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NATIONAL EDUCATION ASSOCIATION
RESEARCH BULLETIN

VOL. XVIII · No. 1

JANUARY · 1940

**City Teachers: Their Preparation,
Salaries, and Experience**

Published by the RESEARCH DIVISION of the
NATIONAL EDUCATION ASSOCIATION
of the UNITED STATES

1201 Sixteenth Street, N. W., Washington, D. C.

RESEARCH BULLETIN OF THE

Published five times each year
in January, March, May,
September, and November

NATIONAL
EDUCATION
ASSOCIATION

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Entered as second-class matter February 10, 1923, at the Post Office at Washington, D. C., under Act of August 24, 1912. Acceptance for mailing at special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized February 10, 1923.

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FOREWORD

THE AIMS OF EDUCATION are so lofty that they sometimes may seem to transcend the merely human powers of the men and women in the teaching profession. And yet it is those very people, already in the classrooms of the nation, who, more than any others, will be helping the children in school in the next few years to realize for themselves the aims of education. The teacher of today is also the teacher of the future, at least of the near future, and thus the qualifications of today's teachers deserve attention as a major factor in continued educational achievement.

The January 1940 *Research Bulletin* pictures in broad outline the qualifications of some two hundred thousand city teachers today, showing pertinent facts in relation to salaries paid. The study was made by the Research Division at the suggestion of the Association's Committee on Salaries. Such findings as these are reported:

1. The median city teacher has completed 4.2 years of educational preparation beyond high-school graduation. The corresponding level in 1920 was 2.5 years. The median level of preparation is the same in small cities below 5000 in population as in large cities above 100,000 in population.

2. Fourteen years of teaching experience has been completed by the median city school teacher. Levels of experience are much higher in large cities than in small ones.

3. Qualifications of teachers in terms of preparation and experience appear to have less relationship to salaries than do the factors of city size and geographic region.

There has been striking progress over earlier years in the aspects of teachers' qualifications reported on in this bulletin. Professional levels of preparation and long tenure of service are becoming typical of city teaching today. But there is no room for complacency. Quality of preparation and experience, as well as quantity, should be scrutinized; the income of teachers should be related more definitely to qualifications; the factors contributing to permanency in service should be evaluated; and the conditions of teaching service should be appraised in terms of their contribution to the continued professional growth of teachers. Efforts to improve the lot of rural teachers, whose status is so unsatisfactory in comparison to that of city teachers, should be intensified.

If the progress of the teaching profession in the past twenty years is to be continued in the decades that lie ahead, there must be statesmanlike consideration of basic questions regarding the status of teachers such as are raised in this bulletin. Thoughtful effort toward the solution of these problems, in the light of state and local conditions, is earnestly commended to all leaders of educational thought in the teaching profession.

WILLARD E. GIVENS, *Executive Secretary*
National Education Association

Introduction

Each year sees new demands upon the abilities of teachers. As always, children need help in learning to read, write, and use numbers. Courses of study are more flexible than they once were; integrated programs are being developed; but it is expected that in the end pupils will obtain a better rather than a poorer mastery of many traditional elements of the school curriculum. This old core of learning, once honored as an end in itself, is now taken for granted as a background for further learnings which the acute problems of the modern world bring to the fore. Safety education, social education, consumer education, sex education, conservation education, personality development, social skills, education for the democratic way of life—these phrases suggest but do not encompass the complex of new emphases in school experience. The teacher's responsibility was defined recently in these terms:

While facts, knowledge, and skills are and always will be essential in the education of children, they do not represent the major purposes for which the schools are maintained. It is only as the schools inculcate worthy attitudes and ideals, develop powers of critical analysis, initiative, and resourcefulness, and encourage habits of conduct that are socially desirable that they adequately serve our society. The highest teaching is really counseling and guidance, and the ultimate objectives of education are effective citizenship and good character.¹

So broad a view of the teacher's duties calls for superlative wisdom and ability. But no new race, endowed with teaching genius, is rising up to perform these almost superhuman tasks of teaching. The men and women now in the school service will do much of what is done in the next decade in leading young people toward an understanding of the world in which they live. Some new teachers will come in; many more of the old will remain.

The professional status of teachers now in service is then of concern not only for the present but for the future. Are these teachers prepared to render the service needed? Are they experienced in teaching? Are they following teaching as a life work or are they transients in the profession? Do the salaries they receive

bear some reasonable relation to their professional qualifications? The facts in this bulletin on the status of city teachers give a partial answer to these questions, for one large segment of the teaching profession.

Scope and Plan of the Bulletin

About 45 percent of the nation's teachers, or nearly four hundred thousand, are serving in cities above 2500 in population. This bulletin reports on preparation, experience, and salaries of more than half of this number, over two hundred thousand city teachers. Classroom teachers only, exclusive of principals and supervisors, are included. Questionnaire replies from superintendents of schools, in cities of all sizes above 2500 in population, furnished the basic figures.² Table 1 shows the number of cities and the percent of return.³

TABLE 1.—DISTRIBUTION OF QUESTIONNAIRE ON PROFESSIONAL TRAINING AND TEACHING EXPERIENCE

Population group	Number of city school systems receiving the questionnaire, grouped according to 1930 Census	Number of city school systems reporting	Percent reporting
1	2	3	4
I. Over 100,000	93	58	62.4
II. 30,000 to 100,000	232	155	66.8
III. 10,000 to 30,000	670	350	52.2
IV. 5,000 to 10,000	859	399	46.4
V. 2,500 to 5,000	1,301	501	38.5
Total	3,155	1,463	46.4

The first part of the bulletin, on levels of preparation of teachers in service, presents figures by population group, region, and school division, on the levels of preparation attained by teachers. The 1938-39 figures are compared with certain studies made in earlier years. Quantity rather than quality of training is reported upon but the discussion touches upon qualitative phases also.

¹ Glenn, Charles B.; Oberholtzer, E. E.; Sexson, John A.; Stoddard, A. J.; and Threlkeld, A. L. "Report of the Reviewing Committee of the St. Louis School Survey." *A Report of a Survey of the Public Schools of St. Louis, Missouri*. (George D. Strayer, director.) New York: Teachers College, Columbia University, 1939. p. xiv.

² See the Appendix for the questionnaire form on training and experience.

³ In view of the heavy weighting which the five largest cities can give to the summary figures, it may be of interest to mention the fact that figures were reported from Chicago, Philadelphia, and Detroit, but not from New York or Los Angeles.

As with training, the figures on years of experience are reported by city size, region, and school division. Population trends and policies of selection and remuneration are influencing the levels of experience of teachers; these facts and forces are discussed in the second part on years of experience of teachers in service.

The third and fourth parts bring together certain evidence on the relationship of salaries to preparation and experience. Salary levels are more closely related to region and city size than to preparation and experience but certain relationship of salary schedules to levels of preparation are reported.

The last section calls attention to certain needs to be met as further advance is made in the improvement of teachers' professional qualifications. Teachers in service, school administrators, staffs of teacher-training institutions, and members of state legislatures should consider these issues when deciding on policies affecting teacher-training institutions, certification standards, selection procedures, salary scheduling, and in-service education of teachers. The final section is followed by a selected list of recent and current studies of the education of teachers.

The report does not duplicate the information on the professional status of rural teachers, which is collected regularly by the federal Office of Education.⁴ The facts presented are for city teachers only, and thus are not representative of the entire teaching profession.

City teachers are in a more favorable position than rural teachers on each of the basic aspects of professional status covered by this survey. In 1931, 42 percent of rural elementary-school teachers reported less than two years of training above high school. In contrast, less than 11 percent of the city teachers in elementary schools were below the two-year training level.⁵ The amount of teaching experience of city teachers in 1931 was reported to be approximately twice that of rural teachers, when cities over 100,000 in population were compared with villages of less than 2500 population.⁶ In 1935-36 the average salary of city teachers was more than double that of rural teachers.⁷ The analysis of the situation affecting urban teachers, as presented in this bulletin, will throw light also on some of the problems faced in rural teaching. Altho different in many ways, rural and urban conditions help to explain each other.

⁴ Gaumnitz, W. H. *Salary and Education of Rural School Personnel: Status and Trends*. U. S. Dept. of the Interior, Office of Education, Pamphlet No. 85. Washington, D. C.: Government Printing Office, 1938. 19 p.

⁵ Evenden, E. S. *National Survey of the Education of Teachers: Summary and Interpretation*. U. S. Dept. of the Interior, Office of Education, Bulletin, 1933, No. 10, Vol. VI. Washington, D. C.: Government Printing Office, 1935. p. 37. (Percents computed from Table 1.)

⁶ Evenden, E. S.; Gamble, Guy C.; and Blue, Harold G. *National Survey of the Education of Teachers: Teacher Personnel in the United States*. U. S. Dept. of the Interior, Office of Education, Bulletin, 1933, No. 10, Vol. II. Washington, D. C.: Government Printing Office, 1935. p. 32. (Median of state medians: 12 years of experience reported by elementary teachers in cities over 100,000 in population; 6 years by elementary teachers in villages below 2500 in size.)

⁷ U. S. Department of the Interior, Office of Education. *Biennial Survey of Education in the United States: 1934-36*. Bulletin, 1937, No. 2. Washington, D. C.: Government Printing Office, 1938. Vol. II, Chapter 2, (Advance pages) "Statistics of State School Systems, 1935-36," p. 49. (Average salary of supervisors, principals, and teachers: urban, \$1818; rural, \$827.)

I. Levels of Preparation of Teachers in Service

Any large-scale effort to study the preparation of teachers is limited by the fact that quantitative rather than qualitative measures are used. Individual differences among students and institutional differences among normal schools and colleges are such that a "year of training beyond high-school graduation" is a very elastic unit of measure. However, differences in years of attendance at school and college are observable differences that laymen and teachers can understand and agree upon. Time spent in school represents an exposure to information and an opportunity for systematic study. Measures of quantity of educational preparation are used as a measure of excellence in all of the learned professions.¹ Hundreds of salary schedules adopted within the past two decades have used amount of training as a basis for salary classification. The general acceptance of such schedules and their popularity with teachers and public suggest that, by and large, teachers with high levels of preparation are believed to be better teachers than those with little preparation.

Some school systems do not keep personnel records in enough detail to have up-to-date figures on levels of preparation of teachers in service. But a large number—1456 systems—

sent in the facts requested. Replies came from more than 60 percent of the cities above 30,000 in population, and from 46 percent of all school systems in cities over 2500 in population. It is possible that in the nonreporting cities, where adequate personnel records are lacking, the qualifications of teachers are lower than is typical of the cities represented in the bulletin.

Five levels of preparation were recognized in the questionnaire to superintendents of schools, as follows:

1. Less than two years
2. Two years or more, but less than three years
3. Three years or more, but less than four years
4. Four years or more, but less than five years (bachelor's degree or equivalent)
5. Five years or more.

This part of the bulletin summarizes the figures on preparation according to size of city, school division, and region. One section gives figures on the preparation of Negro teachers in segregated schools. Certain earlier studies are quoted as a basis for interpreting the presentday figures.

Size of City and Levels of Preparation

The median levels of training and the number of teachers are shown in Table 2. This table

¹ Evenden, E. S. *National Survey of the Education of Teachers: Summary and Interpretation*. U. S. Dept. of the Interior, Office of Education, Bulletin, 1933, No. 10, Vol. VI. Washington, D. C.: Government Printing Office, 1935. p. 35.

TABLE 2.—MEDIAN LEVELS OF PREPARATION OF TEACHERS IN SERVICE IN CITY SCHOOL SYSTEMS, 1938-39, BY SIZE OF CITY ^a

School division	Group I, over 100,000 population (57 cities)	Group II, 30,000 to 100,000 pop- ulation (155 cities)	Group III, 10,000 to 30,000 pop- ulation (347 cities)	Group IV, 5,000 to 10,000 pop- ulation (399 cities)	Group V, 2,500 to 5,000 pop- ulation (498 cities)	Total (1,456 cities)
1	2	3	4	5	6	7
Median years of preparation beyond high-school graduation						
Kindergarten.....	2.9	3.1	3.3	3.5	3.6	3.1
Elementary school.....	3.4	3.3	3.3	3.5	3.4	3.4
Junior high school.....	4.5	4.5	4.5	4.4	4.4	4.5
Senior high school.....	4.9	4.7	4.7	4.7	4.7	4.8
Total.....	4.2	4.2	4.2	4.3	4.2	4.2
Number of teachers						
Kindergarten.....	1,774	1,007	808	390	250	4,229
Elementary school.....	46,675	22,877	19,636	11,265	8,158	108,611
Junior high school.....	10,906	8,669	5,649	2,232	1,831	29,287
Senior high school.....	22,614	11,119	11,578	7,445	6,039	58,795
Total ^b	81,969	43,877	37,671	21,367	16,322	201,206

^a Does not include Negro teachers in segregated schools.

^b Includes a few cities for which the distribution by school division was not reported.

is so organized that figures are shown separately for each of five population groups and for each of four teaching classifications—kindergartens, elementary schools, junior high schools, and senior high schools.²

The median level of preparation in 1938-39 for the 201,206 teachers covered by Table 2 was 4.2 years of training beyond high school.³ The typical classroom teacher in this group of city school systems is one whose education represents college graduation plus one or two additional college courses. The median level of preparation of teachers is identical in four of the five population groups of cities—4.2 years. In Group IV,⁴ cities 5000 to 10,000 in population, the median is higher by one-tenth of one year.

This uniformity of teacher preparation among cities of different sizes may be surprising. The belief has been general that teachers in small towns and cities were less well educated than teachers in larger places. But Table 2 shows this belief to be erroneous, so far as this group of 1456 cities is concerned. The median years of training of kindergarten teachers is lowest in the largest cities and highest in the smallest cities, the median in Group V

being seven-tenths of a year higher than in the large cities in Group I. Median training levels are almost the same for all population groups in each of the other school divisions, with two-tenths of a year as the widest variation shown.

Suppose that some unit of comparison other than the median is used. Will it still appear that teachers in small cities have spent about as much time in preparing for their work as teachers in large cities? Table 3 provides such a basis for comparison by showing the cumulative percents of teachers at the two upper training levels. The highest percents of kindergarten teachers with four and five years of training are found in the smallest cities. In elementary schools no consistent trends in relation to population can be observed. At the senior high-school level the percent of teachers with four or more years of training is higher as the cities are smaller, going from 90.1 percent in Group I cities to 94.4 percent in Group V. The situation is reversed when the proportion of teachers with as much as five years of training is considered—43.3 percent in Group I and only 27.1 percent in Group V.

In general, it appears that there are as many college graduates in the small cities as in the large ones. The large cities do have the advan-

² See Appendix Table A for detailed figures basic to Table 2.

³ Statisticians will recognize the possibility that the interval of "four years of training but less than five" may be weighted heavily by individuals who have completed only four years of training, whereas the calculation of the median assumes an even distribution of cases throughout the interval. It seems reasonable to suppose, however, that the medians as presented are a close approximation to the actual situation and are comparable in relation to one another.

⁴ For convenient reference the five population groups of cities, on the basis of the 1930 Census, are referred to by number, as follows: Group I, cities over 100,000 in population; Group II, cities 30,000 to 100,000 in population; Group III, cities 10,000 to 30,000 in population; Group IV, cities 5,000 to 10,000 in population; Group V, cities 2,500 to 5,000 in population.

TABLE 3.—PERCENT OF CITY TEACHERS WITH FOUR OR MORE YEARS OF PREPARATION, 1938-39, BY SIZE OF CITY^a

School division and level of preparation	Percent of teachers with level of preparation indicated					Total
	Group I ^b	Group II ^b	Group III ^b	Group IV ^b	Group V ^b	
1	2	3	4	5	6	7
Kindergarten						
5 years or more	1.9	2.4	4.3	4.9	4.8	2.9
4 years or more	24.7	28.2	32.2	37.2	40.8	29.1
Elementary schools						
5 years or more	5.5	3.4	4.1	5.4	3.4	4.6
4 years or more	40.0	36.7	36.1	40.0	34.9	38.2
Junior high schools						
5 years or more	25.8	20.5	19.4	14.4	12.2	21.3
4 years or more	78.7	78.9	80.0	78.1	75.8	78.8
Senior high schools						
5 years or more	43.3	35.1	34.0	31.7	27.1	36.8
4 years or more	90.1	90.7	92.5	93.7	94.4	91.6
Total						
5 years or more	18.6	14.8	15.6	15.5	13.1	16.4
4 years or more	58.6	58.4	59.9	62.6	61.7	59.5

^a Does not include Negro teachers in segregated schools.

^b For population ranges see Table 1, p. 5.

tage, however, of a greater proportion of teachers with five years of training or more.

