of Teacher Recruitment Practices in Indiana High Schools," Teachers College Journal, 25:71-76, March, 1954.

¹⁸Mary M. Kish, "An Investigation of High School Cadet Teaching Experiences of Students at ISTC," Teachers College Journal, 25:76-78, March, 1954.

¹⁹Alfred Schwartz, "Iowa Cooperative Program for Teacher Recruitment," Journal of Teacher Education, 4:205-6, September, 1954.

A "prospective teacher" day was held annually, with students from the public schools visiting teacher education programs in their vicinity. A similar program is reported by Larkin and Lutzeier²⁰ from Wayne University.

In regard to the problem of recruitment and guidance as a whole, some recommendations have been made.

Bancroft²¹ suggests that (1) more men be recruited, since they stay in the profession longer; (2) that to some extent psychological test scores be discounted and greater value be placed on desire to teach, love of children, and interest in people; (3) that tests of sincerely toward teaching or surveys of attitudes toward teaching be developed as selective criteria; (4) that more time and effort be spent in providing visits to teacher education institutions for high school students.

In the area of research on the effectiveness of screening techniques in the retention programs, the investigators seem to be concerned mainly with reporting the results

²⁰Lewis Larkin and Paul Lutzeier, "The Wayne University Program of Teacher Recruitment," Lay-Professional Action to Secure and Retain Qualified Teachers. The National Commission on Teacher Education and Professional Standards, Report of the Albany Conference, June, 1954, pp. 108-16.

²¹Bancroft, op. cit., pp. 195-96.

of the application of the techniques. Apparently, the fundamental problem in selecting students before accepting them for admission to teacher education and also through the college years, for the teaching profession, is to connect certain characteristics they possess with their latest performance as teachers. Since the identification of teaching success is such a complex matter, it seems to be easier to rule out candidates on the basis of characteristics which are rather clearly causes of failure, than to select candidates who are likely to be notably successful.

Olson found, as reported by Butsch and Jacobsen,²² in his survey of the policies and practices in the selection of candidates for the teaching profession, that the following criteria were used by a majority of the institutions in the North Central Association: scholarship records, prescribed high school subjects, character testimonials,

²²George A. Olson, "Policies and Practices in the Selection of Candidates for the Teaching Profession in Colleges and Universities of the North Central Association," Doctor's dissertation, Northwestern University, Evanston, Illinois, 1953; cited by Howard S. Butsch and Gene S. Jacobsen, "Recruitment Guidance and Screening of Prospective Elementary and Secondary School Teachers," Review of Educational Research, 25:208, June, 1955.

letters of recommendation, health examination, and interest in the teaching profession. Criteria used to a lesser extent were intelligence test scores; hearing, speech and vision examinations; personality ratings; and achievement and special aptitude tests. In the initial selection of freshmen before admission, private institutions were more selective than public colleges and universities.

Sands²³ surveyed 112 institutions and found that over 40 per cent used intelligence tests, English usage tests, course prerequisites, and grade point average for the purpose of admission and screening. From 20 to 40 per cent used tests of contemporary affairs, interest inventories, scholastic and teaching aptitude test, and reading, speech, and personality tests.

Larkin and Lutzeier stress the similarity between the principles and techniques used by teacher education institutions in the selective recruitment and retention program, and those used in any sound college public relations program.

They say:

²³John E. Sands, "Off-Campus Student Teaching Practices in One Hundred and Twelve Institutions," Education, 73:636, June, 1953.

The chief responsibility in any program to retain or recruit capable candidates for the teaching profession falls on the faculty of the education college. In the classroom and through personal counseling, it plays a major role in inspiring qualified candidates to continue toward professional goals and to discourage those who do not meet the high standards required by the profession.

Inasmuch as the faculty plays such a vital role in this program, it is important that members be kept fully informed of college policy and practices. All faculty should receive informational aids, such as brochures, studies, statistics, and other printed material, which can be effectively used both in telling the story of teacher needs in the community and in describing the opportunities prospective teachers can find within the profession.

Even in small teacher education institutions, it is wise to center the authority for coordinating a problem with one individual.²⁴

As a result of the Albany Conference sponsored by the National Commission on Teacher Education and Professional Standards²⁵ it was suggested that the particular recruitment program adopted by a given institution should be evolved slowly enough to permit solid development and adjustment to local conditions. Some caution should be exercised in the use of the word "recruitment," as in certain situations the concept of an "informational program" would be more acceptable. The institutions should involve

²⁴Larkin and Lutzeier, op. cit., p. 109.

²⁵National Commission on Teacher Education and Professional Standards, Appraisal of Action Program, Report of Study Group 2B, The Albany Conference, Competent Teachers for America's Schools, Washington, D.C.: National Education Association of the United States, June, 1954, pp. 118-19.

the entire faculty in such recruitment activities as participation in career days, interviews with prospective students, and correspondence with students interested in special areas. Wherever possible, students and student organizations should be involved in recruitment activities.

As a whole, these were the recommendations made to help secure cooperative planning and operation of recruitment programs:

1. There should be committees, in given areas, of all college personnel interested in this work. These committees should maintain contact, and occasionally meet, with community and state groups organized for the same purpose.

2. There should be a continuous exchange of recruitment materials among institutions, directly or through a cooperative TEPS packet program.

3. There can be a cooperative effort by a number of institutions to prepare materials for and to participate in the programs of such groups as the Council of Personnel, the College Placement Offices, and Careers Unlimited.

4. Colleges may combine to carry out a joint approach to newspapers, TV, radio, etc., for publicity on the needs of the schools; the making of film strips which can be used by all institutions; the planning of approaches to various industries to finance recruitment materials in a specific area; and the distribution of general recruitment materials.²⁶

²⁶Ibid., pp. 119-20.

As a result of the same Albany Conference²⁷ it was recommended that there should be state-wide coordination of all recruitment activities, but that this coordination should be cooperative rather than legislative. Although it was found to be clear that ultimate responsibility should be placed with some accessible person hired for this purpose and able to give it full-time attention, there was found to be insufficient evidence available to determine whether such a person should represent the Teacher Education and Professional Standards Commission of the National Education Association, the State Department of Education, the State Teachers' Association, or some other group.

Adams²⁸ found from a questionnaire sent to the forty-eight state departments of education that only eight of the states had some one person delegated to teacher recruitment work.

There are considerable data to support the contention that one of the main problems in education today is to recruit an adequate supply of elementary school teachers.

²⁷Ibid., pp. 120-22.

²⁸Arthur Adams, "State Activity in Teacher Recruitment," School Life, 36:2, October, 1953.

Admittedly, the studies made give emphasis to a wide range of aspects within this main problem. A great number of studies have been concerned with the role of the layman, the elementary school teacher, the state, and so forth, in this recruitment.

Considerably less data are obtainable from the college level, as to what they have done and what they can do as a contribution to solve the problem.

CHAPTER III

COLLECTION OF THE DATA

In Chapter I were listed the areas in which data were to be sought. This chapter attempts to present in detail the methods used in gathering the data necessary to this study.

I. COLLECTION OF THE DATA IN THE UNITED STATES

Information on the first item, a view of the teacher education programs under discussion and a description of the problems connected with these programs, came from catalogues, handbooks, pamphlets, and information blanks provided by the four institutions involved in the study. In addition to this, ^{Some} ~~a number of~~ ^{was} data were obtained from various administrators and faculty members through personal interview.

The same sources were used for information on the four other items within the first main problem: the selective recruitment policy at the institution; the techniques and procedures used for retention of the most capable candidates; a view of the future plans; and the underlying philosophy of the participation in the program.

In order to give greater depth to the part of the study dealing with philosophical and future plans, the

questionnaire technique was employed. The questionnaire was arranged open-ended and was to be given through personal interview to administrators and members of the teaching staff at College of the Pacific, San Jose State College, Stanford University, and the University of California.

The questionnaire included twenty separate questions divided into two main parts: (1) The United States and/or California in general, and (2) Your school in particular.

The original questionnaire was revised several times as to exactness and pertinence of the questions. In its preliminary form it was submitted to members of the faculty of the College of the Pacific who were familiar with the problem and to the members of the thesis committee for their suggestions. It was felt that as the nature of the problem at large indicated some overlapping of the items, the study would be more meaningful and compact if the aspects of the philosophical and future plans could be treated in connection with the problems of recruitment and selection. The purpose and the use of the questionnaire became thus, somewhat out of focus with the study. The practical difficulties in providing a significant sampling for statistical analysis was also considered, and a limited use of the questionnaire was decided upon.