School Division and Levels of Preparation

The differences between elementary schools and secondary schools in levels of teacher preparation date back at least a hundred years. The early normal schools were organized to train teachers for elementary grades while the liberal arts colleges were the source of teachers for the selected student bodies of the academies and the early public high schools. This distinction in sources of supply between elementary and secondary teachers has continued into the twentieth century, altho teachers colleges now are preparing high-school teachers in larger numbers than formerly. Salary differences between elementary- and high-school teachers, discussed in a later section of this report, are another symptom of this old distinction between the upper and lower age-groups of pupils.

The chances of being taught by a college graduate are about the same for the pupil in a small town as for the pupil in a big city. But,

regardless of city size, the child in the lower grades is very much less likely than his brother in high school to receive class instruction from a teacher with four years of preparation. Tables 2 and 4 and Figure I give the basic compari-

TABLE 4.—PERCENT OF CITY TEACHERS AT EACH OF FIVE LEVELS OF PREPARATION, 1938-39, BY SCHOOL DIVISION *

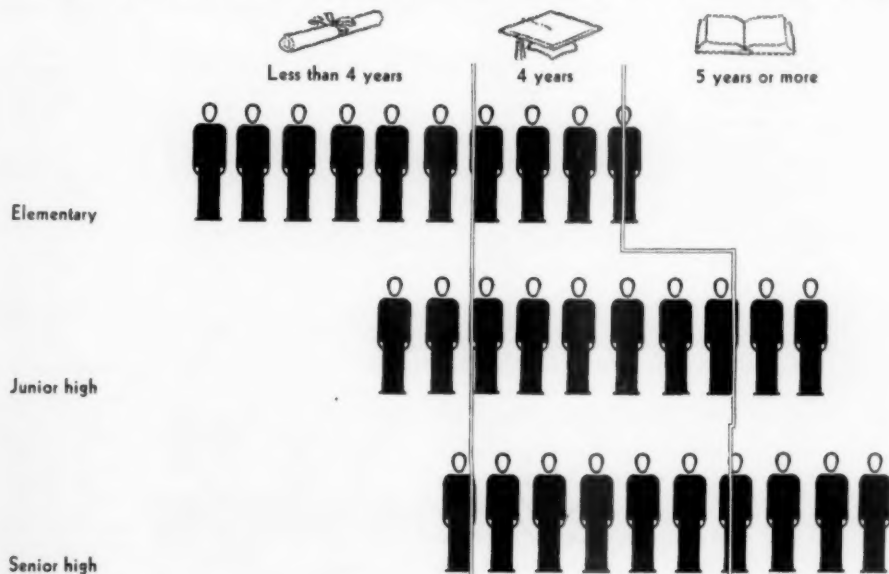
School division	Less than 2 years	2 years less than 3	3 years less than 4	4 years less than 5	5 years or more
1	2	3	4	5	6
Kindergarten...	2.8	46.0	22.1	26.2	2.9
Elementary.....	4.8	38.1	18.9	33.6	4.6
Junior high.....	2.5	10.4	8.3	57.5	21.3
Senior high.....	1.6	3.2	3.6	54.8	36.8
Total.....	3.5	24.0	13.0	43.1	16.4

* Does not include Negro teachers in segregated schools.

sions. In the elementary schools about one teacher in three can claim college graduation or its equivalent, but in senior high school the proportion is nine out of ten. The median elementary teacher has completed 3.4 years of college work; the median high-school teacher, 4.8 years.

FIGURE I

LEVELS OF PREPARATION OF CITY TEACHERS, 1938-39, BY SCHOOL DIVISION



Each symbol represents 10 percent of the teaching group concerned.

Research Division, National Education Association

Minimum professional qualifications for teachers in elementary schools have been recognized for years as not less than two years of normal school or college education. This modest standard is still ahead of actual practice in rural schools.⁵ In city schools, however, this standard apparently is met or surpassed by the overwhelming majority of teachers. Only 4.8 percent of the elementary-school teachers covered by Table 4 have received less than two years of training and in secondary schools the proportion is much smaller.

Regional Distribution and Levels of Preparation

It has been shown that the average teacher in a small city is likely to be at about the same level of preparation as the average teacher in a large city. There is another basis for grouping cities, however, by which rather substantial differences in levels of preparation appear, especially in elementary schools.

In preparing Table 5 and Figure II, the cities were grouped in seven regions.⁶

The highest levels of preparation of kindergarten and elementary teachers are found in the Southwest, where 4.4 years of preparation is

the median for teachers in elementary schools.⁷ High levels of training are also reported for teachers of elementary schools in the Southeast, where the median is 4.1 years. So much has been said of the financial handicaps suffered by southern schools that it may be surprising to learn that so far as formal educational attainments are concerned, the median city teacher in the Southeast is slightly above the average for the country as a whole.

California's long-standing requirement of five years of preparation for certification to high-school teaching⁸ helps to account for the very high levels of training of secondary teachers in the Far West. Half of the junior high-school teachers and 67.7 percent of the senior high-school teachers have completed five years of training or more.

In all regions the high-school teachers are above the elementary teachers in levels of preparation. The differences are greatest in the Middle Atlantic states and least in the Southwest.

Figures on levels of training were reported for the Territory of Hawaii as a whole. These figures, which include both rural and urban teachers, 2855 in all, are not directly comparable with those for city teachers in continental United States. The proportion of teachers hav-

⁵ Gaumnitz, W. H. *Salary and Education of Rural School Personnel*. U. S. Dept. of the Interior, Office of Education, Pamphlet No. 85. Washington, D. C.: Government Printing Office, 1938. p. 15. Shows that 31.9 percent of 175,441 rural teachers in 1934-35 had completed less than two years of preparation beyond high school.

⁶ Odum, Howard W. *Southern Regions of the United States*. Chapel Hill, N. C.: University of North Carolina Press, 1936. p. 5-11. Odum's classification of states is followed except that the Northeast, which includes more than a third of the cities reporting, is subdivided to show New England and the other northeastern states separately. The grouping is as follows: New England: Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont; Middle Atlantic: Delaware, Maryland, New Jersey, New York, Pennsylvania, and West Virginia; Southeast: Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia; Middle: Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, and Wisconsin; Southwest: Arizona, New Mexico, Oklahoma, and Texas; Northwest: Colorado, Idaho, Kansas, Montana, Nebraska, North Dakota, South Dakota, Utah, and Wyoming; Far West: California, Nevada, Oregon, and Washington.

⁷ See Appendix Table B for detailed figures basic to Table 5.

⁸ Cook, Katherine M. *State Laws and Regulations Governing Teachers' Certificates*. U. S. Dept. of the Interior, Bureau of Education, Bulletin, 1927, No. 19. Washington, D. C.: Government Printing Office, 1928. p. 264.

TABLE 5.—MEDIAN LEVELS OF PREPARATION OF CITY TEACHERS, 1938-39, BY REGION *

School division	New England (167 cities)	Middle Atlantic (350 cities)	Southeast (172 cities)	Middle States (454 cities)	Northwest (117 cities)	Southwest (94 cities)	Far West (102 cities)	Total (1,456 cities)
1	2	3	4	5	6	7	8	9
Kindergarten.....	2.7	2.8	3.5	3.0	4.1	4.3	3.7	3.1
Elementary school.....	2.8	2.8	4.1	3.5	3.6	4.4	3.8	3.4
Junior high school.....	4.1	4.4	4.5	4.5	4.5	4.6	5.0	4.5
Senior high school.....	4.6	4.7	4.7	4.8	4.7	4.8	5+	4.8
Total.....	3.4	3.9	4.3	4.3	4.3	4.5	4.6	4.2
Number of teachers.....	21,650	49,031	19,369	70,660	11,377	12,778	16,341	201,206

* Does not include Negro teachers in segregated schools.

TABLE 6.—LEVELS OF PREPARATION OF TEACHERS IN SERVICE IN SEGREGATED SCHOOLS FOR NEGRO PUPILS IN CITY SCHOOL SYSTEMS, 1938-39, BY SIZE OF CITY

School division and level of preparation	Group I ^a (13 cities)	Group II ^a (29 cities)	Group III ^a (49 cities)	Group IV ^a (54 cities)	Group V ^a (74 cities)	Total (219 cities)
1	2	3	4	5	6	7
Median years of preparation beyond high-school graduation						
Elementary school.....	3.2	3.7	3.4	4.0	2.8	3.4
Junior high school.....	4.5	4.2	3.7	4.3	4.1	4.3
Senior high school.....	4.5	4.5	4.5	4.5	4.4	4.5
Total.....	4.1	4.1	4.1	4.2	3.5	4.1
Percent of teachers with four years of preparation or more						
Elementary school.....	40.1	46.4	40.1	50.1	27.1	41.7
Junior high school.....	85.2	60.5	45.8	68.2	53.3	71.3
Senior high school.....	85.0	87.3	92.0	89.0	86.3	87.3
Total.....	53.0	56.6	54.3	62.8	43.6	54.4
Number of teachers.....	2,984	1,980	1,022	696	548	7,230

^a For population ranges see Table 1, p. 5.

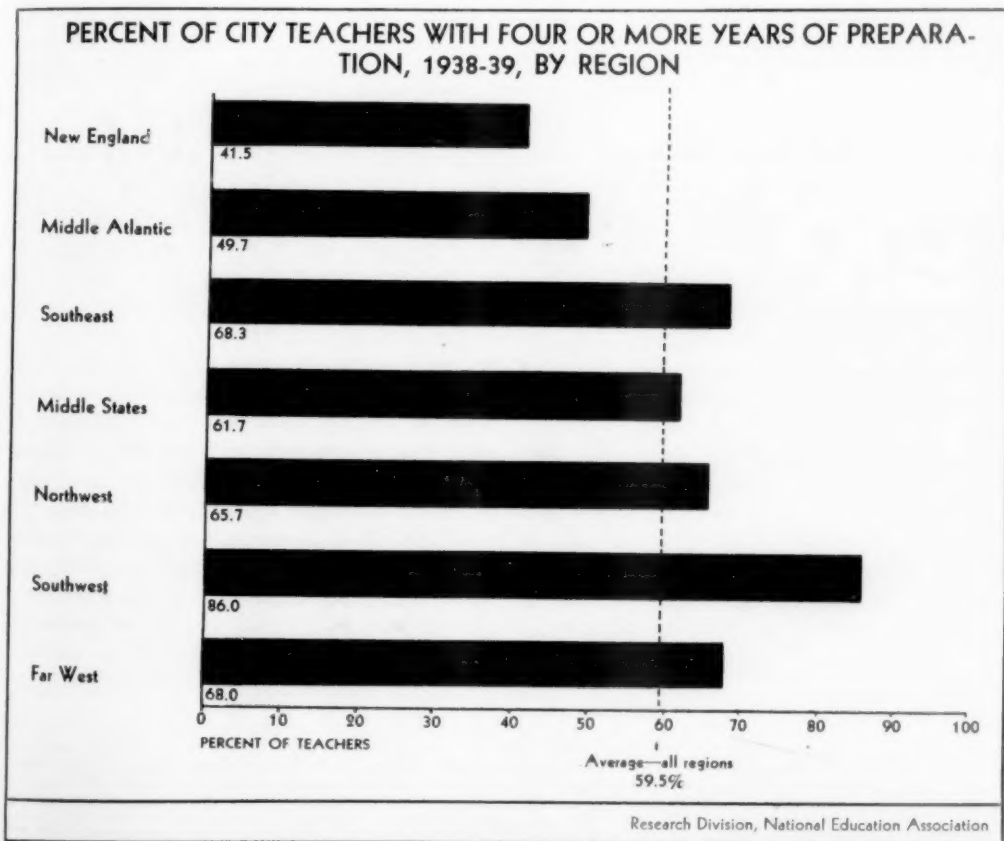
ing completed four or more years of preparation is 22.2 percent in elementary school, 84.9 percent in junior high school, 94.4 percent in senior high school, and 46.5 percent for all schools combined.

^a See Appendix Table C for detailed figures basic to Table 6.

Levels of Preparation of Negro Teachers

Levels of preparation of Negro teachers, in the school systems where separate schools for Negroes are maintained, are reported in Table 6.⁶ Figures are reported for 7230 teachers in

FIGURE II



219 cities. All the cities, except eight in Maryland, are located in the Southeast and Southwest, a large majority being in the Southeast.

The median level of preparation for this group of 7230 Negro teachers in city schools is 4.1 years, or the equivalent of college graduation. Expressed in percents, 54.4 percent of these teachers have completed four years or more of preparation beyond high-school graduation. Less than a tenth, or 8.7 percent, most of whom are elementary teachers, are below the two-year level of training.

The differences in training, when population groups are compared, show no consistent relationship to size of city. The situation appears to be less favorable in the Group V cities, between 2500 and 5000 in population, than in larger cities, but the highest levels are not found in the largest cities. The largest proportion of teachers with four or more years of training is found in Group IV cities for the elementary schools, Group I for junior high schools, and Group III for senior high schools.

The Negro teachers in senior high schools are about a year above the elementary teachers in levels of preparation, with 4.5 years of training as the median in high schools, and 3.4 in elementary schools.

Upward Trends in Levels of Preparation

Nearly two decades ago, in 1920, a resolution of the National Education Association proposed four years of study beyond high school as the minimum requirement for teaching:

We commend and indorse the conviction, now so rapidly gaining favor in our profession and in the public mind, that those who enter the public-school service, whether they are to teach in rural schools or in urban schools, in elementary schools or in high schools, should have had a minimum of four years' carefully planned preparation, following upon graduation from a four-year high school. We earnestly recommend the extension of the brief and quite inadequate programs for the preparation of teachers that now prevail.¹⁰

In 1935 a yearbook of the National Society of College Teachers of Education proposed a still higher minimum standard of qualifications:

The education of teachers should be characterized both by greater depth and greater breadth. It should include a broad general education; adequate specialized preparation, both academic and professional; and supplementary cultural contacts which make for a truly liberal education. The period of education for all teachers should be lengthened, being extended as soon as possible to a minimum of five years of academic and professional education beyond high school, of which the early years should be devoted to general education.¹¹

The 1920 proposal of the National Education Association perhaps seemed radical at the time, when less than a fourth of the city school teachers in service had completed as much as four years of college or professional training.¹² But in less than twenty years the proposed minimum of four years of preparation has been reached by nearly 60 percent of all city teachers.

The five-year standard of the National Society of College Teachers of Education is already met by 16 percent of all city teachers. It does not seem unlikely that another twenty years will see the pioneering 1920 recommendation of the National Education Association realized almost in full in city school systems, with the median level of training of teachers definitely above the five-year minimum proposed in 1935.

The extent of the change since 1919-20 in levels of training of city teachers is pictured in Figure III.¹³ The lower limit of city size was 8000 for the 1919-20 figures and 2500 for the 1938-39 study, but in both years the levels of training were about the same in all population groups, so the two sets of figures appear to be comparable. Almost the same percent of teachers were in the four-year level of training in 1938-39 as were in the two-year level in 1919-20. The proportion of teachers with five or more years of training has more than doubled. The median has risen from 2.5 to 4.2 years of preparation beyond high-school graduation.

Figure III, of course, tells only a part of the story. A leveling-up process has been going on; the median preparation of elementary teachers was reported as 2.3 years in 1920 as compared

¹⁰ National Education Association. *Addresses and Proceedings, 1920*. Washington, D. C.: the Association, 1920. p. 24.

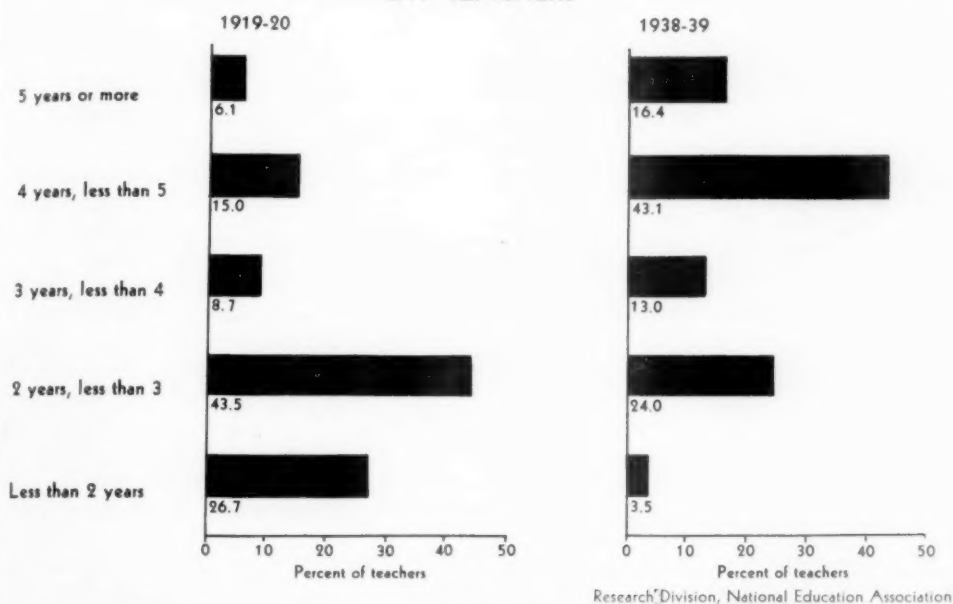
¹¹ National Society of College Teachers of Education, Yearbook Committee, Thomas Alexander, chairman. *The Education of Teachers*. Yearbook 23. Chicago: University of Chicago Press, 1935. p. 12.