The questionnaire was administered to the total number of fifteen administrators and faculty members: five

at College of the Pacific, three at San Jose State College, four at Stanford University, and three at University of California. This was found to be too small a number to indicate the questionnaire's validity and reliability. Therefore, the information given in the questionnaire will be used as background material only. A summary of the results will be given in Chapter IV, and a copy of the questionnaire will be found in the Appendix, page 96.

The cooperation from the schools involved in the study was very good and all the necessary information was provided.

II. COLLECTION OF THE DATA IN NORWAY

Information on the second main problem, a comparison with teacher education in Norway, came from sources provided by the Royal Norwegian Ministry of Church and Education¹ and the Institute of Educational Research, University of Oslo.² They include such material as laws and regulations for teacher colleges, information and application blanks, handbooks, committee reports, professional magazine articles, and pamphlets. Where the

¹Det Kongelige Kirke og Undervisningsdepartement.

²Pedagogisk Forskningsinstitutt, Universitetet i Oslo.

information sought was not obtainable from these sources, Magister Per Rand at the University of Oslo was kind enough to provide these through the files at the Ministry of Church and Education, the Norwegian Teacher Association,³ the Norwegian School Library,⁴ and the Council on Teacher Education.⁵

The investigator's own experience in the Norwegian School System gave light to parts of the problems involved. If not indicated, the translation from Norwegian to English is done by the writer.

³Norges Laererlag.

⁴Norsk Skolebibliotek.

⁵Laererskolerådet

CHAPTER IV

PRESENTATION AND ANALYSIS OF THE DATA IN THE UNITED STATES

In Chapter III were indicated the techniques and procedures used in the collection of the data. This chapter attempts to present and analyses in detail the data pertinent to problems in the United States.

I. COLLEGE OF THE PACIFIC

College of the Pacific was chartered on July 10, 1851, "the product of a militant and zealous Methodism."¹ It was originally located in Santa Clara, moved in 1871 to San Jose, and finally relocated on its present campus in Stockton in 1924. The college is co-educational liberal arts college, related to the Methodist Church.

The college gives lower division, upper division, and graduate work; the latter leading to two master's degrees, and the doctor's degree in education and in Asian studies. It offers majors in the usual fields, and includes a Conservatory of Music, a School of Pharmacy, and a School of Education.

¹College of the Pacific, Bulletin, Catalogue Issue (Stockton: 1954), p. 11.

With a total enrollment of 1,772 students in the spring semester, 1955, the school is the smallest of the four institutions involved in this study. The problems in administration are seemingly not great, and the staff can take advantage of informal decisions when the work needs to be expedited.

Faculty meetings are called by the President when matters of general interest need to be presented. The Faculty Council, which is mainly advisory and informatory in character, meets once a month. The main policy making committee is the Committee on Academic Policy, to which all matters of major policy are referred. The Administrative Committee is in charge of major matters of discipline, petitions, academic rules, and so on.

Of special interest and significance to teacher education is the Council on Teacher Education, which consists of administrative officers of the College and the chairmen of the major departments concerned. It also includes those in administrative positions in the School of Education. The purpose of this council is to advise and, in terms of the professional programs relating to the various credentials, represent the total institution in future planning. By and large, this is an attempt to recognize that teacher education is a responsibility of the entire college as well as of the School of Education.

The staff of the School of Education is the main body responsible for the requirements and the policy regarding teacher education. In addition, the President appoints a cabinet of the School of Education including the Dean and the directors of elementary education, secondary education, educational administration, and psychology. This cabinet is of a policy-making nature and reports to the School of Education at its monthly meetings. Every change in the program must be within the stated policy of the college, and in consideration of state credential requirements. In addition to the regular semesters, College of the Pacific operates summer sessions especially arranged for teachers in service and those on provisional credentials.

The professional program in education. The College of the Pacific is approved by the California State Board of Education to offer preparation to candidates leading to nineteen different teaching credentials. The credentials now in effect, together with the number of students recommended for each credential during the last three years, are indicated in Table I.

Within this professional program, the program leading toward the General Elementary Credential is quantitatively the most important. The required courses together

TABLE I

CREDENTIALS NOW IN EFFECT AND NUMBER OF STUDENTS
RECOMMENDED FOR EACH CREDENTIAL
1952-1955

Credential	1952- 1953	1953- 1954	1954- 1955
General Elementary	66	70	69
Special:			
Art	1	2	1
Homemaking	2	5	1
Music	4	2	6
Physical Education	5	7	8
Speech Correction	6	2	6
Mentally Retarded	0	4	0
Junior High	2	2	0
Junior College	0	0	0
General Secondary	24	24	24
Special Supervision:			
Music	1	2	0
Art	0	0	0
School Psychometrist	4	4	4
School Psychologist	1	2	1
Welfare and Attendance	4	3	3
Elementary Administration	22	18	18
Elementary Supervision	0	1	0
Secondary Administration	12	10	12
Secondary Supervision	0	0	0

NOTE: Application of the College of the Pacific to the Committee on Accreditation of the California State Board of Education, October, 1953.

with their sequence for the general elementary credential are indicated in the current college catalog:

The School of Education will issue its recommendations for a general elementary rec credential upon the fulfillment of the following requirements:

1. Graduation with a bachelor's degree from a standard college, with the entire program of undergraduate work approved by or under the direction of the School of Education.

2. Completion of state requirements in United States history and constitution, and California government. This is satisfied with the bachelor's degree requirement.

3. Presentation of evidence of successful work experience with an organized group of children. This requirement is to be met within three years of the date the credential is to be granted. Summer camp counselorships or a minimum of six months of regular youth leadership will be accepted.

4. Completion of a college aptitude test.

5. Completion of a diagnostic speech test and any remedial program recommended by the Department of Speech.

6. Completion of three units of general psychology.

7. Completion of the following courses in other departments of the college: Art 150, and either 151 or 152; Music 117; natural Science 101 or Geology 151; Physical Education activity course 143.

8. Completion of the following courses in the School of Education with a minimum grade of "C": Junior year: Education 100, 130, and 134; Senior year: Education 158 and Psychology 140.

9. Scholarships: For admission to candidacy a cumulative grade point average of 1.00 must have been obtained. For admission to Education 158, Directed Teaching, an upper division grade point average of 1.25 must have been achieved.

10. Approval of the Credential Committee based on the applicant's professional interest and growth.

11. Approval on health examination.²

According to this, a recommendation for the general elementary credential from College of the Pacific is given to a candidate, only after an educational background leading to a Bachelor's Degree.

The very fact that the College of the Pacific is not only a private institution charging tuition, but also related to the Methodist Church, may have some bearing upon the nature of the student body. The hypothesis that the majority of the student body members come from homes in the middle and upper-middle socio-economic group could well prove to be correct, and the intellectual ability of the students is to some extent indicated by the fact that the "average" score of the students on the A.C.E. test, given to all students entering the College of the Pacific, is within the general norm of students in other liberal arts colleges in the United States.

The general objectives of the School of Education are:

²College of the Pacific, Bulletin, Catalog issue. (Stockton: 1954), p. 164.

1. To offer each student a liberal education which through the acquisition of knowledge he may achieve an attitude of self-criticism and of world-mindedness, of being tolerant yet at the same time having definite convictions leading to action benefiting both the individual and the group, and consistent with American democratic ideals.

2. To contribute to each student's understanding of himself and to stimulate growth toward emotional maturity.

3. To foster and stimulate a research attitude, together with high standards of scholarship, in all graduate students.³

The objectives for Teacher Education are:

1. To develop a mature individual who understands, likes and is skillful in working with children.

2. To develop a teacher who has an understanding of the learning process and who is skillful in planning, executing, and evaluating the instructional program.

3. To develop a teacher who functions as a democratic community leader.

4. To develop a citizen who is sensitive to the needs in the school, the community, the state, the nation, and the world.

5. To develop a teacher who is aware of the challenges in the teaching profession and of his obligations to grow in services.⁴

³Report of the College of the Pacific to the Western College Association and to the California State Board of Education (Stockton: November, 1955).

⁴Ibid.

The recruitment policy. The recruitment of elementary school teachers is a coordinated part of the general and informalized recruitment program of the college. This program is conducted by the Director of Admissions in cooperation with the Director of Public Relations, and various administrators and staff members.

The most important part of this program is the visit to the high schools and junior colleges in the area. The Director of Admissions does, for the most part, the visiting himself, often assisted by one or more of the staff members. On these visits, formal and informal speeches are given to small groups or the whole student body at the schools. Students indicating their interest in a college education are given informational material, for example: pamphlets, brochures, the college catalogue, et cetera, giving them the necessary information about scholastic requirements and opportunities, living accommodations, costs, campus life, and available loans and scholarships. If the student indicates specific interest in College of the Pacific, he is later contacted through letter and receives application blanks.

In addition to this direct contact with the high school student, posters for the bulletin board and the college bulletin are sent to each high school and junior

college in the area the college is serving. Upon request, this material is also sent to other schools farther away.

Another part of the program is directed toward the alumni of the college; through the alumni paper they are kept informed about the plans and the development of the college; various articles have appeared in their paper stressing the need for elementary school teachers and the role of previous students as recruiters. According to the Director of Admissions,⁵ the recruitment of students for the college and thereby candidates for the teaching profession, is to a great extent aided by the alumni organization. Together with the local ministers of the Methodist Church, this organization plays an important and vital role in the recruitment program of the college.

More direct recruitment in cooperation with the School of Education takes place in the campus chapters of the California Student Teacher Association, and Phi Delta Kappa. The former, organized to be a forum for the students already preparing for a teaching credential, has also on its program exchanges with high school clubs, thus introducing high school students to the teaching profession. At the same time the association also provides

⁵Opinion expressed by Elliot J. Taylor, Director of Admissions, personal interview.

posters with a recruitment purpose for various junior college and high school bulletin boards.

The latter has recently elected a committee on teacher recruitment with the authority to present to the chapter the scientifically proved and best ways and means for the individual member and the whole group to attack the teacher shortage problem. At the present time it is not possible to evaluate the results of this committee.

A unique aspect of the recruitment program at College of the Pacific is the so-called Pilot Study. This program was conceived and originated in the School of Education during the school year 1953-1954 and had its actual beginning with the first summer session of 1954. The purpose and underlying philosophy of this program was to get into college, as elementary education majors, some of those students who otherwise would have been lost to the profession. In order to do so, the Guidance Offices at the junior colleges in Modesto and Stockton were contacted; and the content and purpose of the program was made known among the students. There were sixty applicants for the seventeen full-tuition scholarships available. Based upon recommendations from the junior college and personal interviews, the seventeen students to undertake the program beginning June, 1954, were selected. These students already had their junior

college degree and they went through two summer sessions, two semesters, and two summer sessions of full training consecutively. By the end of the second summer sessions they were recommended for a provisional credential and started teaching; however, still continuing under supervision and as part-time students of the college. By August, 1956, they will receive their full elementary teaching credential and thus be able to start their career at the same time as the regular students, but with one year of teaching experience in addition to their education. Nineteen students started on the same program June, 1955, and there is a general feeling among the faculty members of the School of Education that this will be an increasing feature of the teacher education program at College of the Pacific.

The selection procedure. The requirements for an elementary teaching credential were stated on pages 31 and 32, and gave a general outline of the selective techniques and procedures. However, further attention to this is necessary.

In close cooperation with the Deans of Men and of Women, the School of Education has developed an extensive counseling plan for those students who indicate interest in becoming a candidate for some credential. After a student

declares his definite intent to become an elementary credential candidate he is assigned to a member of the School of Education staff for his professional counseling. He must file his application blank with the credential secretary who maintains a central record file for each candidate. He must then send rating sheets to three former teacher or community leaders, who can evaluate his aptitude for teaching.

The student must then take the American Council on Education College Aptitude Test, a hearing and a speech test given by the Speech Department, and physical examination given by the College Medical Staff. A battery of achievement tests, including penmanship, language, reading, spelling, and arithmetic are also given to the student, and each area has to be passed according to acceptable standards.

After various data have been gathered about the student, he meets the Credential Committee. The Director of Elementary Education, the Director of Student Teaching, and one staff member from the School of Education are permanent members of this committee, and depending on the particular student meeting the committee, other faculty members may assist the committee.

The committee meets each student individually and after a careful consideration of his emotional, intellectual,

physical, and social qualifications for future teaching the committee may:

1. Refuse to accept him as a candidate for a credential. The student may then later reapply for acceptance if he feels the hindering factors are removed.

2. Withhold the acceptance until he corrects the questionable factors, for example, raises grade point average, or furnishes the committee with more data about himself.

3. Accept him fully as a credential candidate.

The committee may later be called to consider unusual cases at any time during the student's candidacy and may deny the student the right to continue as a credential candidate.

All through the student's professional education, his instructors and advisor remain in close personal contact with him, thus keeping him informed about his development as well as giving him the necessary personal and professional counseling.

In summary, the recruitment of elementary school teacher candidates at College of the Pacific is an important part of the general informalized recruitment program of the college, and the selective procedure gives great impact to the personal contact between students and the faculty members. The final judgments are made upon the

collected data indicating the candidate's physical, emotional, social, and intellectual ability as a teacher.

II. SAN JOSE STATE COLLEGE

San Jose State College is located in San Jose, in the middle of the city, the county seat of Santa Clara County.

The college is the oldest state institution for higher education in California, beginning in 1857 as a private normal school located in San Francisco. In 1862, however, the college was taken over by the California State Normal School and relocated to its present campus in 1871.

The college was known as the San Jose State Normal School until 1921, when its name was changed to San Jose State Teachers Colleges. Since 1935 it has been known officially as San Jose State College, and it is today the largest of California's ten state colleges. These colleges are under the jurisdiction of the State Board of Education and are specifically directed by the Division of State Colleges and Teacher Education in the California State Department of Education.

The State Board of Education authorized the college to offer graduate level instruction leading to several Master of Arts Degrees in 1946.

The combination of a co-educational state college and a fairly large student body of 9,648 in the spring semester 1955, makes the administrative pattern somewhat complex. The top authority and general policy making body is the ten member California State Board of Education with the State Department of Education as the executive organ. Within this organ, the Superintendent of Public Instruction and Director of Education, the Associate Superintendent of Public Instruction, and the Chief of the Division of State Colleges and Teacher Education, and the Assistant Division Chief of the State Colleges and Teacher Education, are the three administrative officers who work in close cooperation with the President of the college in matters regarding the college.

The President of the College is appointed by the State Board of Education and together with the Dean of Instruction and the twelve division chairmen forms the Internal Academic Policy Committee. This committee is responsible for the more specific academic procedures and regulations in reference to the general policy set forth by the State Board of Education.

The education of teachers is centered in the Division of Teacher Education, which in turn is divided into an Education Department and a Librarianship Department. There is no formal administrative separation between elementary

and secondary education. While the chairman of the division together with the heads of the two departments are the administrative officials, the Teacher Education Committee is the policy making body. This committee has four advisory sub-committees: the Elementary Selection Committee, the Secondary Selection Committee, the Administration and Supervision Committee, and the Pupil Personnel Service Committee.

The professional program in education. The objectives of San Jose State College are stated in the current bulletin:

In general terms, the college seeks to prepare students for active and useful lives as citizens of the State and Nation by providing them with competency in some vocation for which they are suited by aptitudes and inclination and also by giving them opportunities to acquire an understanding and appreciation of the social, economic, political and cultural heritage upon which American civilization is based.⁶

According to the same bulletin, the primary function of the college is the training of teachers.⁷ The college is approved by the State Board of Education to offer instruction leading to sixteen teaching credentials. The number of credentials issued in the period from 1950 to

⁶San Jose State College, Bulletin, Circular of Information Announcement of Courses, p. 29 (San Jose: 1955).

⁷Ibid.

1955 are shown in Table II.

This table shows clearly that, with the exception of the school year 1950-1951, there were issued by far, more General Elementary and Kindergarten-Primary Credentials than any other credential. Therefore, there should be some justification in the assumption that this aspect of the teacher training program is the quantitatively most important.

Like the College of the Pacific, San Jose State College requires a Bachelor of Art's Degree before an elementary teaching credential is recommended, and the difference in the course sequence and requirements are so minimal at the two institutions that it seemed unnecessary to repeat them here. San Jose State College requires, however, an elementary major, selected from the following fields: nature, study, mathematics, health, music, art, physical education, social studies, speech, home economics, English, industrial arts, librarianship, remedial speech, recreation, and psychology.

The courses and general program in the education department have been designed to provide a sound, practical background for classroom teaching and administration on the elementary level. The department also coordinates those functions which have a bearing on the training of teachers, employs a thorough selective process, and provides observation and student teaching experience in the public schools.