¹² Strayer, George D., chairman. *Know and Help Your Schools*. National Committee for Chamber of Commerce Cooperation with the Public Schools. New York: American City Bureau, 1920. p. 24. (Reports training levels of 63,336 teachers, based on questionnaire replies from superintendents of schools in 359 cities above 8000 in population. Nine years or more of training above elementary school was reported for 6.1 percent of the teachers; 8 years, 15.0 percent; 7 years, 8.7 percent; 6 years, 43.5 percent; less than 6 years, 26.7 percent. In comparing the figures with those for 1938-39, the first four years above elementary school are regarded as the equivalent of high-school graduation.)

¹³ Figures for 1919-20 from Strayer, *op. cit.*, p. 24.

FIGURE III

CHANGES FROM 1919-20 TO 1938-39 IN LEVELS OF PREPARATION OF CITY TEACHERS



Figures for 1919-20 from *Know and Help Your Schools*. New York: American City Bureau, 1920. p. 24.

with 3.4 years in 1939. The high-school figure rose less sharply, from 4.4 years to 4.8. Another factor which accounts for a part of the striking increase in the median preparation of all teachers is the larger proportion of secondary teachers. They make up more than 40 percent of the total number in the 1938-39 figures, whereas only 23.3 percent of the 1920 teachers were in junior or senior high schools.

Specific illustrations of upward trends are shown in Tables 7 and 8 for several different school systems, and in Figure IV¹⁴ for the educational employees of a whole state.

The hundredth year of professional education of teachers in the United States has just ended. No one knows, or could define in terms usable today, the qualifications of the typical city school teacher of 1839. The writings of that day agree that the preparation of teachers was wholly inadequate. As this report shows, 1939 found the average city school teacher to

be a person who had completed four or more years of formal academic schooling above the level of high-school graduation. The figures give no measure of the quality, the breadth, or the scope of that schooling—only of its duration.

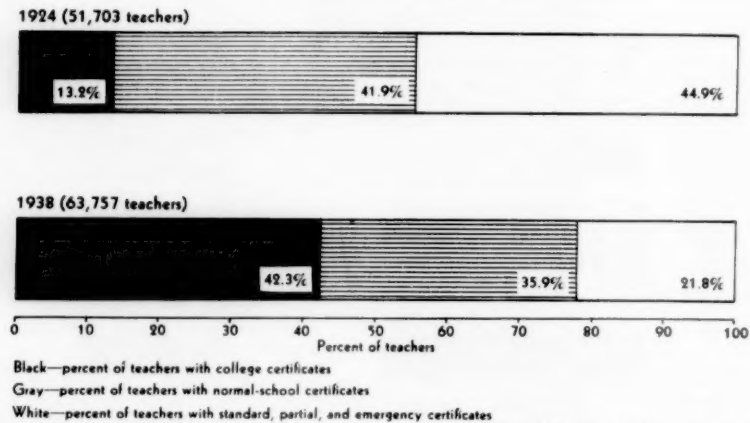
Teachers may well take pride in the simple fact that the mere length of training represents college graduation or its equivalent. But the next step may be in the direction of an even greater achievement than that of the past hundred years, toward a *qualitative* enrichment of the teacher's professional equipment. It is unlikely that the present trend toward a longer period of preservice preparation will be checked. The future may witness a development such as occurred in medical education some years ago when two or more years of undergraduate general education, four years of professional study, and a year of internship became standard practice.¹⁵ But in the mean-

¹⁴ Pennsylvania Department of Public Instruction. *Teacher Certification of Instructional and Administrative Employees in the Public Schools of Pennsylvania, 1937-1938*. Bulletin 74, Research Circular No. 9. Harrisburg: the Department. p. 26. Figures include all instructional and administrative employees except county and assistant county superintendents of schools.

¹⁵ See, for example, the seven-year curriculum for teachers proposed by: Neilson, N. P., chairman. "National Study of Professional Education in Health and Physical Education; National Committee Report on Standards." *Research Quarterly of the American Physical Education Association* 6: 48-68; December 1935. See p. 59-65.

FIGURE IV

FOURTEEN YEARS OF PROGRESS IN LEVELS OF TEACHER PREPARATION IN PENNSYLVANIA



Research Division, National Education Association

Figures from Pennsylvania Department of Public Instruction.
in the Public Schools of Pennsylvania, 1937-1938. p. 26.

Teacher Certification of Instructional and Administrative Employees

TABLE 7.—AVERAGE LEVELS OF PREPARATION OF ELEMENTARY TEACHERS IN 14 CITY SCHOOL SYSTEMS, 1916-17 AND 1938-39

City	Average years of preparation above high school		Increase in years
	1916-17	1938-39	
1	2	3	4
Over 100,000 in population			
San Antonio, Texas.....	0.6	4.5	3.9
30,000 to 100,000 in population			
Aurora, Illinois.....	1.4	3.4	2.0
Joliet, Illinois.....	0.8	3.5	2.7
Oak Park, Illinois.....	1.6	3.6	2.0
Rockford, Illinois.....	0.9	3.3	2.4
East Chicago, Indiana.....	1.5	3.7	2.2
10,000 to 30,000 population			
Winnetka, Illinois.....	2.0	4.6	2.6
Mishawaka, Indiana.....	1.2	3.6	2.4
Whiting, Indiana.....	2.0	4.2	2.2
Norfolk, Nebraska.....	2.5	4.3	1.8
5,000 to 10,000 population			
Douglas, Arizona.....	1.6	4.3	2.7
Boonville, Missouri.....	1.8	4.3	2.5
Bozeman, Montana.....	2.4	3.5	1.1
Gallipolis, Ohio.....	2.0	3.9	1.9

Source: Figures for 1916-17 on average years of preparation of elementary teachers from: Claxton, P. P., director, *Educational Survey of Elyria, Ohio*. U. S. Department of the Interior, Bureau of Education, Bulletin, 1918, No. 15. Washington, D. C.: Government Printing Office, 1918. p. 31.

Figures for 1938-39 collected in present study.

TABLE 8.—CHANGES IN PERCENT OF TEACHERS WITH FOUR OR MORE YEARS OF PREPARATION, IN 10 CITY SCHOOL SYSTEMS

City	Earlier year	Percent of teachers with 4 or more years of preparation	
		In earlier year	In 1938-39
1	2	3	4
Over 100,000 in population			
Wilmington, Delaware.....	1919-20	3.2	43.6
Atlanta, Georgia.....	1921-22	14.9	66.6
Peoria, Illinois ^b	1924	20.3	55.5
Gary, Indiana.....	1915-16	25.8	57.4
Springfield, Massachusetts.....	1922-23	26.1	41.1
30,000 to 100,000 population			
Pasadena, California.....	1929-30	69.0	75.6
Stamford, Connecticut ^b	1922-23	20.6	44.0
Binghamton, New York ^b	1918	14.5	50.1
Port Arthur, Texas ^b	1925-26	40.9	94.2
Racine, Wisconsin.....	1924-25	20.4	50.3

Source: Figures on percent of total teaching staff with 4 or more years of training for various years from 1915-16 to 1929-30 computed from published school surveys for each of the cities named. Exact citations of sources will be sent on request.

Figures for 1938-39 collected in present study.

^a No kindergarten or junior high-school teachers in 1921-22; the 1938-39 figure includes both.

^b No junior high-school teachers in earlier year; the 1938-39 figure includes junior high schools.

time the immediate emphasis turns upon the effort to evaluate and improve the typical four-year and five-year programs of teacher preparation now being offered in arts colleges, teachers colleges, and universities.

The improvements already being made, and those that will continue to be made, place upon teachers and school administrators already in service certain responsibilities not to be shirked. One is the individual effort, as much the duty of each principal and superintendent as of each classroom teacher, to renew continuously his own intellectual resources. A fourth of the city teachers now in service still are below the three-year level of preparation. Many of those who are college graduates left their respective training institutions without benefit of the comprehensive survey courses now being developed in many colleges and universities.¹⁶ These teachers are graduates of highly specialized college curriculums. They would have much to gain, at whatever age they now find themselves, by the effort to experience for themselves the types of intellectual and social activity associated with the modern concept of general education.¹⁷ Self-directed reading, liberalizing social and esthetic experience, and formal courses in colleges and universities all have their place in carrying out such a program of professional rejuvenation.

The gains both to teachers and to their

classes would be enormous if over a period of years each teacher would systematically renew his understanding of the broad fields of human learning—such as science, the arts, social studies, and the humanities. Even the old wine of history, philosophy, and classic literature is different in the new bottles of contemporary thought. And it almost goes without saying that the teacher needs from time to time to explore recent developments in the professional study of education. Perhaps most urgently needed of all is a wider understanding of the social philosophy underlying American democracy and of the practical activities which are implicit in the acceptance of the democratic way of life.

Administrators, as much as teachers, have an individual responsibility for self-improvement and have a further responsibility for developing situations for professional growth that will meet the varying needs of teachers in service. Principals and supervisors who keep mentally fit themselves are able to recognize the true worth of a broad educational background in selecting new teachers. They are able also to help in organizing programs of professional activity that will be stimulating and challenging to the young teacher who brings to his teaching the combination of liberal education and professional specialization which the preparation of prospective teachers should include.

¹⁶ One recent fact-finding survey reported as follows: "The general education of teachers is usually seriously deficient. For example, it is not uncommon to find high-school teachers who have had no contact with any of the social studies in high school or college other than one or two courses in history, or who have never had even a single course in any of the biological sciences. It is unusual to find a teacher whose preparation includes contact with all of the broad, basic fields of learning."—North Central Association, Committee on the Subject-Matter Preparation of Teachers, Frank E. Henzlik, chairman. "Final Report of the Committee." *North Central Association Quarterly* 12: 439-539; April 1938. p. 444.

¹⁷ National Society for the Study of Education, Committee on General Education in the American College, Alvin C. Eurich, chairman. *General Education in the American College*. Thirty-Eighth Yearbook, Part II. Bloomington, Ill.: Public School Publishing Co., 1939. 382 p.

II. Years of Experience of Teachers in Service

When the *preparation* of teachers is studied, the natural assumption is that the higher the level of preparation, the better the situation. Is it also true that the higher the average years of *experience*, the better the situation? The answer to this question usually has been "yes" because the typical situation has been that of a transient teaching group lacking in adequate experience and maturity. Until the average level of experience is high enough to be representative of a life-career service, the answer will continue to be "yes." One report on years of experience of teachers stated the need for longer tenure of service as follows:

Stabilization or permanence of personnel may be considered a basic prerequisite of a profession. Adjustment to a community, acquaintance with its traditions, and knowledge of its social needs can come only thru continued residence. The high rate of transiency among teachers in public-school systems in the past has been detrimental not only to educational planning but unquestionably has also been of significance in lowering the professional status of teaching in the public mind.¹

What may be considered desirable as an average level of experience depends on the number of years assumed to be representative of a career service. If all teachers began their professional work between the ages of 20 and 25 years and retired between the ages of 65 and 70, a teaching career of about 45 years would be typical. Five years might be deducted from this figure to allow for those who might enter late or who would drop out due to dismissals, resignations, and deaths, no matter how stable the profession. The average teacher, then, would spend about 40 years in the service of the schools, and the average experience of the whole teaching staff at any given time would be about 20 years. Each year about one-fortieth of the total number, or from 2 to 3 percent, would complete their teaching careers and would be replaced by as many young beginning teachers. These hypothetical figures refer to a teaching staff that neither grows nor shrinks in total numbers. If the total number must be increased, the additional teachers are likely to be young teachers and the average level of experience goes down. If the total number of teach-

ers must be decreased, vacancies are left unfilled, the customary annual additions of young teachers are not made, and the average level of experience goes up.

The average amount of experience of city teachers has been rising in recent years, due to several different influences. But the levels of experience are still below, rather than above, levels which would be typical of a stable teaching service.

Figures are presented in this section on the amount of teaching experience of nearly two hundred thousand city teachers, by city size, school division, and region. The discussion refers also to the trend toward longer service by teachers and reviews some of the factors influencing this trend.

Length of Service, by City Size

Fourteen years of teaching is the median level of experience for teachers in cities above 2500 in population, according to the figures for 193,601 teachers reported in Table 9.² Teachers who were rendering their first year of service in 1938-39 made up 1.9 percent of the total; teachers who had served 40 or more years made up another 1.9 percent. Figure V shows a distribution of the total according to four-year intervals. There are fewer teachers who have served less than 8 years than there are teachers who have served from 8 to 15 years. If the profession were stabilized at 40 to 45 years as a normal career of service, a substantial proportion of teachers, perhaps a fourth, would have completed more than 30 years of service. Figure V shows, however, that less than 10 percent of teachers have served more than 31 years. There are enough older teachers to represent the balanced judgment of maturity, but larger numbers are found in the young group.

Table 9 makes it clear that the larger cities have the more experienced teachers. A difference of nearly seven years is shown between the median experience of 9.3 years for Group V cities below 5000 in population, and the 16.0 years for Group I cities above 100,000 in population. Many teachers who begin their service

¹ Evenden, Edward S.; Gamble, Guy C.; and Blue, Harold G. *National Survey of the Education of Teachers: Teacher Personnel in the United States*. U. S. Dept. of the Interior, Office of Education, Bulletin, 1933, No. 10, Vol. II. Washington, D. C.: Government Printing Office, 1935. p. 32.

² See Appendix Table D for detailed figures basic to Table 9.

TABLE 9.—MEDIAN YEARS OF TEACHING EXPERIENCE OF TEACHERS IN SERVICE IN CITY SCHOOL SYSTEMS, 1938-39, BY SIZE OF CITY ^a

School division	Group I ^b (53 cities)	Group II ^b (151 cities)	Group III ^b (345 cities)	Group IV ^b (395 cities)	Group V ^b (497 cities)	Total (1,441 cities)
1	2	3	4	5	6	7
Kindergarten.....	15.1	14.4	12.3	9.1	5.9	13.2
Elementary school.....	15.9	15.2	13.4	11.8	10.3	14.4
Junior high school.....	15.2	14.0	11.8	9.9	8.2	13.3
Senior high school.....	16.4	15.3	12.4	10.4	8.3	13.6
Total.....	16.0	15.0	12.8	11.0	9.3	14.0
Number of teachers.....	76,535	42,285	37,393	21,085	16,303	193,601

^a Does not include Negro teachers in segregated schools.

^b For population ranges see Table I, p. 5.

in small towns are attracted to the larger centers after a year or two of experience. Better salaries, better tenure provisions, and more favorable working conditions in general help to explain the situation of the larger cities.

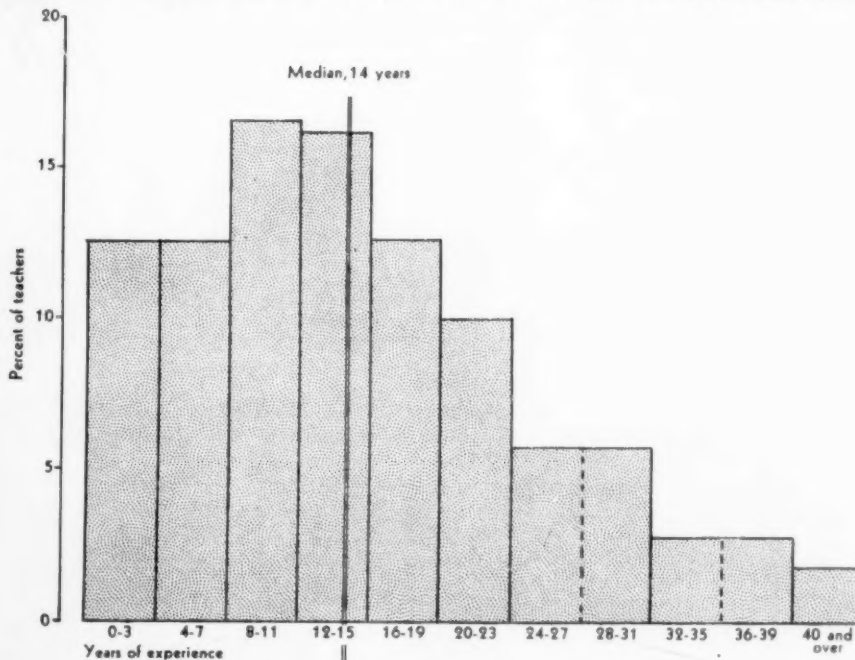
Length of Service, by School Division

A marked advantage is shown for secondary teachers in levels of professional preparation but not in years of experience. For the whole

group of teachers in cities of all sizes, the median elementary teacher has nearly a year more of experience than the senior high-school teacher, the figures being 14.4 years and 13.6 years, respectively. In Group I cities the high-school teachers, with 16.4 years of experience, are a half year ahead of the elementary-school teachers. There is practically no difference between the two in Group II; in the three remaining groups elementary teachers have served longer. Junior high-school teachers are

FIGURE V

YEARS OF EXPERIENCE OF 193,601 CITY TEACHERS IN SERVICE, 1938-39



Research Division, National Education Association

consistently younger in experience than those in elementary schools or senior high schools. The kindergarten teachers have served for even shorter periods, in three of the five population groups, and in the total for all cities.