TABLE II
NUMBER OF CREDENTIALS ISSUED AT SAN JOSE STATE
COLLEGE, 1950-1955

Year Issued	Gen. Elem. and Kind. Prim.	Jr. High, Spec. Sec. and Gen. Sec.	Total
1950-1951	228	290	518
1951-1952	300	205	505
1952-1953	306	168	474
1953-1954	302	188	490
1954-1955	395	216	616

This results in a satisfactory combination of course work, continuous guidance and practical experience.⁸

It was somewhat difficult to find a direct statement of the objectives pertinent to the education of elementary teachers. According to the Chairman of the Teacher Education Division the statement found in a handbook for student teachers would be the most adequate.⁹

The college endeavors to send the student out with a feeling of responsibility toward his task. As a result of his training, he should have an appreciative attitude toward all persons connected with his student teaching assignment. . . . Supervisors from the college are too well aware of the difficulties involved in maintaining a school to expect perfection, or to fail to respect differences in viewpoint and practice. Mutual, friendly confidence resting upon the highest ethical standards of the profession is the aim in all personal and professional relationships of the college.¹⁰

The recruitment policy. San Jose State College does not have any general program for the direct recruitment of students. Some indirect recruitment obviously takes place through members of the staff, students, and the alumni of the college, but with the present crowded situation it is generally considered among the administrators

⁸Ibid., p. 292.

⁹Opinion expressed by William G. Sweeney, personal interview.

¹⁰San Jose State College, Handbook for Student Teachers in K.P., G.E., and J.H. Sch. Education (San Jose: 1951), p. 24.

to be more of a problem to provide adequate facilities and opportunities for the students already in school than to expand the student body.

As a result of the especially great shortage of elementary school teachers in the area, the college has, however, administered a teacher recruitment program since 1950. This program, called the Recruitment Clinic, originated in the campus chapter of the California Student Teacher Association, but is today a combined effort of this student organization, members of the staff of the Teacher Education Division, the California Teacher Association, and local high school teachers.

According to this program, between four and five hundred students from approximately eighty high schools are invited to the college twice a year. During their day-long visit, the high school students are introduced to the college and college life, but the main purpose of the visit is to make the high school students aware of the possibilities in the fields of education. Informal talks are given by students of the college and by faculty members and small discussion groups are organized where topics like: "What does it mean to be an elementary school teacher?" and "What are the chances in the field of education?" can be discussed more freely.

The selection procedures. Before a student is accepted as a teaching credential candidate he must go through an extensive screening process. This procedure of selection varies somewhat for different credentials, but it is developed in accordance with the requirements set forth by the State Department of Education and the objectives of the college.

A student who wants to become a candidate for an elementary teaching credential must first file his Application for Candidacy for a teaching credential with the Credentials Office. This office keeps a cumulative record of the student, giving all the data upon which the final decisions are based. However, before the student files his application he must attend one of the meetings in which the procedure is explained.

Another step for the student is to take a battery of tests measuring intelligence, personality, and general knowledge. These tests are administered each semester prior to registration and must be taken the first semester as a student at San Jose State College. In addition, the applicants for candidacy for an elementary credential must complete tests that measure academic interest and mental maturity.

The applicants are also required to show proficiency in certain elementary school subjects. Proficiency in

arithmetic, reading, social studies, grammar, and spelling is determined by specified tests and certain courses and must be completed satisfactorily by the second semester in college. By the end of the second semester, the applicants must also have secured a rating in speech from the Speech Clearance Committee. If the test reveals any inadequacies in the student's speech performance, course work or training in the Speech Clinic is prescribed.

The college requires a satisfactory rating on a thorough physical examination, and, in addition, it is necessary for the student to have further clearance from the Health Office within six months of issuance of an Elementary Teaching Credential. A student with any physical handicaps which might disqualify him from the teaching profession is advised to discuss his problem with the health office.

Every student working towards a credential is assigned an advisor in the Department of Education the first semester he attends the college. The advisor gives the student the necessary personal and professional counseling and also keeps him informed from time to time about his over-all grade point average which has to be above 2.25 (C plus) in order to be accepted on an Elementary Credential program. After a series of

interviews with the student, the advisor decides when the student is ready to meet the Teacher Selection Committee. First, however, the student must secure personality ratings from two faculty members. The ratings are on special forms containing twenty-seven items pertinent to the student's aptitude and ability as a future teacher.

The file of reports which have been secured through the foregoing procedures are studied individually by the members of the Teacher Selection Committee and the student's qualifications for teaching are reviewed by the committee in session. Final action is taken in which the committee is provided with the information necessary according to the requirements. At any time during a student's candidacy the committee may reconsider its decision and act according to the student's personal and professional achievements.

III. STANFORD UNIVERSITY

Stanford University was founded by Leland Stanford and Jane Lathrop Stanford in memory of their son, Leland Stanford, Jr., and was established under an act of the California Legislature, approved March 9, 1885. The institution, located near Palo Alto in Santa Clara County opened to students October 1, 1891. From the first class of 559 students, the study body increased to

approximately seven thousand in 1955, and the university is considered today to be among the outstanding institutions of higher learning in the United States.

The general purpose was given in the Founding Grant:

Its nature, that of a University, with such seminaries of learning as shall make it of the highest grade, including mechanical institutes, museums, galleries of art, laboratories and conservatories, together with all things necessary for the study of Agriculture. . . .

. . . Its object, to qualify students for personal success and direct usefulness in life.¹¹

Stanford University is a private, independent, co-educational institution financed through the original endowment, tuition, and grants of various forms.

The general control of the University is vested in the Board of Trustees; the internal administration of the academic program rests largely with the Academic Council. This council is composed of the President of the University, professors, associates professors, and assistant professors who serve on a permanent full-time basis. The President serves as its ex-officio chairman, and the authority is exercised through the President, departmental faculties, and the Council's own committees. Of special significance

¹¹Stanford University, Bulletin of Information. Eight series, No. 53, January, 1953.

are the Council's Advisory Board, its Executive Committee, and its Committee on Graduate Study. The Advisory Board approves faculty appointments and makes policy recommendations; the Executive Committee elects academic committees and may act in the Council's place when so authorized; and the Committee on Graduate Study governs the postgraduate curriculum, awarding advanced degrees and credentials.

Direct administration of the University is in the hands of the President, his administrative officers, deans of the schools, and heads of departments.

The professional program in education. The School of Education is responsible for the professional program in education for all school credentials. The Dean of the School has the general administrative responsibility, while the responsibility for the operation of the School is divided among a number of faculty committees, serving under the direction of the faculty as a whole. In elementary education, the Over-all Committee on Elementary Education serves as the main executive and policy making body. This committee has four sub-committees with advisory power. These are the Sub-Committee on Elementary Teaching Credential Program, the Sub-Committee on Master of Art's Degree and Elementary Administrative Credential

Program, the Sub-Committee on Education Specialist Degree and Elementary Supervisors Credential Program, and the Sub-Committee on Doctoral Program.

According to the present Dean of School of Education, the general objective for professional education at Stanford is in the direction of a small and selected group of students. He says:

The earliest statement of a general objective for professional education at Stanford was included in Ellwood P. Cubberley's Annual Report to the President of Stanford University in 1906.

In this report, Cubberley asserts that "... the most important service of the department is and should continue to be, that of carefully training a small number of selected men and women to go out and become leaders in the schools of the nation."

Since the above was written, the Department of Education has become the School of Education and has expanded in size, but the principle of selectivity and emphasis on leadership enumerated by Cubberley has continued as a basis of policy both in the credential and degree programs of the School.¹²

The School of Education is basically a graduate professional school with the major emphasis placed at the advanced degree level. It admits a limited number of undergraduate candidates for the elementary school credential who major in education, but, even here, Stanford has

¹²The Stanford University Report for the Joint Accreditation Committees, Western College Association, California State Board of Education and American Association of Colleges for Teacher Education, January, 1955, p. F-1.

a five-year program with the major professional emphasis in the graduate year. The students complete the work for their credential at the time of receiving the Master's Degree from the University. The Stanford School of Education offers three degrees beyond the Master's Degree. These are Educational Specialist (Ed. S.), Doctor of Education (Ed. D.), and Doctor of Philosophy (Ph. D.).

The University is accredited by the California State Board of Education to offer training leading to eleven different credentials. These credentials together with the number of candidates recommended for each credential from 1951 to 1954 are shown in Table III.