Length of Service, by Region

Variations in length of service appear to be more closely related to size of city than to geographic area. Some differences on the basis of region are shown in Table 10 but they are not extreme. In the Far West the average length of service is 15.4 years as compared with 12.5 years in the Southeast and 12.9 in the Southwest. The fact that the teachers in the two latter regions are younger in experience than is typical for all cities probably is directly related to the fact that they are above average in median years of preparation.

Figures on length of service for the 2855 teachers in the Territory of Hawaii show a median of 10.9 years of experience. The me-

dian for teachers in elementary schools is 12.4 years; in junior high schools, 6.8 years; and in senior high schools, 9.5 years.

Length of Service of Negro Teachers

The amount of teaching experience of Negro teachers in segregated schools was reported by 217 cities, most of them in the Southeast. As shown in Table 11, the median amount of experience in 1938-39 for the 7210 teachers was 11.3 years.^a More than 16 percent of these teachers had taught less than four years; more than a third of them had taught less than eight years. One-fifth of the total number had completed 20 years or more of teaching experience.

A tendency appears for experience to be longer in large cities than in small cities and to be longer in elementary than in secondary schools. In Group II, however, experience levels are higher than in Group I. Half of the elementary teachers but only about a third of the high-school teachers have been in service more than 12 years.

^a See Appendix Table E for detailed figures.

TABLE 10.—MEDIAN YEARS OF TEACHING EXPERIENCE OF TEACHERS IN SERVICE IN CITY SCHOOL SYSTEMS, 1938-39, BY GEOGRAPHIC REGION ^a

School division	New England (166 cities)	Middle Atlantic (348 cities)	Southeast (170 cities)	Middle States (449 cities)	Northwest (118 cities)	Southwest (92 cities)	Far West (98 cities)	Total (1,441 cities)
1	2	3	4	5	6	7	8	9
Kindergarten.....	14.3	15.1	11.7	12.2	9.7	11.7	13.1	13.2
Elementary school.....	15.5	15.0	13.0	14.1	13.0	13.2	16.5	14.4
Junior high school.....	13.7	13.5	11.5	13.9	12.0	11.5	14.5	13.3
Senior high school.....	14.0	13.1	12.2	14.1	12.2	13.2	14.9	13.6
Total.....	14.8	14.2	12.5	14.0	13.4	12.9	15.4	14.0
Number of teachers.....	21,143	47,340	18,606	68,461	10,044	11,917	16,090	197,601

^a Does not include Negro teachers in segregated schools.

TABLE 11.—MEDIAN YEARS OF TEACHING EXPERIENCE OF TEACHERS IN SERVICE IN SEGREGATED SCHOOLS FOR NEGRO PUPILS IN CITY SCHOOL SYSTEMS, 1938-39, BY SIZE OF CITY

School division	Group I ^a (12 cities)	Group II ^a (29 cities)	Group III ^a (50 cities)	Group IV ^a (53 cities)	Group V ^a (73 cities)	Total (217 cities)
1	2	3	4	5	6	7
Elementary school.....	12.2	14.3	11.5	10.4	7.9	12.2
Junior high school.....	9.5	12.1	9.7	7.4	7.0	9.7
Senior high school.....	11.5	9.5	7.4	7.2	6.6	9.4
Total.....	11.8	13.1	10.4	9.1	7.5	11.3
Number of teachers.....	2,884	1,985	1,114	693	534	7,210

^a For population ranges see Table 1, page 5.

The Trend toward Longer Service for City School Teachers

The comment that "teaching is not a profession but a procession" may soon lose its point so far as city schools are concerned. If the trend toward longer tenure of service that has marked the last two decades continues the average experience of city teachers will approach a level typical of a permanent and stable profession.

The change may be illustrated by figures for elementary teachers in cities over 100,000 in population. In 1919-20 the median number of years of experience was 10.4 years; in 1930-31 it was 12 years; in 1938-39 it was 15.9 years.⁴ If the next two decades see another rise of five years in the average experience of teachers in service in these large cities, the average will

be somewhere near 20 years, which will be representative of a stabilized teaching staff.

Figure VI shows the distribution of experience of teachers at all grade levels (a) in cities over 8000 in population in 1919-20, and (b) in cities over 10,000 in population in 1938-39.⁵ Twenty percent of the 1920 teachers were in their first four years of teaching as compared with only 10 percent in 1939. In round numbers, 40 percent of the teachers in 1919-20 had been teaching 12 years or longer; by 1938-39 this proportion had increased to 65 percent.

If figures for individual cities are compared, even more striking changes can be observed than appear in the summary figures for many cities combined. For example, Table 12 reports early figures from school surveys in ten cities, along with corresponding data for 1938-39. In eight of the ten cities the median experience of

⁴ Strayer, George D., chairman. *Know and Help Your Schools*. National Committee for Chamber of Commerce Cooperation with the Public Schools. New York: American City Bureau, 1920. p. 27. (Figures for women elementary teachers in 1919-20, based on questionnaire replies from superintendents of schools in 43 cities over 100,000 in population.)

Evenden, *op. cit.*, p. 32. (Median of state medians, based on individual replies in 1930-31 from 50,163 elementary teachers in cities over 100,000 in population.)

Figures for 1938-39 for 42,731 elementary teachers, based on questionnaire replies from superintendents of schools in 53 cities over 100,000 in population. See Appendix Table D of this bulletin.

⁵ Data for 1919-20 in Figure VI are based on Strayer, George D., *op. cit.*, p. 28. Data for 1938-39 for Groups I, II, and III, as shown in Appendix Table D of this bulletin. (The form of Figure II was suggested by a similar chart in the following study: Springfield Public Schools. *40,000 Years*. Springfield, Mass.: the Schools, 1939. p. 3.)

FIGURE VI

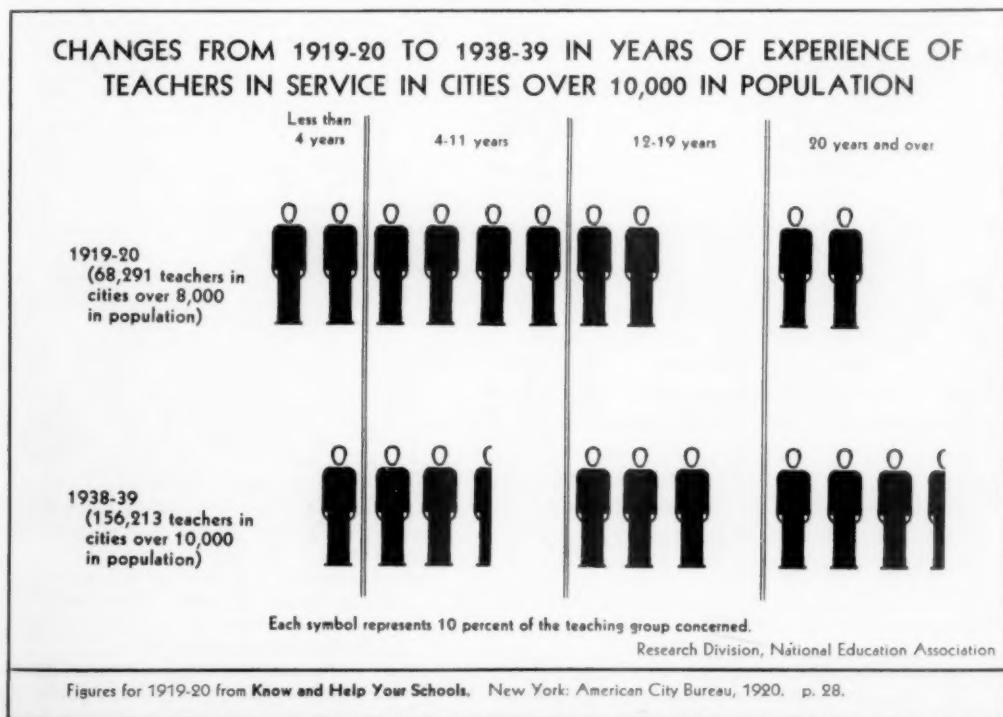


TABLE 12.—CHANGES IN LEVELS OF EXPERIENCE OF TEACHERS IN SERVICE
IN CERTAIN CITY SCHOOL SYSTEMS

City	Earlier year	School division	Median years of experience of teachers		
			In earlier year	In 1938-39	Increase in years
1	2	3	4	5	6
Group I—Cities over 100,000 in population					
Wilmington, Delaware.....	1919-20	Total.....	9.9	16.4	6.5
Atlanta, Georgia.....	1921-22	Elementary	9.0	16.3	7.3
		High school	9.4	18.3	8.9
		Total ^a	9.1	16.8	7.7
Peoria, Illinois.....	1924	Elementary	14.1	13.8	-0.3
		High school	8.8	12.8	4.0
Springfield, Massachusetts.....	1922-23	Elementary ^b	13.2	21.7	8.5
		Junior high school	13.8	23.7	9.9
		High school	13.5	24.6	11.1
		Total	13.5	23.1	9.6
Group II—Cities 30,000 to 100,000 in population					
Stamford, Connecticut.....	1922-23	Elementary ^b	11.9	13.7	1.8
		High school	14.3	16.7	2.4
		Total ^a	12.4	13.1	0.7
Holyoke, Massachusetts.....	1929-30	Elementary ^b	22.0	28.3	6.3
		Junior high school	15.7	22.4	6.7
		High school	16.0	21.2	5.2
Port Arthur, Texas.....	1925-26	Elementary	5.6	7.6	2.0
		High school	4.8	11.3	6.5
		Total ^a	5.3	9.1	3.8
Racine, Wisconsin.....	1924-25	Elementary	10.4	18.8	8.4
		Junior high school	12.8	14.0	1.2
		High school	13.0	16.0	3.0
		Total	11.4	16.7	5.3
Group III—Cities 10,000 to 30,000 in population					
Boise, Idaho.....	1919	Elementary	10.3	11.6	1.3
		High school	8.5	15.0	6.5
Augusta, Maine.....	1921-22	Elementary ^b	9.4	8.0	-1.4
		High school	4.6	11.6	7.0
		Total	8.8	9.4	0.6

Source: Figures for years prior to 1938-39 computed from published school surveys for each of the cities named. Figures for 1938-39 collected in present study.

^a No kindergarten or junior high-school teachers in 1921-22; the 1938-39 figures include both.

^b Includes kindergartens.

^c No junior high school in first year reported on; the 1938-39 figures include junior high-school teachers.

at least one group of teachers has increased five years or more in the period covered.

What have been the causes of this increased permanency of service of city school teachers? What are the implications of this trend for school administration? The influences at work are numerous, some working for greater permanence and some against it. A mere listing of a few of the obvious factors in the situation should prevent any deceptively simple explanation of what is happening. For example:

A. These influences are tending toward greater permanence in the teaching profession in city school systems:

1. Certification requirements are demanding longer training and professional specialization in preparation for teaching, thus

making it less likely that teaching will be used as a stop-gap in preparing for some other professional occupation.

2. Tenure laws, retirement systems, sick leave rules, and other provisions are improving the working conditions of teaching and making it more desirable as a career.
3. Tenure laws and local tenure policies in some states and cities are protecting the employment status of women teachers who marry and are protecting all teachers from dismissal on personal or political grounds.
4. Average salaries of city teachers improved during the decade of the 1920's sufficiently to represent an increase in the real wages of teachers in many cities.
5. New salary schedules in recent years have increased the length of time required to reach the maximum of the schedule. This

policy has made it possible to set higher maximum salaries, which are reserved for those who remain long in the school service.

6. The increased use of single-salary schedules is tending to reduce the number of experienced and well-trained teachers who formerly were promoted from elementary to high schools, and thus makes for greater permanence of service within the elementary-school field.
7. The industrial unemployment which became acute early in the decade of the 1930's has tended by contrast to improve the relative attractiveness of teaching and to hold in the profession those already established in it.

B. These influences are tending toward transiency in the teaching profession in city school systems:

1. Salaries in teaching are low as compared with those in other occupations requiring a similar period of preparation. Many young teachers, after a brief experience with the kind of close economy which school salaries require, decide to start over in some occupation which will pay better. In many cities young men who desire to establish homes cannot adequately support a family and remain in the teaching profession.
2. Salaries are lower and working conditions are less favorable in small cities than in larger ones, with the result that small cities lose many of their most ambitious teachers to the large school systems, some of which require one or two years of experience as a prerequisite for appointment.
3. In many smaller cities a standard pattern of life is expected from teachers which is so different from that of other citizens that young persons of spirit leave the profession rather than resist or yield to the community pressure for conformity.
4. Women teachers who marry are dismissed from service in many cities; some women teachers who marry resign from service voluntarily.
5. In many communities a ban on marriage is combined with low salaries and a policy of localism in making all appointments so that teaching offers little inducement except to young women who can live inexpensively at home until they marry.

6. Low certification requirements in some states make it easy to use teaching as a temporary source of income while preparing for some other occupation.

C. These factors are tending to reduce the proportion of young teachers and thus to increase the average years of experience without helping to stabilize the profession on a career basis:

1. Decreases in school enrolments in elementary schools are being interpreted to mean that fewer teachers are needed. Instead of such measures as reducing class size, providing needed personnel workers, and meeting the demands for preschool and adult education, schoolboards are leaving vacancies unfilled and the proportion of older teachers tends to rise.
2. The extreme economy measures of the depression period held down the number of teachers by enlarging class size and by reducing services. Vacancies were left unfilled and the proportion of older teachers tended to rise.
3. In some cities where retirement systems are not provided, the older teachers are continued in service far beyond a normal retirement age.

The outline just given suggests the complexity of the problem of permanence in the teaching profession. Any local school system desiring to reduce the transiency of the school staff might use this list of factors as a starting point in analyzing and improving the local situation.

In many systems the teaching staff consists of two more or less distinct parts—one a permanent group of mature people who intend to continue teaching until the age of retirement, the other a less stable group of younger people. Some of those in the second group will acquire mastery in the art of teaching and will remain in the profession; some will leave it. Both the older and the younger teachers will be helped by the stimulus of a challenging professional program within the school service. The needs of the two groups are equal but not identical and should be recognized as separate problems in the plans which teachers and school administrators make for professional growth in service.

III. Salaries in Relation to Preparation and Experience

The past twenty years have seen a striking rise in the level of training and experience of city teachers; they have witnessed also an upward trend in teachers' salaries. Whether or not the increase in salaries has been commensurate with the improvements in training and experience cannot be stated, because no common unit of measurement can be applied to the changes that have occurred. Increased salaries and increased training probably have had a reciprocal influence on each other, higher salaries tending to encourage teachers to acquire better preparation, and better preparation tending to justify the payment of higher salaries.