The nature of the professional program in education is, as indicated by the objective and the number of credentials issued, not focused upon the training of elementary school teachers. The recruitment of elementary school teachers tends therefore, to be somewhat de-emphasized.

The recruitment policy. Aside from individual and occasional efforts from faculty members, the School of Education has no clearly defined and officially established recruitment policy directed toward the high schools and the community. The recruitment of students is considered to be the task of the University as a whole in which the

TABLE III

NUMBER OF CREDENTIALS ISSUED AT STANFORD
UNIVERSITY, 1951-1954*

Credentials	1951-52	1952-53	1953-54
General Elementary	54	14	28
General Secondary	69	41	56
Junior College	4	4	5
Special Credential in Speech Correction	3	1	3
General Administration	23	4	4
Secondary Administration	13	7	8
Elementary Administration	20	21	15
Secondary Supervision	2	1	0
Elementary Supervision	1	1	0
School Psychologist	0	0	4
School Psychometrist	0	0	2

*The Stanford University Report for the Joint Accreditation Committee, Western College Association, California State Board of Education and American Association of Colleges for Teacher Education, January, 1955, p. F-3.

various schools and departments are an integral part.

Within the University some recruitment takes place in the form of counseling and student meetings. Every freshman indicating his interest in a teaching career is, through the registrar's office, assigned an advisor from the faculty of the School of Education, and each spring a well-publicized meeting is held for all interested students. At this meeting the program is described by students and members of the faculty and questions are answered. In addition, the campus chapter of Phi Delta Kappa has a teacher recruitment committee which sponsors meetings for young people to hear reports on teaching. The bulletin boards in the School of Education building are used with a recruitment purpose to some extent, but the value of the posters and displays is somewhat minimized by the fact that they appeal mostly to a narrow group of people already in the field.

The selection procedure. The selection of the candidates for the elementary credential is done in the spring of the student's sophomore year. About half the students are rejected, this number varying slightly from year to year. Before the student files his Application for Candidacy, he attends a meeting in which the program, the selection procedure, and the course sequence are

explained in detail. A folder of material about each applicant is assembled. This material includes transcript of high school and college record, recommendations from instructors who know the student well, a completed Minnesota Teacher Attitude Inventory, and a semi-structured autobiography designed to bring out some of the student's attitudes and past experiences. Such things as service, social work, and study experiences are included together with material that may indicate attitude toward teaching, seriousness of purpose, relations with children, and the student's expressed life objectives.

Each student is observed in a small group and given a personal interview by a committee. Included on the committee are members of the School of Education faculty and experienced school administrators. The procedure of observation is rather unique as a group of five or six students are asked to carry on an informal leaderless discussion among themselves on a given topic. The interviewing committee makes notes and individual ratings and after fifteen or twenty minutes in the group situation, the students are given a break. The material in the student's folder is then reviewed and he is seen individually by the committee. At the end of the interview, another series of independent ratings is made and then compared and discussed among the committee members. After the whole group has

been interviewed, a further review is made and recommendations are made to the Sub-Committee on Elementary Teaching Credential Program which makes the final decision of acceptance.

Continuing appraisal and selection is made throughout the three years of training, based on the student's academic and personal achievements in the program. At the beginning of the senior year, the Sub-Committee on Elementary Teaching Credential Program reviews the student's readiness, personality, and needs. A final formal rating form, based on apparent talent and aptitude for elementary classroom teaching, apparent aptitude for later work in the elementary field, and seriousness of purpose in preparing for leadership in elementary education, is used at the end of the student teaching.

Compared to the twenty-four semester units required by the California State Board of Education, Stanford requires sixty-six units of professional work for the recommendation of a general elementary credential. The student must keep a grade point average of C for his undergraduate work and a B average in the graduate part of the program.

Attempts are being made at the present time to establish the validity and the predictive value of the existing selection procedures. This research project is

still in its developmental stage and it is impossible to derive any significant conclusions from it.

IV. UNIVERSITY OF CALIFORNIA

The University of California was founded in 1868 and is, like San Jose State College, an integral part of the educational system of the State of California. The major difference between the two institutions is, however, that while the State Board of Education takes an active part in the internal and external affairs of San Jose State College, the University of California in terms of its charter is granted completed administrative freedom subject only ". . . to such legislative control as may be necessary to insure compliance with the terms of the endowments of the University and the security of its funds."¹³

The University is located on eight campuses, at Berkeley, Los Angeles, San Francisco, Davis, Mount Hamilton, La Jolla, Riverside, and Santa Barbara. Including all the campuses, the University has a total student body of close to forty thousand with approximately seventeen thousand at the Berkeley campus alone. In the large institution the

¹³University of California, Bulletin, Announcement of the Graduate Division Northern Section, Fall and Spring Semesters, 1955-1956 (Berkeley: June 10, 1955).

problems of organization are many and it is difficult to get an over-all view of the administrative procedures and the separation of responsibilities. The government of the University is entrusted to a corporation called the Regents of the University of California. This corporation is vested with the legal title to the property of the University, and is authorized to delegate to committees, faculty, or others, such authority or functions in the administration it finds necessary. As a result of this authority, the Regents have created the Academic Senate, consisting of the administrative officers and professors at the University. The Senate determines the conditions for admission, for certificates, and for degrees, and authorizes and supervises all course of instruction in the academic field, and recommends to the Regents all candidates for degrees. The Senate is divided into two sections: the Northern Section and the Southern Section; and each section has two sub-committees: the Council of the Graduate Division and the Council of the Undergraduate Division.

Within this administrative framework, the School of Education at Berkeley, which is considered in this study, plays a minor role.

The professional program in education. The responsibility of the professional program in education for all the school credentials is centered in the School of Education, with the Dean of the School responsible for the daily administrative decisions. The faculty as a body, is responsible for the operation of the School in agreement with the general policy set forth by the Academic Senate of the Northern Section. Within the various aspects of education pertinent to the elementary credential program, the President appoints committees of an advisory and a selective nature as the Committee on Teacher Education and its sub-committees, and the Committee on Admission to Supervised Teaching.

The School of Education offers training leading to twelve different credentials, but as it was not possible to obtain the number of credentials recommended during the last years no judgments can be made as to the relative importance of each credential. An approximate number of 175 elementary credentials and 150 secondary credentials issued per year was indicated by the Supervisor of Elementary Education.¹⁴

¹⁴Enoch Dumas, personal interview.

There was found to be no official statement for the professional program in education.

Like Stanford University, the program is basically graduate and any applicant for admission to the School of Education at Berkeley must have at least junior standing. Students who plan to be recommended for teaching credentials must have received their Bachelor of Arts Degree or a degree of similar value, and must be admitted to graduate standing by the University. In addition, the School of Education requires a grade point average of 2.5 (C plus) from the students in their junior and senior year, satisfactory performance on a psychological and an achievement test battery, and a satisfactory health certificate before the student is accepted for any credential program.

A few students are accepted as candidates for the Bachelor of Art's Degree with a major in education and beyond that of Master of Art's Degrees the School of Education offers degrees of Doctor of Education (Ed.D.) and Doctor of Philosophy (Ph.D.)

The recruitment policy. According to the Supervisor of Elementary Education ". . . the answer to the questions about our recruitment policy is very easy. We do not have any."¹⁵ On second thought, however, it was

¹⁵Ibid.

indicated that under the heading of public relations some informal recruitment took place.

Members of the campus chapter of California Student Teacher Association are occasionally sent to high schools to give talks about the teaching profession and the California Teachers Association sponsors a meeting of high school students on the campus. The meeting is not only to introduce the high school students to the campus and university life, but also to point out the teaching profession and its opportunities.

Each semester a well publicized meeting is held for those students interested in teaching as a career, and both faculty members and students of the School of Education participate in this meeting. The bulletin boards in the School of Education building are to some extent used with a recruitment purpose, but as at Stanford, the value of this technique is somewhat limited. Upon request, members of the faculty take part in high school career days, but in the past few years, this practice has been infrequent.

By and large, the facilities in the School of Education are crowded and this is, in part, the reason for the present recruitment policy. It is considered more of a problem to provide facilities for the present student body than to recruit new students.

The selection procedure. Seemingly, the selection procedure of the elementary credential candidates is not very complex at the University of California. Outside of the psychological test battery and the autobiography the student has to file along with his application; the faculty has no criteria by which to judge the applicant's fitness as a teacher. The student's academic achievements are the basic screening criteria and his grade-point average determines his acceptance on the program. The Committee on Teacher Education is the deciding body. The continued appraisal and selection through the three years of training is also based upon academic achievement, and in order to stay on the program, the student must maintain a grade-point average of at least 2.5 (C plus) in upper division work and postgraduate work, and a grade-point average of 2.0 (C) in Education courses, in his major and in his minor. The student must complete a minimum of twenty-eight semester units in required courses.