The trends in estimated average annual salaries of all teachers, principals, and supervisors since 1920, and of city classroom teachers since 1925, are shown in Table 13. Salaries in 1920 were extremely low. They had risen but slowly

during the World War period and were actually below prewar levels in purchasing power. By 1925 the losses of the war years had been overcome. Between 1925 and 1931 the average salary of *all* teachers moved upward faster than the estimated average salary of *city* teachers. The city teachers however received lighter salary cuts during the depression than country teachers and apparently there has been more progress in cities than in the country toward restoration of those cuts. By 1939 the estimated average salary of all city teachers combined was near the predepression figures but in many centers, especially the smaller cities, severe reductions still were in effect. The changes in the purchasing power of the dollar reported in Table 13 show that, in spite of downward trends in the depression years, city teachers' average salaries are higher in real value than

TABLE 13.—ESTIMATED AVERAGE ANNUAL SALARIES OF TEACHERS IN PUBLIC SCHOOLS, 1920 TO 1939

Year	All teachers, principals, and supervisors		Classroom teachers in cities over 2,500 in population		Purchasing power of the dollar (1923-1925 equals \$1.00)
	Estimated average salary	Index (1925 equals 100)	Estimated average salary	Index (1925 equals 100)	
1	2	3	4	5	6
1920.....	\$871	69.6	.....	.....	\$0.86
1921.....	1,091	87.1	.....	.....	0.98
1922.....	1,166	93.1	.....	.....	1.03
1923.....	1,197	95.6	.....	.....	1.01
1924.....	1,227	98.0	.....	.....	1.01
1925.....	1,252	100.0	\$1,734	100.0	0.97
1926.....	1,277	102.0	.....	.....	0.98
1927.....	1,320	105.4	1,782	102.8	0.99
1928.....	1,364	108.9	.....	.....	1.01
1929.....	1,392	111.2	1,853	106.9	1.01
1930.....	1,420	113.4	.....	.....	1.04
1931.....	1,440	115.0	1,890	109.0	1.15
1932.....	1,417	113.2	.....	.....	1.28
1933.....	1,316	105.1	1,791	103.3	1.32
1934.....	1,227	98.0	.....	.....	1.27
1935.....	1,244	99.4	1,677	96.7	1.24
1936.....	1,283	102.5	.....	.....	1.22
1937.....	1,320	105.4	1,786	103.1	1.18
1938.....	1,360	108.6	.....	.....	1.21
1939.....	1,380	110.2	1,903	109.7	1.21*

Sources: *Column 2*: Figures for 1920, 1922, 1924, 1925, 1926, 1928, 1930, 1932, 1934, and 1936 from U. S. Office of Education, *Biennial Survey of Education*. For 1921, 1923, 1927, 1929, and 1937 by direct interpolation. Figures for 1931, 1933, 1935, and 1938 are estimates of the National Education Association based on data from 40 states, 23 states, 32 states, and 35 states, respectively. Figures for 1938-39 are estimated by the Research Division on the basis of city returns.

Column 4: Estimates of the Research Division of the National Education Association to include all classroom teachers in cities over 2500 in population, based on the study reported in the *Research Bulletin* of the National Education Association for the month of March in the years 1925, 1927, 1929, 1931, 1933, 1935, 1937, and 1939.

Column 6: Calculated as reciprocals of the cost-of-living index for wage-earners in cities, published by the U. S. Bureau of Labor Statistics, *Monthly Labor Review* 48: 1358; June 1939.

* September 1939.

they were fifteen or twenty years ago. But they are still far below a professional salary standard.

Teaching is one form of public employment; it must compete for its recruits with other branches of the public service and with other professions requiring specialized preparation. As one illustration of the disadvantages faced by the schools in this competition, mention may be made of the fact that the minimum salary of the *lowest* professional grade in the classified service of the federal government is \$2000.¹ This minimum salary of \$2000 is nearly \$100 above the 1938-39 *average* salary of city teachers and more than \$600 above the average salary of all educational employees in city and rural schools. As the distribution in Table 14 shows, it is estimated that less than 40 percent of the city teachers in the United States received salaries in 1938-39 as high as \$2000 and 9 percent of them received salaries below \$1000.

Altho salaries, experience, and levels of preparation all have been rising in recent years, it does not follow, for the country as a whole, that the experienced and well-qualified teachers are the best paid. To study the exact relationship of salaries to preparation and experience, the records of individual teachers would be needed. Lacking such data, information by cities reported for this study can be used to show a rough measure of the relationship of the three factors of salaries, preparation, and experience. Certain other illustrations of these relationships have been brought together and are presented in this part of the bulletin.

Salaries and Preparation

Table 15 (p. 24) gives the results of calculating median salaries paid classroom teachers (a) in cities above the average in levels of preparation, (b) in cities near the average, and (c) in cities below the average in levels of preparation.² Such figures are shown for elementary teachers, junior high-school teachers, and senior high-school teachers in each of five population groups, thus making fifteen sets of comparisons. In four of the five population groups the median salary of elementary teachers is shown to be

TABLE 14.—ESTIMATED DISTRIBUTION OF SALARIES PAID TO CITY SCHOOL CLASSROOM TEACHERS IN THE UNITED STATES, 1938-39

Salary class	Estimated number of teachers	Percent in each class	Percent receiving salaries in or above the class indicated
1	2	3	4
\$4,600 and over.....	123	...	...
4,500-4,599.....	4,052	1.0	1.0
4,400-4,499.....	409	0.1	1.1
4,300-4,399.....	1	...	1.1
4,200-4,299.....	61	...	1.2
4,100-4,199.....	373	0.1	1.3
4,000-4,099.....	963	0.2	1.5
3,900-3,999.....	400	0.1	1.6
3,800-3,899.....	7,571	1.9	3.5
3,700-3,799.....	225	0.1	3.5
3,600-3,699.....	2,036	0.5	4.1
3,500-3,599.....	520	0.1	4.2
3,400-3,499.....	1,479	0.4	4.6
3,300-3,399.....	11,413	2.9	7.4
3,200-3,299.....	3,619	0.9	8.3
3,100-3,199.....	2,415	0.6	8.9
3,000-3,099.....	3,435	0.9	9.8
2,900-2,999.....	6,093	1.5	11.3
2,800-2,899.....	9,560	2.4	13.7
2,700-2,799.....	5,995	1.5	15.2
2,600-2,699.....	8,162	2.0	17.2
2,500-2,599.....	8,638	2.2	19.4
2,400-2,499.....	12,991	3.2	22.6
2,300-2,399.....	13,232	3.3	26.0
2,200-2,299.....	18,767	4.7	30.7
2,100-2,199.....	14,359	3.6	34.2
2,000-2,099.....	15,810	4.0	38.2
1,900-1,999.....	17,043	4.3	42.5
1,800-1,899.....	21,835	5.5	47.9
1,700-1,799.....	19,613	4.9	52.8
1,600-1,699.....	22,965	5.7	58.6
1,500-1,599.....	24,026	6.0	64.6
1,400-1,499.....	24,629	6.2	70.7
1,300-1,399.....	24,392	6.1	76.9
1,200-1,299.....	21,477	5.4	82.2
1,100-1,199.....	18,744	4.7	86.9
1,000-1,099.....	16,727	4.2	91.1
900- 999.....	14,947	3.7	94.8
800- 899.....	7,255	1.8	96.7
700- 799.....	5,069	1.3	97.9
600- 699.....	2,994	0.7	98.7
500- 599.....	2,018	0.5	99.2
Below 500.....	3,304	0.8	100.0
Total.....	399,740	100.0	...
Mean salary.....	\$1,903	...	...

Source: National Education Association, Research Division. "Salaries of School Employees, 1938-39." *Research Bulletin* 17: 65-96; March 1939. Figures reported in the bulletin are extended to give an estimate that covers all classroom teachers, including Negro teachers in segregated schools, in cities over 2500 in population. Does not include principals and supervisors.

lowest for cities where training is high and highest where training is low; in other words, there is an exact reversal of the relationship

¹ United States Civil Service Commission. *Classification Statutes*. Washington, D. C.: Government Printing Office, 1938. p. 26. (Professional and scientific service, Grade 1, \$2000-\$2600; Grade 2, \$2600-\$3200; etc., up to Grade 5, \$4600-\$5400.)

² Complete distributions of salaries paid to classroom teachers in 1938-39, by \$100 intervals, were reported to the Research Division of the National Education Association by 1850 city school systems. The following bulletin summarizes the findings: National Education Association, Research Division. "Salaries of School Employees, 1938-39." *Research Bulletin* 17: 65-96; March 1939. Price 25¢.

The information on 1938-39 salaries used in Tables 15, 16, 17, and 20 is based on the original salary reports used in the previous study, but is limited to cities replying to the questionnaire on training and experience.

which might be expected. A similar negative relationship is found for junior high-school teachers' salaries. But when senior high-school salaries are compared thus, using five years of preparation as the basis of classification, a consistent tendency appears for salaries to be higher where training is higher, average where training is average, and lower where training is lower.

Salaries and Experience

The amount of experience of teachers in service was the basis for grouping cities in preparing Table 16. The percent of teachers having twelve or more years of experience was calculated for each city, some cities having 75 percent or more teachers with twelve years of experience, some having less than 30 percent, and others falling in intermediate groupings. The median salary of teachers in each group of cities is shown. As in Table 15, the salary comparisons are made for three school divisions and five population groups. Unlike the results of Table 15, however, a consistent tendency ap-

pears in all groups. In each comparison the median salaries are highest in the cities having the high percents of teachers with long experience and lowest where experience levels are low. In eleven of the fifteen series of figures the median salaries for each intermediate experience grouping also show a consistent positive relationship between level of experience and amount of salary. The differences in salary levels between cities with many experienced teachers and those with few experienced teachers are much greater in large cities than in small cities.

Preparation and Experience of Negro Teachers as Related to Salaries

Tables similar to Tables 15 and 16 were prepared for the Negro teachers in segregated schools. These figures are not being reported, however, as they fail to show anything meaningful. Ten different series of figures on salaries related to experience and five on salaries related to training include only one grouping

TABLE 15.—MEDIAN SALARIES PAID CLASSROOM TEACHERS IN CITY SCHOOL SYSTEMS, GROUPED ACCORDING TO LEVEL OF PREPARATION OF TEACHERS, 1938-39 ^a

School division, level of preparation, percentage grouping	Group I ^b		Group II ^b		Group III ^b		Group IV ^b		Group V ^b	
	Number of cities	Median salary	Number of cities	Median salary	Number of cities	Median salary	Number of cities	Median salary	Number of cities	Median salary
1	2	3	4	5	6	7	8	9	10	11
<i>Elementary teachers in cities where the percent of elementary teachers with four or more years of preparation is:</i>										
50 percent or more.....	15	\$1,710	41	\$1,549	77	\$1,340	96	\$1,219	98	\$1,172
25 to 49 percent.....	21	1,956	49	1,540	101	1,416	103	1,321	106	1,127
Less than 25 percent.....	17	2,120	48	1,686	119	1,436	101	1,249	173	1,094
<i>Junior high-school teachers in cities where the percent of junior high-school teachers with four or more years of preparation is:</i>										
90 percent or more.....	12	2,010	36	1,827	75	1,518	60	1,276	68	1,258
70 to 89 percent.....	16	2,426	46	1,845	70	1,575	37	1,459	38	1,332
Less than 70 percent.....	12	2,436	27	1,836	45	1,623	40	1,468	57	1,303
<i>Senior high-school teachers in cities where the percent of senior high-school teachers with five or more years of preparation is:</i>										
50 percent or more.....	15	2,724	25	2,312	54	1,989	53	1,900	39	1,575
25 to 49 percent.....	21	2,455	68	1,975	115	1,745	112	1,625	92	1,461
Less than 25 percent.....	17	2,221	38	1,968	108	1,707	103	1,498	168	1,342

Read as follows: Of the Group I cities for which salary information was available, there were 15 cities where 50 percent or more of the elementary teachers had completed four years or more of preparation above high-school graduation. The median salary of all the elementary teachers in these 15 cities was \$1710.

^a Does not include Negro teachers in segregated schools.

^b For population ranges see Table 1, page 5.

TABLE 16.—MEDIAN SALARIES PAID CLASSROOM TEACHERS IN CITY SCHOOL SYSTEMS, GROUPED ACCORDING TO AMOUNT OF EXPERIENCE OF TEACHERS, 1938-39 ^a

School division, amount of experience, and percentage grouping	Group I ^b		Group II ^b		Group III ^b		Group IV ^b		Group V ^b	
	Number of cities	Median salary	Number of cities	Median salary	Number of cities	Median salary	Number of cities	Median salary	Number of cities	Median salary
1	2	3	4	5	6	7	8	9	10	11
<i>Elementary teachers in cities where the percent of elementary teachers who have 12 years or more of experience is:</i>										
75 percent or more.....	14	\$2,063	20	\$1,835	29	\$1,596	..	..	..	..
60 to 74 percent.....	22	1,979	58	1,669	79	1,444	76 ^c	\$1,341	86 ^c	\$1,189
45 to 59 percent.....	13 ^c	1,775	58 ^c	1,442	113	1,415	90	1,235	92	1,124
30 to 44 percent.....	..	..	..	..	72 ^d	1,299	92	1,262	102	1,098
Less than 30 percent.....	..	..	..	..	..	..	41	1,224	92	1,083
<i>Junior high-school teachers in cities where the percent of junior high-school teachers who have 12 years or more of experience is:</i>										
75 percent or more.....	9	2,611	12	2,364	..	..	..	..	..	..
60 to 74 percent.....	12	2,567	29	1,821	46 ^c	1,646	27 ^c	1,519	28 ^c	1,368
45 to 59 percent.....	11	1,930	46	1,775	54	1,594	31	1,364	20	1,242
30 to 44 percent.....	7 ^d	1,855	20 ^d	1,776	89 ^d	1,492	40	1,345	37	1,302
Less than 30 percent.....	..	..	..	..	..	..	38	1,374	72	1,269
<i>Senior high-school teachers in cities where the percent of senior high-school teachers who have 12 years or more of experience is:</i>										
75 percent or more.....	15	2,798	31	2,371	..	..	..	..	..	..
60 to 74 percent.....	26	2,437	51	2,012	78 ^c	1,969	41 ^c	1,800	19 ^c	1,564
45 to 59 percent.....	8 ^c	1,861	46 ^c	1,849	114	1,755	73	1,649	35	1,504
30 to 44 percent.....	..	..	..	..	85 ^d	1,640	75	1,662	92	1,425
Less than 30 percent.....	..	..	..	..	..	..	76	1,465	151	1,364

Read as follows: Of the Group I cities for which salary information was available, there were 14 cities where 75 percent or more of the elementary teachers had completed 12 years or more of teaching experience. The median salary of all the elementary teachers in these 14 cities was \$2063.

^a Does not include Negro teachers in segregated schools.

^b For population ranges see Table 1, page 5.

^c Includes all cities with less than 60 percent.

^d Includes all cities with less than 45 percent.

^e Includes all cities with 60 percent or more.

in which there is any consistent relationship, either positive or negative, between salaries and the other variable. There is nothing to indicate that the cities employing well-prepared Negro teachers of long experience are paying those teachers either more or less than other cities are paying to less well-qualified teachers.

Regional Comparisons

Median salaries for 1938-39 in the cities replying to the questionnaire on training and experience are shown in Table 17 for each geographic region. It appears that average salaries in the Middle Atlantic states and in the Far West are about 50 percent higher than the average salaries paid in the Southeast and Southwest. The salary figures are limited to the cities for which training and experience were reported, and hence do not include New

TABLE 17.—AVERAGE SALARIES PAID CLASSROOM TEACHERS IN CERTAIN CITIES, BY GEOGRAPHIC REGION, 1938-39 ^a

Region	Number of cities	Average annual salary of classroom teachers, 1938-39
1	2	3
New England.....	166	\$1,795
Middle Atlantic ^b	346	2,022
Southeast.....	165	1,359
Middle States.....	444	1,752
Northwest.....	115	1,572
Southwest.....	94	1,455
Far West.....	101	2,141

^a Limited to 1431 cities reporting on training and experience of teachers. Includes classroom teachers in elementary, kindergarten, atypical, junior high, and senior high schools. Does not include Negro teachers in segregated schools.

^b The average salary for the Middle Atlantic region would be higher if New York City were included.

York City. The relative salary advantage of the Middle Atlantic region would be more striking if New York were included.

The map in Figure VII shows the average level of salaries, preparation, and experience in each of six regions.³ Teachers in the Northeast are relatively low in preparation and high in salaries and experience; the Far West is high in all three. The Southeast and Southwest are average or high in preparation and low in salaries and experience. Budget studies show that costs of living are slightly lower in southern cities than in other regions, but the differences in salaries, as shown in Table 17, are far greater.⁴ It seems clear that teachers in the Southeast and Southwest are receiving much less in real wages than teachers in other parts of the country, in spite of the fact that their professional qualifications are high.

State Studies of Relationship

The relationship of salaries to preparation and experience thus far presented are based on comparisons from city to city. More sensitive measures are possible when based on comparisons among individual teachers. Several such studies have been made in state and local school systems; two of the most extensive recent surveys of this kind are summarized in Tables 18 and 19.