Taking into consideration the size of the various programs, it can be understood that the personal contact between faculty and students is lacking somewhat. However, each student is assigned an advisor who, in case of doubt, can refer the student to the Committee on Teacher Education or its sub-committee, the Committee on Supervised Teacher, for further action.

Conclusions and recommendations on the findings in the United States are to be found in Chapter VI.

V. SUMMARY OF THE QUESTIONNAIRE

The questionnaire administered to fifteen administrative officers and faculty members revealed a great inter-agreement.

All the educators questioned indicated the shortage of elementary school teachers and how to recruit them as one of the main problems in education. All fifteen favored federal or state support in terms of financial help, and two favored a more active participation by the federal and state governments. A lowering of the standards for credentials was not considered desirable by fourteen questioned. Fourteen were personally not satisfied with their school's recruitment policy, and thirteen were not satisfied with the selection procedures.

CHAPTER V

PRESENTATION AND ANALYSIS OF THE DATA IN NORWAY

To give a thorough overview of the Norwegian School System is far beyond the scope of this study. It was felt, however, that the study would gain considerably if it could give some consideration or introduction to education in general, in addition to the recruitment and selection aspects.

I. EDUCATION IN GENERAL

The country. Norway covers an area of 124,710 square miles and has a population of approximately 3,300,000 people. The largest city is Oslo, with a population of 435,000. Although Norway lies so far north, with a good part of the country within the Arctic Circle, its climate is, due to the Gulf Stream, relatively mild compared to other land areas in the same latitude. Only 4 per cent of the area is tillable land, the rest consisting of wasteland, lakes, mountains, forests, and glaciers. With the exception of a few urban centers, the population is widely distributed. Approximately 30 per cent of the population is engaged in agriculture, forest activities, and fisheries; 31 per cent in manufacturing and industrial activities; 19 per cent in commerce, shipping, and transport services;

7 per cent in professional and governmental service; and 10 per cent whose income is derived from various other occupations.¹

Norway is, in many respects, a poor country and it is far from self-supporting. The matter of educational development has been limited to what the country, as a whole, could afford, rather than what it wanted the development to be. This fact, together with the democratic evolution over a period of more than one hundred years, has had the major impact on the educational system of Norway today.

Administration and organization of the schools. When Norway gained its free constitution of 1814, which was inspired by both the French revolution's concepts of freedom and the American Constitution, the citizen of the country became responsible for the national democracy which the new constitution aimed to secure. This national democracy could not be established without a people aware of their civil duties and liberties, and general education

¹George M. Wiley, The Organization and Administration of the Educational System of Norway (Oslo: Royal Norwegian Ministry of Church and Education, 1955), p. 16.

for all became a necessity. The political history of Norway after 1814 shows that this was fully realized, as in a relatively short period of time new progressive school laws were introduced to develop and to improve the school system.

This development was closely associated with the changes in the social structure which took place as a consequence of the increasing industrialization of the country.

Although in Norway public administration is, to a great extent, decentralized and encourages local responsibility and initiative, the constitution establishes a state church and a central federal school administration.

It has often happened in the educational history of Norway that advances in education have been experimentally introduced in progressive municipalities, and when the results proved favorable, corresponding improvements were later introduced by law in all schools of the country. For instance, this was the case in 1921 when the Parliament introduced the compulsory seven-year primary school as a basic requirement for all children. The establishment of a common school for all in the age group from six to fourteen was the first step in the revision of the previously existing school system. This innovation introduced what is called "the common school principle."

According to this principle, all children must first pass through a common elementary school of the same type, in order to provide the basis for the establishment of an organic interdependence between all the different types of schools, stage by stage throughout the whole country.

Most of the schools are under the administration of the Ministry of Church and Education; not only those giving a general education like the elementary schools,² high schools,³ and universities, but also the majority of the vocational schools.⁴ Certain types of the trade schools⁵ have developed under their respective ministries and are still under their administration. Unity and common standards are safeguarded by state control, but the control of the school is in the hands of the people.

In every municipality there is a school board appointed by the municipal council. This board must be composed in a way that reflects the representation in the municipal council of the various political parties. A

²Folkeskolen.

³Gymnaset.

⁴Yrkes skolene.

⁵Handelsskolene.

representative from the teachers and a pastor appointed by the Bishop are also members of the board.

The school board appoints a professional school inspector who supervises the administrative and curricular aspects of the school work within the district. The link between the local school administration and the Ministry of Church and Education is represented either by the school directors, seven in all, who with their staff coordinate the elementary schools, the high schools, and other youth schools,⁶ or by expert councils for schools like the teachers colleges and trade schools. The universities are self-governed and only connected with the Ministry in budget matters.

The great majority of the schools belong either to the districts or to the State: there are very few private schools. All the elementary schools are under the local school districts as are a majority of the secondary schools.

The basis of the school system is, as previously indicated, the seven year public school, compulsory and free for children of all classes. The School Law of 1936

⁶Ungdomsskolene.

concerning the city schools, Revisions of 1947 and 1948⁷ stimulates a certain minimum program of instruction in the country districts and a somewhat higher minimum in the towns. The individual municipalities can extend the minimum of compulsory hours and the State gives financial support in proportion to the increase. The district bears the expense of the school building and the equipment. The State gives financial support to districts whose position is weak.

The curriculum in the elementary school includes religious instruction, the Norwegian language, mathematics, art, music, geography, history, natural science, handicraft, physical training, and English for the two upper grades.

The Evangelical Lutheran Church is the State Church of which approximately 97 per cent of the population are considered to be members. During the first five years of the elementary school, the religious instruction includes the teaching of Bible and Church history; during the last two years instruction is concerned with the faith of the

⁷Lov av 16 juli 1936 om folkeskolene i hjøpstaedene, Lov av 23 mai 1947 om brigde i love om folkeskolene i byene av 16 juli 1936, og Lov av 13 desember 1948 om endring i lov om folkeskolene i kjøpstaedene av 16 juli 1936.

Lutheran Church. Pupils who belong to other faiths or denominations may be exempted from religious instruction.

Teacher education. In Norway the responsibility for planning and development of a teacher training program as a whole is not centered in the Ministry or in any one group or committee. Reference has been made earlier to the Council on Teacher Education, however, the functions of this council are limited to the training of teachers for the elementary school only. The council is appointed by the Parliament to assist the Ministry and the local administrators in the supervision of the work in the Teacher Training Colleges, which relate only to the training of teachers for the elementary school. The administration of the program for the training of teachers for the secondary schools, the gymnasium, is organized under a separate plan. The teachers in the secondary schools have had their academic training in one of the two universities, and their professional training from a half year Pedagogical Seminar.

No person can accept regular employment in an elementary school without having passed the examination and having received the teaching credential given by one of the regular teacher training colleges. The work of these colleges, as has been pointed out, is under the

general supervision of the Council on Teacher Education. A statement more clearly defining the function of the Council vis a vis the Ministry and the local administrators is given in the Law for Teacher Colleges of February 1938.⁸ This law gives detailed legal provisions for the organization of these schools and also carries over into the instructional field. The Law outlines with some detail the course of instruction and makes definite provisions with regard to the requirements for admission as well as the administration of the examinations. The following paragraphs from the Law are significant in this frame of reference:

Section 1.

For the training of teachers in the elementary school the country shall have as many teacher training colleges as is necessary.

The teacher training colleges may be either four-year or two-year. The two-year course can have two lines, the ordinary line and the English line. The instruction is free for the students.

Section 2.

Under the management of the Council on Teacher Education the teacher training colleges give entrance examinations for the four-year course at a time which is fixed by the Ministry.

⁸Lov av 11 februar 1938 um laerarskular og prøvor for laerarar i folke-skulen.

Those who wish to take part in the examination send their applications to the rektor of the college concerned and enclose:

- a. Birth certificate and details of place of residence and domicile.
- b. Satisfactory report on conduct from recent times.
- c. Statement from the applicant on regulation form that he (she) is of good health and has no bodily defects which make him (her) unsuited for the teaching profession.
- d. Credentials of his (her) previous education. The same credentials must be forwarded by those who apply for admission to the two-year course.