Figures on salaries of some 8000 teachers in Minnesota cities below 30,000 in population are given in Table 18. A glance at the indexes of relationship will show that the size of the town appears to have more influence on salaries than either the experience or the training of the teachers. When size of city is disregarded and teachers are classified according to length of service, it appears that the highest salaries are earned by the teachers of twenty years and more of experience. When level of preparation is the basis of grouping, the best paid teachers in the elementary schools are those with less than two years of training. In the high schools the teachers with less than four years of train-

TABLE 18.—RELATIONSHIP OF VARIOUS FACTORS TO LEVELS OF TEACHERS' SALARIES IN MINNESOTA CITIES BELOW 30,000 IN POPULATION, 1937-38

Factors	Elementary schools		Secondary schools	
	Median salary	Index (lowest median equals 100)	Median salary	Index (lowest median equals 100)
1	2	3	4	5
<i>Population of towns</i>				
500 and under.....	\$766	100.0	\$955	100.0
501- 1,000.....	857	111.9	1,023	107.1
1,001- 1,500.....	914	119.3	1,119	117.2
1,501- 2,500.....	963	125.7	1,180	123.6
2,501- 5,000.....	1,049	136.9	1,286	134.7
5,001-10,000.....	1,147	149.7	1,383	144.8
10,001-30,000.....	1,344	175.5	1,633	171.0
<i>Years of teaching experience</i>				
1.....	784	100.0	974	100.0
2- 5.....	858	109.4	1,086	111.5
6-10.....	947	120.8	1,273	130.7
11-20.....	1,082	138.0	1,439	147.7
21-25.....	1,265	161.4	1,630	167.4
26 and over.....	1,198	152.8	1,591	163.3
<i>Years of training above high school</i>				
Less than 2 years.....	1,150	128.6	.....	.....
Two years.....	894	100.0	.....	.....
More than 2, less than 4 years.....	1,017	113.8	.....	.....
Less than 4 years.....	.....	.....	1,316	121.2
Four years.....	937	104.8	1,086	100.0
More than 4, less than 5 years.....	1,012	113.2	1,233	113.5
Five years.....	950	106.3	1,258	115.8
More than 5 years.....	980	109.6	1,438	132.4

Source: Minnesota Education Association, Committee on Research and Information. *Facts and Figures on Teachers' Salaries, 1929-1938*. St. Paul: the Association, 1939. p. 15-17, 24-27. (Calculations based on individual records of 3289 elementary teachers and 4397 high-school teachers.)

ing are paid more than those with either four or five years of training. The teachers with more than five years of training are, however, at the top in high-school salaries.

The Minnesota report includes figures also for the three largest cities in the state, not included in Table 18, that show the same slight or erratic relationship between preparation and salaries.⁵

Another state study, covering more than

³ In preparing Figure VII, the figures for New England and the Middle Atlantic regions are combined in a single figure for the Northeast: average salary, \$1953; median preparation, 3.8 years; median experience, 14.4 years.

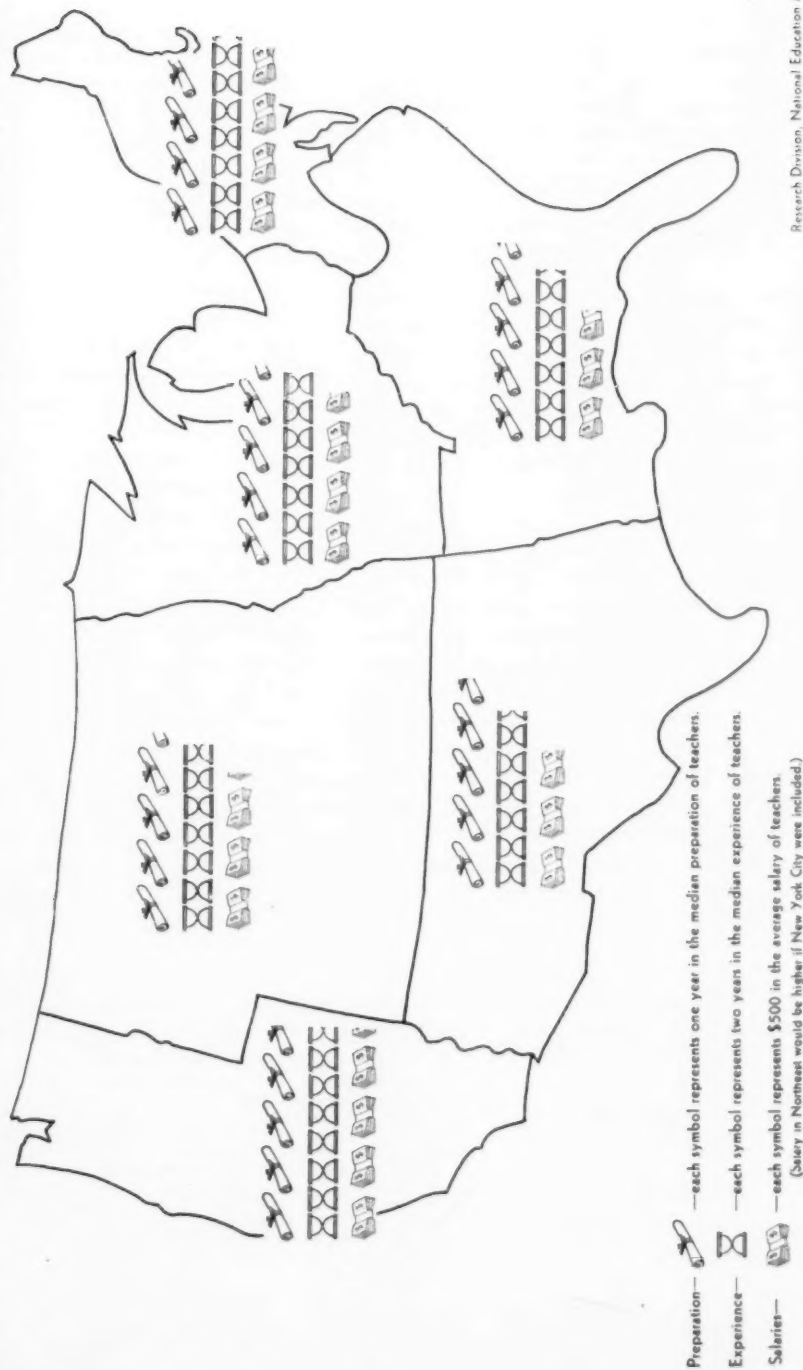
⁴ U. S. Department of Labor, Bureau of Labor Statistics. *Changes in Cost of Living*. Serial No. R.1008. Washington, D. C.: Government Printing Office, 1939. p. 11-14. (Average cost of living at maintenance level approximately 6 percent lower in nine large southern cities than in 22 large cities in other regions.)

⁵ "Differences in Living Costs in Northern and Southern Cities." *Monthly Labor Review* 49: 22-38; July 1939. (Figures for December 1938 show costs in southern cities to be 3.1 percent lower than in northern cities in one comparison; 3.9 percent lower in another comparison.)

⁶ Minnesota Education Association, Committee on Research and Information. *Facts and Figures on Teachers Salaries, 1929-1938*. St. Paul: the Association, 1939. p. 39-46.

FIGURE VII

REGIONAL DIFFERENCES IN PREPARATION, EXPERIENCE, AND SALARIES OF TEACHERS IN CERTAIN CITY SCHOOL SYSTEMS, 1938-39



Research Division, National Education Association

12,000 Michigan teachers, is reported in Table 19. Again the evidence indicates that in the elementary schools and senior high schools teachers below the four-year level of training are about as well paid as are the college graduates. But teachers with as much as five years of preparation appear to have received salary recognition. In the Michigan junior high schools a clear-cut tendency appears for salaries to be higher with each added year of professional preparation.

Why the Disparity between Qualifications and Salaries?

It has been shown that when figures for many different school systems are brought together there is some evidence that teachers of long experience tend to receive higher salaries than the younger teachers, if the school systems compared are in cities of approximately the same size. But the small cities pay smaller salaries to well-experienced teachers than the large cities pay to those with much less experience.

There is little evidence, even when comparisons are limited to cities of like size, that the teachers with high professional preparation are paid better than those with little preparation, if teaching in elementary schools. At the high-school level, when cities of the same population group are compared, there does appear to be a relationship between salaries and preparation for teachers who have completed as much as five years of preparation.

^o The disparity in salaries between large and small cities is increasing rather than growing less. In 1925 the median salary of elementary teachers was 74 percent higher in Group I cities than in Group V; by 1938-39 the difference was 102 percent. The corresponding salary advantage for high-school teachers in the large cities was 70 percent in 1925 and 90 percent in 1939. (*Research Bulletin* of the National Education Association, Vol. 3: 27-28; Vol. 17: 70, 74.)

Table 20 brings together figures on preparation, experience, and salaries of teachers, showing the variation on basis of city size, school division, and region. Indexes show the amount of variation within each of the nine groupings. This table summarizes much that has been given in more detail in previous sections, but the figures on average salaries according to size of city and school division are not shown elsewhere. The salary figures represent only the cities reporting on training and experience as well as salaries and hence are somewhat lower than they would be if New York City were included.

The average salary in Group I cities is 62.1 percent higher than the average salary in Group V cities. Median years of experience vary according to city size in the same way as the average salaries. But median years of preparation vary not at all with size of city. These three sets of figures help to explain the lack of consistent relationship between levels of preparation and levels of salaries. Wealth and income are concentrated in the cities—the larger the city the greater the wealth. Some progress has been made toward equalizing school support, but not enough to offset the local economic advantages of the large cities, which have been able to pay higher salaries to teachers than could be paid in the smaller communities.^o The higher salaries have tended to retain teachers longer in the large cities than in the small ones, and to draw off experienced teachers from the smaller cities with the result that the

TABLE 19.—MEDIAN SALARIES OF TEACHERS IN VILLAGE AND CITY SCHOOLS IN MICHIGAN, 1937-38, ACCORDING TO LEVEL OF PREPARATION

Level of preparation of teachers	Elementary		Junior high		Senior high	
	Median salary	Index (lowest salary equals 100)	Median salary	Index (lowest salary equals 100)	Median salary	Index (lowest salary equals 100)
1	2	3	4	5	6	7
Less than 3 years.....	\$1,348	100.0	\$1,376	100.0	\$1,517	102.4
Three years.....	1,367	101.4	1,497	108.8	1,482	100.0
Bachelor's degree.....	1,361	101.0	1,629	118.4	1,484	100.1
Master's degree.....	1,625	120.5	1,847	134.2	1,901	128.3

Source: Michigan Education Association, Subcommittee of Professional Problems Committee. *A Survey of Teachers Salaries in Michigan, 1937-38*. Bulletin No. 35, 1938. Lansing: the Association, May 1938. 71 p. (Mimeo.) p. 8. (Calculations based on individual records of 12,583 teachers.)

TABLE 20.—DIFFERENCES IN PREPARATION, EXPERIENCE, AND SALARIES OF CLASSROOM TEACHERS, IN RELATION TO SIZE OF CITY, SCHOOL DIVISION, AND REGION, 1938-39 ^a

Basis of classification	Years of preparation		Years of experience		Annual salary ^b	
	Median	Index (lowest median equals 100)	Median	Index (lowest median equals 100)	Mean	Index (lowest salary equals 100)
1	2	3	4	5	6	7
<i>Size of city</i>						
I—Over 100,000.....	4.2 yrs.	100.0	16.0 yrs.	172.0	\$2,116	162.1
II—30,000-100,000.....	4.2	100.0	15.0	161.3	1,778	136.2
III—10,000-30,000.....	4.2	100.0	12.8	137.6	1,599	122.5
IV—5,000-10,000.....	4.3	102.4	11.0	118.3	1,443	110.6
V—2,500-5,000.....	4.2	100.0	9.3	100.0	1,305	100.0
<i>School division</i>						
Kindergarten.....	3.1 yrs.	100.0	13.2 yrs.	100.0	.....	.....
Elementary school.....	3.4	109.7	14.4	109.1	1,643 ^c	100.0
Junior high school.....	4.5	145.2	13.3	100.8	1,903	115.8
Senior high school.....	4.8	154.8	13.6	103.0	2,018	122.8
<i>Region</i>						
New England.....	3.4 yrs.	100.0	14.8 yrs.	118.4	1,795	132.1
Middle Atlantic.....	3.9	114.7	14.2	113.6	2,022 ^b	148.8 ^b
Southeast.....	4.3	126.5	12.5	100.0	1,359	100.0
Middle States.....	4.3	126.5	14.0	112.0	1,752	128.9
Northwest.....	4.3	126.5	13.4	107.2	1,572	115.7
Southwest.....	4.5	132.4	12.9	103.2	1,455	107.1
Far West.....	4.6	135.3	15.4	123.2	2,141	157.5

^a Does not include Negro teachers in segregated schools.

^b Salary figures represent only the cities reporting on training and experience as well as on salaries. The amounts are somewhat lower than they would be if New York City were included.

^c Includes kindergarten teachers.

average level of experience is higher in the large cities. Certification requirements for new teachers have been rising so rapidly that the younger teachers with little experience, typically found in the smaller school systems, tend to have professional qualifications as high as or higher than the older teachers who were employed when standards were lower. Regional differences in concentration of wealth and income also operate to the disadvantage of the less favored regions so far as teachers' salaries are concerned. So long as the extreme differences in

salaries continue between large and small cities and between wealthy and less wealthy regions there seems little prospect that for the teaching profession as a whole there will be any consistent relationship between professional qualifications and salaries. Within separate school systems, however, it is possible to set up administrative procedures whereby qualifications are recognized in the salaries paid. The nature and extent of such procedures are reported on in brief in the next part of this bulletin.

IV. Salary Schedules in Relation to Levels of Preparation

To trace the causes of the recent upward trend in levels of training for city teachers would be difficult. To some extent the change has been merely a part of the general expansion of higher education. Teachers always have been expected to be well educated; and altho their qualifications never have been ideal their formal educational background has been superior to that of the masses of the people. When the general level of education rises for all people it naturally rises for teachers also. The transformation of normal schools into teachers colleges and the elimination of high-school teacher-training classes have been parts of the up-grading process in teacher education. Other changes which have encouraged higher levels of teacher education include the following:

... The centralization of certification authority; the decrease in the number of certificates issued as a result of examination; the rapid development of the materials in the field of education and psychology which required a longer period of preservice preparation if they were to be mastered without sacrificing time needed for the acquisition of subjectmatter; the rapid growth of local and national associations of teachers with their campaigns for increasing the professional status of public-school teaching; and the increased competition for positions which appeared during the last part of this decade and which encouraged many prospective teachers to continue in college one or two years longer than the required minimum period in order to increase their chances of securing positions.¹

This part of the bulletin presents figures to suggest that policies in salary scheduling may have been an added factor in stimulating professional growth among teachers.

How Salary Schedules Recognize Preparation

Salary schedules recognize and encourage higher levels of preparation in several ways. The traditional policy provided low training requirements and low salaries for teachers in elementary schools and set higher requirements and higher salaries in the secondary schools. Ambitious elementary-school teachers could

qualify by further study for high-school positions but had to leave the elementary-school field in order to receive a promotion in salary. All of the early salary schedules for teachers were based thus on *position*, with differential preparation usually taken for granted. In the decade of the World War a few school systems began to experiment with rewards for added preparation without requiring that teachers leave elementary-school teaching to secure recognition for higher qualifications. For example, as early as 1913, the schedule in Richmond, Virginia, provided two maximum salaries for elementary-school teachers—a regular maximum for holders of the minimum standard certificate, and a higher maximum for holders of certain higher certificates.² Other pioneers in the use of such *position-preparation schedules* were reported in 1919.³ The schedule in Cleveland Heights, Ohio, was among this group, with a maximum salary of \$1600 for normal school graduates and \$1800 for college graduates teaching in elementary schools; the maximum for college graduates teaching in high schools was \$2300.⁴ This kind of schedule has grown in popularity until about a fourth of all salary schedules are of the position-preparation type.⁵ In such a schedule, elementary-school teaching is less well paid than high-school teaching but some extra salary is given to certain groups of teachers whose professional equipment is above the minimum required for appointment. Such a differential may apply to elementary teachers only, to high-school teachers only, or to all teachers.

A third method of recognizing professional training began to appear about 1920. This was the plan of paying all teachers as teachers, regardless of age or grade of the children being taught. Basic salary classes were established, not in terms of the position or school division, but in terms of professional preparation. One of the earliest schedules of this kind was adopted in 1920 in Denver. It set minimum and maximum salaries of \$1200 and \$2040, respectively, for normal school graduates, and

¹ Evenden, E. S. *National Survey of the Education of Teachers: Summary and Interpretation*. U. S. Dept. of the Interior, Office of Education, Bulletin, 1933, No. 10, Vol. VI. Washington, D. C.: Government Printing Office, 1935. p. 33-34.

² Boykin, James C., and King, Roberta. *The Tangible Rewards of Teaching*. U. S. Dept. of the Interior, Bureau of Education, Bulletin, 1914, No. 16. Washington, D. C.: Government Printing Office, 1914. p. 238.

³ Evenden, E. S. *Teachers' Salaries and Salary Schedules*. Commission on the Emergency in Education, Commission Series, No. 6. Washington, D. C.: National Education Association, 1919. p. 125-26.

⁴ Evenden, E. S., *ibid.*, p. 125.