For admission to class 1 in the four-year course the applicant must be seventeen years of age by July first the same year, and eighteen years of age for admission to class 2. For admission to the two-year course the applicant must be nineteen years of age by July first of the year when entrance is sought.

The rektor sends a list to the Council on Teacher Education with the above-mentioned information about those who have made application. The school board of the teachers college determines who shall be admitted to the test for the four-year course and sends proposals as to who should be enrolled in the two-year course to the Council on Teacher Education. This group has the final decision.

The more detailed provisions are stipulated in regulations given by the King.

Section 3.

Men and women who show in the examination that they are mature and possess the knowledge and ability which can be demanded from those who have gone through a well-organized elementary school and a six months continuation school or youth school are admitted to class 1 of the four-year course.

Students who have completed "examen artium" or who have graduated from the State College of Agriculture with good testimonials are admitted to the two-year course.

Section 5.

The four-year teacher training course gives instruction in the following subjects: religion, Norwegian, English, German, history and social studies, geography, natural science, arithmetic and geometry, pedagogies, practical teaching, singing, music, art, writing, hand work, physical training, gardening, forest planting and library work. The female students may be given instruction in home-making.

In the two-year course instruction is given in the following subjects: religion, Norwegian, social studies, natural science, arithmetic, pedagogies, practical teaching, singing, music, art, writing, hand work, physical training, gardening, forest planting and library work. The female students may be given instruction in home making.⁹

According to these data, there are two types of programs to be found in the Teacher Training Colleges. One of these is a four-year course, and the other a two-year course. Applicants for admission to the two-year course must have completed the work in the gymnasium and have taken the examen actiune. At the present time candidates for admission to the four-year course usually have educational qualifications somewhat above the minimum fixed by law. The law states that candidates for the

⁹Ibid., pp. 3-5.

four-year course must have completed the work of the elementary school followed by work in the continuation school or present satisfactory evidence of ability to carry on the work of the professional school.

In addition to these provisions of the law with regard to the subjects of instruction, the Council of Teacher Education is also required to present in detail a complete "Instruction Plan," covering the materials to be used in the program for each class for each year of the teacher training schedule. Under the law and under the regulations, this "Instruction Plan" must be used in all schools for each year of the program and for each class under instruction. Time schedules, which are uniform for all colleges and for all classes, are also provided. Any change or modification of the time schedule or even in the instructional outlines, can be made only with the approval of the Ministry.

It is apparent that these emphases on uniformity as to minute details have a tendency to make the instructional procedures somewhat rigid and to limit the development of progressive experimentation, which under wise leadership should prove of value in the gradual working out of more effective teaching procedures from year to year.

It should be noted that educators and authorities in the field are aware of the weakness of the system. A great number of studies have been conducted and various committees appointed or elected in order to make suggestions for future changes. Most pertinent in this connection is the Coordinating Committee¹⁰ appointed by the King in March, 1947 and the Committee on Psychological Methods and Their Use in Teacher Colleges¹¹ appointed by the Ministry of Church and Education in 1949. Both of these committees have made their final propositions, but it is impossible to include here any of the detail of these research studies and suggestions. However, reference to the most significant aspects will be made in a more revealing content later in this chapter.

II. THE RECRUITMENT PROBLEM

The nature of the problem. At the present time there is a serious shortage of teachers in the elementary schools in Norway. The Council on Teacher Education estimated in 1950 that there were approximately one thousand

¹⁰Samordningsnemda for skoleverket oppnemnd ved kongelig resolusjon 7 mars 1947.

¹¹Komiteen til utreing om psykologiske metoder til hjelp i laerersko en. Oppnevnt av Kirke og Undervisningsdepartementet 1949.

teachers in service with no or just some professional training; this number was expected to remain fairly constant until 1956. Including the teachers with an inadequate professional background, the total number of elementary school teachers in 1950 was only 11,500, which gives a ratio of approximately one out of every eleven teachers without the necessary qualifications for the service. Most of these teachers have no education beyond the *examin actium*.

There are many reasons for this shortage problem: first the population according to age, shows a similar trend as in the United States. the manpower pool from which to recruit teachers is comparatively small and there has been an increasing number of children of elementary school age. According to a survey made by the Ministry of Church and Education, the total number of pupils in the elementary schools in 1945-1946 was 287,390 in 1952-1953 356,000, and it was estimated that in 1957-58 this number would increase to about 425,000.¹² As the number of pupils is limited by law to thirty in each class, this automatically excludes any increase in the size of classes which

¹²Stortingsmelding number 9, Om tiltak til styrking av skoleverket, (Oslo: Naper, 1954), p. 7.

otherwise could have been a possible solution to the problem.

In addition, it has been a long existing problem in Norwegian teacher education that the remote rural areas and the northern part of the country tends to be less attractive to well-qualified teachers. In these areas the standard of living is lower and climactic and social living conditions are harder by far than in any other parts of the country. It is significant in connection with this fact that the majority of the thousand teachers with inadequate professional backgrounds are centered in the remote fjords, the islands along the coast, and the area above the Arctic Circle.

But basically the seriousness of the problem is due to World War II, when during the German occupation of Norway, from 1940 to 1945, numerous schools, and among them almost all the teachers colleges, were taken over by the German occupation forces and used for various military purposes. The education of elementary school teachers was, therefore, limited to an absolute minimum and when the war was over the Ministry of Church and Education had to face not only the increased number of children ready for school, but also a great lack of facilities for teacher education due to destruction and stagnation during the five-year period. The seriousness of the problem was

further stressed by the war-ravaged condition of the whole country. The industrial, economic, social, and educational reconstruction of the country required large investments of capital and with the limited funds available, it became a matter of careful planning and priority.

The recruitment policy. Education was given high priority, and to provide enough schools and teachers for the country's children became a major task for the government. According to the short-term planning of the Ministry of Church and Education the reconstruction of the existing teacher colleges was soon on its way. From about one hundred in 1945, the number of students accepted at the teacher colleges rose to 917 in 1951 and to 1,937 in 1953.¹³ Six emergency colleges were established in various parts of the country and a provision was made for the building of a permanent new college at Tromsø, in the northernmost part of the country. The thoroughly modern buildings are now completed and this college should serve as a real incentive toward the enrollment of a large number of well-qualified applicants for the teaching service in that part of the country. The

¹³Ibid., p. 19.

five hundred kroner government bonus every teacher in service above the Arctic Circle receives yearly should also prove as an incentive.

In order to increase the capacity of the teacher colleges a greater proportion of the students have been accepted in the two-year course than in the four-year course, and about half of the student body in the two-year course was accepted again under the "separate plan." This plan suggests that instead of completing their theoretical education in two consecutive years, the students, after one year in college, go into active independent service and return to the college for their final year after one year of practical training. A similar plan for the four-year course has not been introduced.

As a manifestation of the principle that there should be equal educational opportunities for everybody and that no one who wanted to become an elementary school teacher should be hindered because of financial difficulties, government funds are made available. The student can thus borrow the necessary amount for his education on an interest-free basis. This may in part be the reason for the increasing number of applicants to the teachers colleges. However, since the war, the number of applicants has been by far larger than the capacity of the schools. Varying somewhat from year to year, only

one-third to one-half of the applicants are actually admitted. This favorable situation from the teacher recruitment point of view is mostly due to the great social prestige a teacher has in Norway, the favorable salary schedules throughout the country, and the security connected with the profession.

Apparently, the nature of the problem of how to recruit enough elementary school teachers is of a different character in Norway than in the United States. In the United States the problem was, in general terms, defined as how to make the profession attractive to young people, while in Norway the definition of the problem must give more emphasis to the lack of facilities.

III. THE SELECTION PROCEDURES

The two-year course. The basis for the selection of students in the two-year course is the grade point average from the gymnasium. However, credits are also given for education beyond the gymnasium and for teaching experience. The students send their application directly to the college they want to attend. After an over-all evaluation of the applicants, the college sends its recommendations to the Council on Teacher Education which makes the final decision.

In 1939, the Council on Teacher Education published a table on the number of credits that could be given to secondary school attendance and examinations, but at the same time they stressed that this table was merely advisory and that, in many cases, an individual evaluation by the colleges would be necessary. This table was later revised in accordance with the changes and developments in the educational structure.

In practice, the consequence of the present selection procedure has been that only students with a very high grade point average are accepted immediately after the examen actium. Candidates with a lower grade point average usually have to wait one or two years before they can be accepted. This waiting period is spent "collecting" additional credits through further education of teaching experience. There is no entrance examination or personal interview for the purpose of determining the student's aptitude, ability, or personal qualifications for the teaching profession. Unlike most of the teacher institutions in the United States, there is no formal screening procedure after the student is accepted as a candidate. The theory is, as in many European schools, that the student's success or failure is determined by his academic achievements and that it is his own responsibility to use his capacity and to prepare for his future occupation.

The final examinations determine the student's grades; these examinations are administered and evaluated by the Council on Teacher Education which demands conformity on them throughout the country. The more informal tests given by the professors during the two year period are used as an aid to reveal to the student his own weaknesses vis a vis the evaluation criteria used in the final examination. The faculty and the rektor of the college must deal with the student in the event of emotional disturbances or other personality deficiencies. The faculty as a body can expel any student from the college if his conduct indicates that he would not be fitted for the teaching profession.

The four-year course. The candidates in the four-year course are selected according to their performance on the entrance examination administered yearly at each college in August. The written part of the examination includes two Norwegian compositions and one written arithmetic test; the oral part includes religion, Norwegian, history, geography, natural science, and arithmetic. In addition, the applicants are given a test in handwriting and one in music.

The Regulations for the Entrance Examination for Teacher Colleges make provisions for the use of psychological testing, but thus far this technique has not been

used for screening purposes. The Regulations give the following directions for the arrangement of the oral examinations:

The entrance examination has two purposes:

To measure the amount of elementary knowledge the student possesses, and to discover if he understands and can use this knowledge, if he can draw conclusions from what a student in teacher's college would be expected to know.

The examination should not be a test on the student's ability to memorize, but rather a device to seek out his intellectual and personal qualifications for the teaching service.

The examiner should take careful notes on his observations so that there can be significant criteria available when the faculty meeting establishes his final grade.¹⁴

The topics for the written examinations are given by the Council on Teacher Education, for the oral examinations which are administered by the professors at the colleges. The final score for each student is established by the faculty meeting and is actually the sum of the scores on the sub-tests. There is no test aimed toward the measurement of the student's ability for his would-be profession, but the oral examiners often raise or lower the grade according to their personal impressions of the

¹⁴Laerarskolen. Lov, reglement og undervisningsplaner, (Oslo: Grøndahl and Søn's Forlag, 1939), p. 35.

student's ability; thus they may influence the final grade.

Compared to the selection procedure in the two-year course, the entrance examination in the four-year course has the advantage that the faculty has an opportunity to come into personal contact with the applicant.

However, the subjective evaluation the faculty members can make about his abilities plays a minor role in the question of admission. The weakness of the examination is the emphasis on academic knowledge, and as the questions are of an objective and non-interpretive nature, a student who is clever in memorizing has a definite advantage in the competition. The fact that the applicants come from a great variety of educational backgrounds also tends to give the examination less value.

A summary of the findings in Norway and recommendations will be given in Chapter VI.

CHAPTER VI

SUMMARY AND CONCLUSIONS

The focus of this study has been on the recruitment and selection of elementary school teachers in the United States and in Norway. The study was made in recognition of the present shortage of elementary school teachers in these countries and the limitations were made according to the investigator's judgment.

The nature of this study was not to evaluate the present shortage of elementary school teachers in the United States, nor was it to compare the four institutions with each other in terms of "good" or "bad."

It was found that a serious shortage of elementary school teachers does exist, basically due to fluctuations in the population growth and influence of working sociological factors.

It was pointed out that in order to overcome the problem, groups and individuals on all levels of education should participate and cooperate, and combined effort should be stressed. No final answer could be given as to the best way of attacking the problem, but all means of public communication should be used in the area of recruitment. In selection, it was recommended to employ the most effective procedure vis a vis teacher quality.

The recruitment policy of the four institutions in consideration was explained and the extent of the participation established. It could be recommended that the efforts of the institutions be combined with those of educators in the field, that more means of public communication be employed, that more emphasis be given to recruitment of students for a particular institution be a coordinated part of the recruitment as a whole.

The selection procedures were likewise explained in detail and they were found to vary somewhat from institution to institution. Criteria for selection were grade-point average, recommendations, past experience, health, scores on psychological tests and achievements tests, faculty ratings and personal impressions based on observation and interview. It could be recommended that research be employed to establish validity, reliability, and predictive value of the selection procedures, and that revisions take place according to the findings of the research.

In Norway there are many outstanding problems which confront the Ministry of Church and Education and the educational authorities in the further development of the program for the training of teachers for the elementary school.

Basically, the reasons for these problems are of a post-war nature as the five years of destruction and inactivity created a developmental vacuum which has been hard to fill.

Fortunately Norway has experienced by far a greater number of applicants to the teacher colleges than the colleges could admit, which indicates that the problem of recruitment is less important than that of selection.

Reference has been made to the difference in requirements for admission to the two-year course and admission to the four-year course.

The selection of candidates in the two-year course was found to be based on the grade-point average from examination, with no continuing appraisal or selection through the two years of training.

It was further found that candidates in the four-year course were accepted according to performance on an entrance examination and that the value of this examination was somewhat limited due to the great spread in educational background and age of the students.

In conclusion, the suggestions of the Coordinating Committee on Psychological Methods and Their Use in Teacher Colleges, referred to previously, should be taken into consideration. Among the recommendations submitted by

Coordinating Committee was a suggestion that in order to be accepted for admission to the four-year course, the student should have completed a full program in the first two years of the gymnasium.

The Committee also recommends that research be done with the purpose of establishing valid methods for personal interviews, and that these methods, together with intelligence, aptitude, and personality tests be accepted as part of the selection procedure. The importance of professional counseling is pointed out and, in summary, it is the suggestion of the Committee that every aspect of teacher education, its structure, recruitment and selection, must be developed in light of clearly defined objectives and significant criteria for a good teacher.

The recommendations have not yet been acted upon and there have been no major changes since the end of World War II. A complete revision of the teacher education program in Norway is expected in the near future.

It is generally accepted by authorities in the field of education that the personality factors play just as important a part as the intellectual factors in the making of a good teacher. In the area of selection it could be concluded that the Norwegian procedures neglect these personality factors. It is recommended that the procedures that have proved valuable in the United States could

favorably be transferred to Norway. In professional and personal counseling, psychological tests, personal interviews, autobiographies and recommendations, the four institutions involved in this study seemed to have found means of measurement giving a more adequate and fair basis for selection.

In the area of recruitment, the reasons for problems are of a different character in the two countries, therefore, the investigator felt there was no basis for general recommendations.

Any certain aspect of a country's political, cultural, and social structure must be seen in light of the country's own national traditions, values, and aims. To make a significant comparison between education in the two different countries in qualitative terms is, therefore, extremely difficult. This difficulty carries over into specific areas of education also, and the methods of recruiting and selecting elementary school teachers in the two countries involved in the study can not be said to be "better" or "worse." It is hoped that more thorough studies of this nature may develop in the future and thus give rise to stronger motivation for interchange of ideas between nations.

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APPENDIX

APPENDIX

QUESTIONNAIRE PRESENTED TO ADMINISTRATORS AND PROFESSORS AT THE FOUR INSTITUTIONS

United States and/or California in general.

1. What, in your opinion, is today the greatest problem in the education of elementary teachers?
2. Why do you consider this problem so important?
3. What do you think are the reasons for this problem?
4. To what extent would you say the recruitment is a problem?
5. To what extent would you say the selection of the candidates is a problem?
6. In order to cope with these problems, what would you suggest should be done on a national or/and state level?
7. Do you think active participation from this federal or/and state government would be desirable?
8. If so, in what form? If not, why?
9. Would a lowering of the standards for credentials be desirable?
10. What do you consider to be the greatest accomplishments in the education of teachers in the last ten years?

This school in particular.

1. What would you say are the general aims for the education of elementary teachers at this school?
2. To what extent would you say these aims are accomplished?
3. Working towards these aims, are there any difficulties specifically connected with this school?

4. If so, what are they, and what are the reasons for them?
 5. Are you personally satisfied with your schools recruitment policy?
 6. If not, what do you think are the stronger aspects of this policy? Where do you think it fails? What can be done to improve it?
 7. Are you satisfied with your schools selection procedure?
 8. If not, where do you think it fails? What are its stronger aspects? What can be done to improve it?
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9. What would you consider to be the most effective short term planning to solve your school's recruitment problems? The most effective long term planning?
 10. What would you consider to be the most important and effective short term planning to solve your school's selection problems? The most important and effective long term planning?