⁵ The 1220 salary schedules reported in 1938-39 by cities over 2500 in population can be classified as follows: position type, 498 or 40.8 percent; position-preparation, 346 or 28.4 percent; preparation, 376 or 30.8 percent.

higher amounts for teachers with additional training. For the master's degree the minimum was \$1500, the maximum \$3080.⁶ One aim of such schedules was to break down the practice of "promoting" good teachers from elementary to secondary schools, and to substitute a plan which would keep competent teachers in the elementary schools at salaries as good as they could receive in high schools. Hence the name "single-salary schedule" was used to indicate that a single standard was used for all school divisions. But requirements for appointment to elementary schools were left, in most places, at a lower level than the requirements for high schools. A salary differential for men could be added, thus tending to raise the salary levels for secondary schools. For these and other reasons, the term *preparation schedule* rather than "single-salary schedule" may be preferred as a descriptive title. The two terms are used interchangeably in this discussion.

Many new salary schedules were adopted in the years just after 1920. By 1924-25 nearly a fifth of the salary schedules in cities over 30,000 in population were of the preparation or single-salary type. Their growth since that year has been steady but not so rapid as in the first five years. By 1938-39 the proportion of single-salary schedules in cities of this size had increased to 34.8 percent, or more than one-third.⁷

Levels of Training of Teachers under Salary Schedules of Different Types

What is the effect of preparation or single-salary schedules on the levels of training of teachers? Is it sound to assume that teachers in service will seek additional training if a salary schedule is adopted that places a premium on training? The answer to these questions cannot be precise because many factors other than the type of schedule may influence levels of training. For example, some school systems following preparation schedules still appoint as elementary-school teachers the graduates of two-year or three-year training courses, in preference to college graduates whose initial salaries would be higher. Other systems, fol-

lowing salary schedules of the position type, consistently appoint as new teachers only those with four years of training. Teachers in some cities are required to attend summer school periodically, regardless of previous training. There are differences among systems in the emphasis placed on professional growth, in the accessibility of local colleges and universities, and in other factors which might influence the amount of preparation of the teaching staff.

Whether or not a cause-and-effect relationship exists, the figures collected for this study show higher levels of training in cities where preparation schedules have been in effect for several years than in cities where position schedules are used.

Previous studies made by the Research Division of the National Education Association provide facts on types of salary schedules in effect over a period of several years in city school systems. In 1938-39 it was found that 122 of the Group I and Group II cities reporting on levels of training were following salary schedules which had not changed in basic classification since 1930-31. Forty-two of these schedules were of the position type, 30 were position-preparation schedules, and 50 were preparation or single-salary schedules. When levels of preparation of teachers in service were calculated for each of the three groups of cities, the results shown in Figure VIII and in Table 21 were obtained⁸ (see p. 32).

Elementary teachers in the 42 cities using position schedules have completed a median of 2.9 years of training above high school, as compared with 4.1 years for the teachers working in 50 cities under schedules based on preparation. There is thus a substantial difference, 1.2 years, in favor of the latter group. In kindergartens and in junior high schools there are smaller differences, likewise in favor of the cities following preparation schedules. There is no difference between the two groups of cities in median years of training of high-school teachers. The comparisons just made refer to the position schedule vs. the preparation type of schedule. Under the intermediate

⁶ National Education Association, Salary Committee. *Teachers' Salaries and Salary Trends in 1923*. Washington, D. C.: the Association, 1923. p. 60. (The lower and upper limits of this schedule, \$1200 and \$3080, remain the same in 1939-40; there have been minor changes in the intermediate levels.)

⁷ National Education Association, Committee on Equal Opportunity. *Progress and Problems in Equal Pay for Equal Work*. Washington, D. C.: the Association, 1939. p. 8.

⁸ See Appendix Table F for detailed figures and for list of cities.

TABLE 21.—MEDIAN LEVELS OF PREPARATION AND PERCENT OF TEACHERS WITH FOUR YEARS' PREPARATION, IN 122 CITIES OVER 30,000 IN POPULATION, BY TYPE OF SALARY SCHEDULE ^a

School division	Position schedules (42 cities)	Position-preparation schedules (30 cities)	Preparation schedules (50 cities)
1	2	3	4
Median years of preparation of teachers, 1938-39			
Kindergarten.....	2.8	2.8	3.6
Elementary school...	2.9	2.9	4.1
Junior high school...	4.5	4.4	4.6
Senior high school...	4.9	4.7	4.9
Total.....	4.1	4.0	4.4
Percent of teachers with four years or more of preparation			
Kindergarten.....	19.9	18.7	42.2
Elementary school...	30.1	26.4	54.6
Junior high school...	74.7	74.2	86.9
Senior high school...	89.3	86.2	92.8
Total.....	52.0	51.7	71.2
Number of teachers..	38,969	14,625	25,745

^a Includes 40 Group I cities and 82 Group II cities in which the type of salary schedule followed in 1938-39 had been adopted not later than 1930-31.

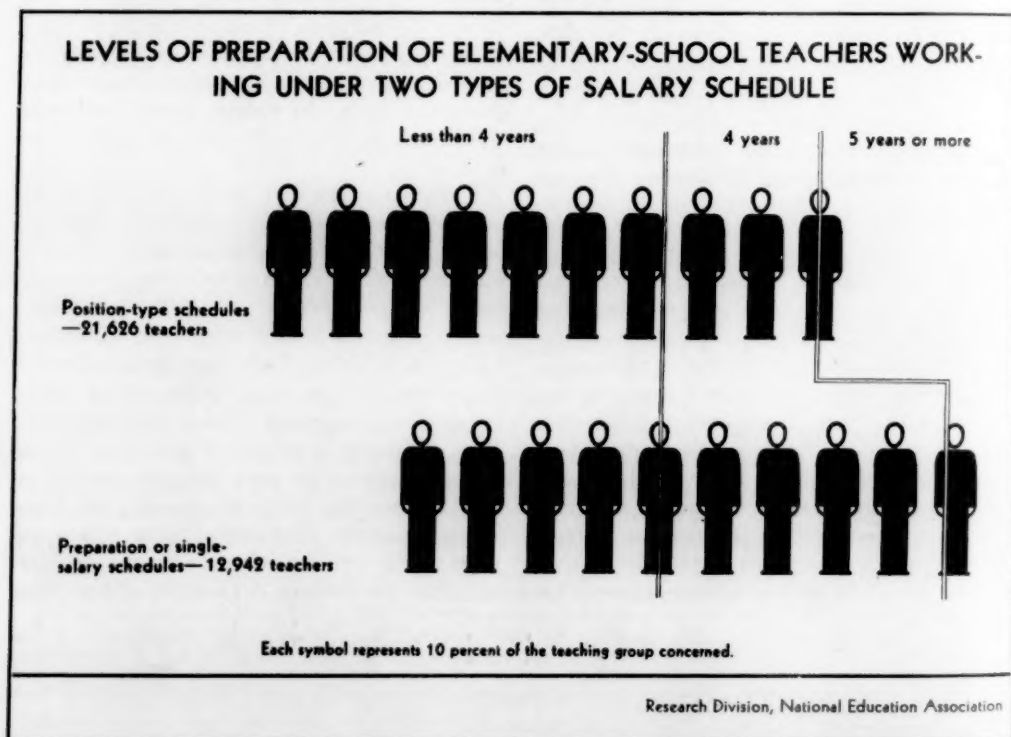
position-preparation type, the median levels of training are essentially the same as under the schedules based entirely on position.

Table 21 also shows the percent of teachers with four years or more of preparation. Where position schedules are followed and teachers in elementary schools thus have no direct financial incentive for raising their level of preparation, only 30.1 percent of the elementary-school teachers have completed or surpassed the equivalent of college graduation. But in cities where preparation schedules are followed, 54.6 percent of the teachers in elementary schools have reached the four-year level of preparation.

Administration of Salary Schedules Based on Preparation

The many discussions of the values of the single-salary schedule center around two main purposes which it is believed that such schedules will achieve: first, making elementary-school teaching as desirable and as well paid a branch of the profession as high-school teaching, and second, encouraging teachers to con-

FIGURE VIII



continue their professional growth. Certain administrative problems in connection with these two aims, as related to levels of preparation of teachers, are observed in the present-day operation of schedules of this type.

Recognition of full professional status of elementary-school teaching—Schedules of the single-salary or preparation type ordinarily have been used in connection with a policy of selection which makes one real distinction between elementary and secondary schools. For a number of years, graduation from a two-year normal school was the typical requirement for appointment to the elementary schools, with four-year college graduation a minimum for a high-school appointment. Many schoolboards now require college graduation of prospective elementary-school teachers and an added year, perhaps a master's degree, for high-school teaching. Relatively few set the same quantitative standard for both, even today.

Nearly all statements of the purposes of education and of the functions of teachers say by implication that teachers in all branches of the school service need wisdom, scholarship, and broad human understanding far above that of the average run of humanity.⁹ Studies of childhood continue to pile up evidence of the crucial influence on all later life of the formative years of early childhood.¹⁰ Administrative plans that approve a lower level of preparation for elementary-school service than for high-school service seem to be incompatible with the modern belief in the professional significance of all teaching. The National Survey of the Education of Teachers recognized the situation by a positive recommendation that such differences be eliminated:

... There is no reason to believe that elementary teachers whose educational preparation is equal to that of secondary teachers (tho different in content)

cannot render as valuable service to education and to American social progress as that of the secondary teachers. It is, therefore, recommended that as rapidly as possible the states approach the ideal of having all public-school teachers meet the same standard for the amount of preservice education.¹¹

The National Survey made its recommendation to all school systems, without limitation. It would seem to be of special significance to school systems operating under a preparation or single-salary schedule, in view of the fact that the adoption of such a schedule represents an effort to raise the professional status of the elementary-school teacher.

Encouraging teachers to continue their professional growth—For the many school systems where the typical teacher is still below the standard recognized as most desirable, the preparation schedule is a valuable aid to continued professional growth. Some considered policy should be adopted for a truly professional rather than a mechanical operation of the schedule. Limitations may be necessary to discourage unwise piling up of "credits" too rapidly or without due regard for balanced educational needs. There should be a system for evaluating the added professional training, perhaps thru the services of a "credential committee" or some other cooperative plan. Every step toward qualitative rather than purely quantitative measures of professional growth would seem to be desirable. This aspect of the administration of preparation schedules will continue to require thoughtful attention in many school systems for a number of years to come.

There is another group of cities, however, where the use of preparation schedules to encourage continued professional growth is entering upon a new phase. If the trends toward higher levels of training reported in this bulletin continue, and if the recommendations for

⁹ E.g., "... The primary business of education, in effecting the promises of American democracy, is to guard, cherish, advance, and make available in the life of coming generations the funded and growing wisdom, knowledge, and aspirations of the race. This involves the dissemination of knowledge, the liberation of minds, the development of skills, the promotion of free inquiries, the encouragement of the creative or inventive spirit, and the establishment of wholesome attitudes toward order and change—all useful in the good life for each person, in the practical arts, and in the maintenance and improvement of American society, as our society, in the world of nations."—National Education Association and Department of Superintendence, Educational Policies Commission. *The Unique Function of Education in American Democracy*. Washington, D. C.: the Commission, 1937. p. 77-78.

¹⁰ "If the kind of training which is appropriate for the teacher... is conceived in terms of the application of broad and diverse fields of knowledge, thought, and ideals to the physical, intellectual, and moral growth of the child and to the transformation and enrichment of culture, then the pattern of training to be followed should be like that suited to the education of the artist, the poet, the statesman, the spiritual leader of mankind."—American Historical Association, Commission on the Social Studies. *Conclusions and Recommendations*. New York: Charles Scribner's Sons, 1934. p. 107.

¹¹ E.g., "An individual's first twelve years are more significant to his ultimate happiness and welfare than is any other interval of his life. The childhood years are learning years, during which the most important patterns of behavior are developed."—Brooks, Fowler D. *Child Psychology*. Boston: Houghton Mifflin Co., 1937. p. 1.

See also: Murchison, Carl A., editor. *Handbook of Child Psychology*. Second edition. Worcester, Mass.: Clark University Press, 1933. 956 p.

¹² Evenden, E. S., *National Survey of the Education of Teachers*, op. cit., p. 66-67.

a four-year or five-year minimum of preparation be adopted alike for elementary and secondary schools,¹² administrators of single-salary schedules will have to face certain new problems. The typical preparation schedule now in effect sets either the master's degree or five years of training as the upper limit of preparation for which salary recognition is given.¹³ In many cities the time is rapidly approaching when all new teachers will be placed on one of the lower steps of the highest salary class in the schedule.¹⁴ Increments are provided for each year of satisfactory service up to the maximum of the schedule, but there is no salary incentive for further training. The schedule becomes literally a "single" salary schedule with the same minimum and the same maximum for all teachers. The second advantage of the preparation salary schedule—the encouragement of continued professional growth—begins to disappear when most of the teachers start their service at the highest level of preparation recognized by the schedule.

One method of meeting this difficulty has been to provide more classes in the salary schedule to reward added amounts of training—six years, seven years, Ph.D., and the like. Another familiar device is to set up requirements for additional professional study at stated intervals, in order for the teacher to receive regular increments or to stay at the maximum of the schedule. But a question may arise as to the ultimate extent to which any salary schedule should be depended upon to carry out the purpose of encouraging professional growth. It seems clear that teachers already

in service whose qualifications are below an acceptable minimum should be given some financial incentive for improvement. It seems reasonable also that teachers and school officials should agree upon the highest amounts of formal training which are believed to be desirable for *all* teachers to work toward, and should try to have salary differentials provided up to those limits.

Beyond that point, however, some administrative policy other than the salary schedule may be the most effective means of stimulating professional growth. For teachers who have reached the upper limits of training, as measured quantitatively by a salary schedule, further professional growth will be a matter of individual needs. The professional needs revealed to the teacher in his own classroom experience may suggest the direction of further personal growth. Many teachers may profit by continued systematic study which can be measured in semester hours of credit. Others will gain as much professionally from travel, independent study, organizations, civic services, and certain kinds of occupational experience. Informal curriculum workshop experience has been found helpful by some teachers. A balanced program which will include all these activities over a cycle of several years may be the wisest course for the teacher whose basic professional qualifications are of high standard. The salary schedule policy should not place so much emphasis on the amassing of further academic credits that a broader program of liberalizing and informal in-service growth actually is retarded.

¹² See recommendations cited on p. 12 of this bulletin.

¹³ National Education Association, Research Division and American Association of School Administrators. *Salary Schedule Provisions for Classroom Teachers in 84 School Systems in Cities over 100,000 in Population, 1938-39*. Educational Research Service Circular No. 3, 1939. *Salary Schedule Provisions for Classroom Teachers in 143 School Systems in Cities 30,000 to 100,000 in Population, 1938-39*. Educational Research Service Circular No. 1, 1939. Washington, D. C.: the Association, 1939. See Table 2 in each circular.

Of the 84 single-salary schedules outlined in these two circulars, 16 recognize four years of preparation as the highest level of training; 27 make the fifth year and 35 make the master's degree the upper limit of training for salary credit; three schedules provide separate salary classes for six years of training; one schedule recognizes seven years; and two the Ph.D. degree.

¹⁴ The following quotation illustrates the problem referred to by this discussion:

"For a number of years the board of education of the city of Tulsa has had a ruling that each teacher in the school system must attend summer school at least once every five years. Of the 825 teachers and principals in the school system, 458 have their bachelor's degree and 367 their master's or doctor's degree. Consequently, each year fewer teachers are working toward higher degrees. In many instances, therefore, teachers have had to take courses in which they were not particularly interested, in order to comply with the summer-school-attendance requirement." Gowans, Harry W. "Teaching Tulsa's Teachers." *School Executive* 59: 21; October 1939.

V. A Look Ahead

The long struggle to build up a permanent and well-prepared teaching staff in city school systems may soon result in something close to success, if judged by simple quantitative measures of permanence and preparation. The average experience of city teachers in service is 14 years; the average preparation beyond high school is more than four years.

Such averages represent significant progress but they do not tell the whole story. Many teachers and many city school systems are far below these average figures. For example, in one city employing 493 elementary teachers in 1938-39, 103 of them had completed less than two years of preparation above high school. The total staff of 222 elementary and secondary teachers in another city included only 64 who had earned the bachelor's degree or its equivalent, and only one with as much as five years of preparation. It should be remembered also that the qualifications of rural teachers, who make up more than half of the total teaching staff of the United States, are far below those of city teachers.

The fact that the average city teacher has completed four years of college preparation offers no basis for complacency. On the contrary, there is a lively ferment of study and activity in the direction of improving the qualifications of teachers. The quality of preparation and experience, not the quantity alone, is receiving emphasis. Four years or even more of highly specialized academic courses will not equip the prospective teacher to meet the problems of his profession, or will an equal amount of time spent in a narrowly conceived program of methods courses and student teaching. What is needed is something broader and better than the student can achieve thru extreme specialization, either academic or professional. And beyond the preservice period of education, the need still exists to make each year of teaching service also a year of learning and growth. Until the typical teaching situation can be made one of challenge and stimulus, the value of each added year of experience will fall short of its potential worth.

Perhaps the most heartening aspect of the present status of teacher preparation and experience is not the relatively high quantitative levels that have been reached by the average city teacher but the amount of dissatisfaction

that exists with regard to the present situation. The cooperative studies of teacher education completed or launched during the past decade, several of which are cited in the sixth part of this bulletin, testify to the intensity of the desire for improvement. No one type of organization has monopolized the field; college teaching, elementary education, secondary education, specialized subjectmatter fields, accrediting associations, and nonspecialized educational agencies of nationwide scope—all are represented. The findings and recommendations of these studies are helping to lay the foundation for future progress.

The facts in this bulletin, and the thinking represented by studies such as those just mentioned, call attention to certain needs and limitations to be met and overcome as further advance is made in the improvement of teachers' professional qualifications. Certain of these challenges to progress are mentioned and briefly discussed in this section.

Selective Admission to the Teaching Profession

Facts reported in an earlier section show that the number of new teachers appointed in city school systems has been reduced in recent years. Reductions may continue in school enrollments and in the number of new teachers appointed. Each year, however, the colleges and normal schools are graduating thousands of young persons who expect to become teachers, some of whom lack the personal, social, and intellectual qualifications essential to successful teaching. The need is urgent for recruitment of able students to seek admission to courses for the preparation of teachers, for a rigorous selection among those applicants, and for a process of certification which will recognize adequate qualifications and protect the schools against incompetence. Legislation will be required in some states before selective recruitment can be made effective. Strong state departments of education, adequately financed and staffed with professional workers, are needed in order to establish sound procedures for maintaining a balance between supply and demand and for issuing certificates to teach. Accrediting agencies have a responsibility also for adapting standards to recognize adequate

qualifications. Cooperative effort is needed for continuous revision of standards so that they will stimulate rather than retard the development of comprehensive curriculums for teachers in training and will encourage significant programs of in-service growth.

Enriched Curriculum for Prospective Teachers

More than half of the city school teachers represented in this bulletin had completed four years or more of preparation beyond high school. But nearly one-fourth were still at or just above the two-year level of training. The increasing breadth of the service now expected from teachers makes the short periods of training acceptable in the past seem totally inadequate. A broad general education, adequate specialized preparation, and supplementary cultural contacts which make for truly liberal education—all are needed. Bold experiments and innovations are likely to be made as the purposes of teacher education are clarified further. To be sure that such changes are made wisely and well, institutions for the education of teachers need able people on their staffs. These people can make their best contribution to students only when adequate provision is made for libraries, laboratories, staff assistance, and facilities for creative experiences with children. Ample financial support is needed. All parts of the program of these institutions—course offerings, student organizations, living arrangements, and community contacts—should be evaluated in terms of their contribution to the development of individuals who as teachers are competent to accept the responsibilities of personal living, professional service, and useful citizenship.

Local School Administration Adapted to Needs of Professional Teachers

Many of the administrative practices of the past were adopted to overcome in part the deficiencies of a staff of untrained and immature young teachers, most of whom would leave teaching after a few brief years of service. Every administrative practice relating to teachers should be scrutinized now to see whether or not this old assumption is still the only valid basis for its existence. Every move that can be made to liberate teachers from petty restric-

tions and to substitute opportunities for personal initiative and responsibility is a move toward professional growth in service. In an organized school system certain procedures must be routinized. But the routine is justified only as a means for carrying out effectively the major purposes of the schools. Teachers have a service to render in thinking about purposes and in developing cooperative ways to carry out those purposes. The administrative organization will be poorer than it needs to be if it does not include a plan for using effectively the contribution which teachers can make in developing school policies. Likewise, the teachers will be less well equipped than they need to be for service to children if they do not participate in the study and experimentation which are basic to wise decisions on school policies.

Better Social and Economic Recognition of Teaching

One of the barriers to successful recruitment of teachers is the combined effect of low salaries and the fact that teachers in many places are regarded almost as a separate social class whose activities and enjoyments should be of a more ascetic tone than those of other people. Older teachers may be able to recognize this setting apart of the teachers as to some extent a tribute to the profession and to adjust themselves to the mores of their communities. Younger people often find it hard to accept the fact that they are excluded from many pleasant social relationships of a community merely because they are labeled as "school teachers." This problem is so complex, and yet so basic to the professional advancement of teaching, that it deserves thoughtful study as to methods of meeting it. One obvious step would be the effort to abolish in every community the short-sighted policy of dismissing women teachers who marry and the related policy of refusing to appoint married women as new teachers. Marriage is the normal expectation of all young people, and increasing numbers of young women in every occupation combine marriage with paid employment. To limit women's opportunities in teaching to spinsters is to place a wholly unnecessary handicap on the profession. The no-marriage rules perhaps have been one of the most potent forces in setting teaching apart in the social scale in many communities. Certainly

they have been one important factor in holding down the level of experience of teachers.

Economic recognition of teaching is no less important than social recognition, and to some extent may be basic to the latter. The teacher who lacks money for clothes, living accommodations, books, and recreation is plainly at a disadvantage in community life. Continuing efforts are needed for the adoption of salary schedules which do not belittle the significance of the teacher's service to society. Salary schedules which make definite recognition of professional training undoubtedly have been one factor in raising the level of preparation of teachers. Until all teachers have reached desirable levels of professional preparation, such schedules will continue to be a valuable aid to professional growth. The relationships between level of salary and length of service reported in this bulletin suggest that adequate salaries contribute also to greater permanence of teachers in service.

Constructive Program of Professional Growth in Service

This bulletin has shown the extent to which long tenure of service is becoming typical of city teachers. Nearly 30 percent of the teachers have been in service twenty years or longer. At the same time that greater permanence in service is becoming typical, the body of knowledge and skills which should be at the command of every teacher is rapidly growing. Each school system therefore needs some plan to help older teachers keep professionally alert, as well as to help new teachers adjust their general professional training to the specific needs of a local teaching situation.

"Professional growth in service" has become a familiar phrase in school administration, but much is still to be done before the expression refers to a vital reality in school practice. Teachers in service have attended summer sessions and have taken extension courses and have gained much thereby. Salary schedules have rewarded added professional training, and some of them have made monetary recognition of informal modes of growth such as travel. Supervision has been provided, thru which many creative activities have been developed. All these procedures and others not mentioned have been useful and will continue to be useful in helping teachers to improve the quality of

their service. But a critical evaluation is needed of the philosophy underlying these practices.

Education is a process of growth from within, for teachers in service as much as for the children in their classes. Until the activities in a program of professional growth in service are the things that teachers need to do and want to do in order to cope with their professional problems, the program will lack the vitality that it might have. Conceivably, a teaching situation could be so challenging and the professional resources provided by the school system so rich that no dividing line could be found between professional growth in service and the day-to-day process of being and becoming as good a teacher as possible. Organized activities would be no less necessary than they are now, but they would be planned by the participants instead of for them. Under such a policy closer cooperation than now exists probably would be developed between school systems and institutions for the education of teachers. Teachers associations might extend further their present services in developing materials and activities related to the professional problems of teachers.

Increased Participation by Teachers in Community Living

School duties themselves are so heavy that some teachers regard participation in out-of-school community activities as an impossible addition to their existing loads. But the kind of participation in community life emphasized in the new curriculum of teacher education is not something added on to the school program; it is a part of the school program. Many new teachers who are coming into the schools, as well as many teachers already in service, are able and willing to assume their full civic responsibilities in the communities they serve. In the experiences that they share with pupils and in their own personal relationships, they seek to bridge the gap between the school and other community agencies and influences. The professional usefulness of such teachers will be greater wherever school systems and communities facilitate, rather than discourage, an interplay of contact and understanding between in-school and out-of-school living. What is needed here is a more general understanding of the significant role of teachers as public servants who participate creatively in the promotion of the common welfare.

VI. Studies of Teacher Education

Because they summarize some of the best thinking of the profession on the improvement of the teacher's qualifications, a brief overview is given here of the scope of certain recent studies in this field. The list is not complete, but it is representative of the many significant projects completed during the past decade or now in progress.

1. American Council on Education, Commission on Teacher Education

Outstanding among current efforts toward improving the preparation of teachers is the five-year program of the Commission on Teacher Education of the American Council on Education, financed by a grant from the General Education Board. A cooperative study has been undertaken by selected higher institutions and public school systems. The purpose of the study is to encourage the putting into practice of generally accepted principles of teacher education and to stimulate experimentation. The cooperating units will be centers for study and for demonstration of best practice in teacher education, both prior to and subsequent to employment.

- a. American Council on Education. *Major Issues in Teacher Education*. American Council on Education Studies, Series I, Vol. II, No. 4. Washington, D. C.: the Council, 1938. 44 p.
- b. American Council on Education, Commission on Teacher Education. *Bennington Planning Conference for the Cooperative Study of Teacher Education*. Washington, D. C.: the Council, 1939. 261 p.
- c. American Council on Education, Commission on Teacher Education. *Cooperation in the Improvement of Teacher Education*. Washington, D. C.: the Council, 1939. 19 p.

2. Association for Childhood Education

The education of teachers of young children is being given continued study by the Association for Childhood Education's Committee on Teacher Preparation. The most recent report mentions a tentative syllabus which has been prepared to serve as a guide in preparing teachers for wise use of community agencies.

- a. Association for Childhood Education. "Committee Reports, 1938-39: Teacher Preparation." *Yearbook, 1939*. Washington, D. C.: the Association, 1939. p. 30-31.

3. Cooperative Study of Secondary School Standards

The Cooperative Study of Secondary School Standards, on the basis of an intensive study of 200 secondary schools, proposed methods for evaluating qualifications of professional staff members on eight factors: academic preparation, professional preparation, source of degree, general preparation, noneducational experience, personal qualifications, outstanding contributions, and instructional qualifications. Plans are proposed also for evaluating the in-service improvement of staff members.

- a. Altstetter, M. L. "Scales for the Evaluation of the Training of Teachers." *School Review* 45: 529-39; September 1937.
- b. Cooperative Study of Secondary School Standards. *Educational Temperatures*. 1938 edition. Washington, D. C.: the Study, 1938. p. 14-15.
- c. Cooperative Study of Secondary School Standards. *Evaluative Criteria*. 1938 edition. Washington, D. C.: the Study, 1938. p. 90-91.
- d. Cooperative Study of Secondary School Standards. *How to Evaluate a Secondary School*. 1938 edition. Washington, D. C.: the Study, 1938. p. 85-91.

4. Groups representing curriculum fields

Several groups representing specialized phases of the curriculum have made studies of teacher preparation. Among these are the Modern Foreign Language Study, the Commission on Social Studies of the American Historical Association, the Mathematical Association of America, the American Chemical Society, the National Study of Professional Education in Health and Physical Education, and the National Council for the Social Studies.

- a. Purin, C. M. *The Training of Teachers of the Modern Foreign Languages*. Publications of the American and Canadian Committees on Modern Languages, Vol. XIII. New York: Macmillan Co., 1929. 112 p.
- b. American Historical Association, Commission on the Social Studies. *Conclusions and Recommendations of the Commission*. New York: Charles Scribner's Sons, 1934. Chapter 7, "The Teacher," p. 103-18.
- c. Bagley, William C., and Alexander, Thomas. *The Teacher of the Social Studies*. Report of the Commission on the Social Studies, American Historical Association, Part XIV. New York: Charles Scribner's Sons, 1937. 328 p.
- d. "Report on the Training of Teachers of Mathematics." Report of Mathematical Association of America. *American Mathematical Monthly* 42: 263-77; May 1935.
- e. "The High School Teaching of Chemistry." Report of American Chemical Society Committee. *School and Society* 43: 604-606; May 2, 1936.
- f. Neilson, N. P., chairman. "National Study of Professional Education in Health and Physical Education; National Committee Report on Standards." *Research Quarterly of the American Physical Education Association* 6: 48-68; December 1935.
- g. National Council for the Social Studies. *In-Service Growth of Social Studies Teachers*. (Burr W. Phillips, editor.) Tenth Yearbook. Cambridge, Mass.: the Council, 1939. 187 p.

5. National Education Association

One of the four original departments of the National Education Association was the Department of Normal Schools, now the American Association of Teachers Colleges. The annual deliberations of this Association and the reports of its committees, as published in its own yearbooks and in the *Proceedings* of the National Education Association, reflect the entire scope of teacher education and indicate the breadth of the service being rendered. A current survey deals with selection of

students and student personnel practices in teachers colleges. In addition to the continuing service of this department, the National Education Association itself has sponsored certain related studies. A pioneering survey of teacher demand and supply was published in 1931 by the National Education Association's Committee on the Economic Status of the Teacher. The findings and recommendations of this study have been used as the basis for state investigations. The same problem in somewhat wider form is being considered anew by the National Education Association's Committee on Supply, Preparation, and Certification of Teachers. A tentative platform of principles relating to supply, preparation, and certification of teachers has been drafted. Another project recently undertaken is a survey of the preparation of teachers of science being made by the National Committee on Science Teaching. Institutes on Professional Relations were sponsored by the Association in 33 university summer sessions in 1939.

- a. National Education Association, Committee on the Economic Status of the Teacher, B. R. Buckingham, chairman. *Teacher Demand and Supply in the Public Elementary and Secondary Schools of the United States*. Washington, D. C.: the Association, 1931. 99 p. (Reprinted as the *Research Bulletin* for November 1931, Vol. IX, No. 5, p. 305-408.)
- b. Jagers, Richard E., chairman. "Supply, Preparation, and Certification of Teachers." *Proceedings, 1939*. Washington, D. C.: National Education Association, 1939. p. 916-18.
- c. "Growth of Institutes on Professional Relations." *Journal of the National Education Association* 28: 233; November 1939.

6. National Society of College Teachers of Education

The 1935 yearbook of the National Society of College Teachers of Education was primarily an evaluation of the National Survey of the Education of Teachers. The yearbook singled out for special attention the Survey's discussion of (1) selective admission and promotion, (2) curriculum content and pattern, (3) directed teaching, and (4) teacher demand, supply, and certification.

- a. National Society of College Teachers of Education, Yearbook Committee, Thomas Alexander, chairman. *The Education of Teachers*. Yearbook No. 23. Chicago: University of Chicago Press, 1935. 266 p.

7. North Central Association of Colleges and Secondary Schools

Two committees of the North Central Association of Colleges and Secondary Schools have evolved into a single Committee on the Preparation of Secondary School Teachers. The joint committee is trying to enlist the cooperation of high schools and colleges in putting into practice certain specific recommendations made by the two earlier committees. The cooperation of learned societies in subject-matter fields and of state departments of education is also being sought.

- a. North Central Association, Committee on the Subject Matter Preparation of Secondary School

Teachers, Frank E. Henzlik, chairman. "Final Report of the Committee." *North Central Association Quarterly* 12: 439-539; April 1938. (Discussion of report in *Quarterly* 13: 193-221; October 1938.)

- b. North Central Association, Committee on Professional Preparation of High School Teachers, Samuel Everett, chairman. "A Committee Report." *North Central Association Quarterly* 13: 297-300; January 1939.
- c. North Central Association, Committee on Preparation of Secondary School Teachers. "The Preparation of Secondary School Teachers." *North Central Association Quarterly* 14: 187-200; October 1939.

8. Progressive Education Association

Altho not a formal study of teacher preparation, a unique contribution to the professional education of teachers has been made by the Progressive Education Association in developing new techniques of informal study-conferences. The curriculum workshop conducted by the Commission on the Relation of School and College in 1937 proved so popular that the Association has organized a Committee on Workshops and Field Service. Another project sponsored by this organization is the forthcoming yearbook of the John Dewey Society.

- a. Thayer, V. T., and others. "The Summer Workshop in Secondary Education Held at Sarah Lawrence College." *Progressive Education* 14: 457-67; October 1937.
- b. "Summer Workshops in Secondary Education, 1939." *Bulletin of the Department of Secondary-School Principals of the National Education Association* 23: 49-62; April 1939. (Lists thirteen graduate schools providing summer workshop experience in 1939.)
- c. John Dewey Society, A Commission of the Progressive Education Association. Axtelle, George E., and Wattenberg, William W., editors. *Teachers for Democracy*. Fourth Yearbook. New York: D. Appleton-Century Co., 1940. (In press.)

9. United States Office of Education, National Survey of the Education of Teachers

The United States Office of Education sponsored the National Survey of the Education of Teachers, which was carried on during a three-year period beginning July 1, 1930. Facts were assembled on qualifications and status of teachers in service and on programs of teacher education. The sixteen principles of teacher education stated in conclusion emphasize the preservice education of teachers, referring to selection of candidates, curriculum and services of teacher-training institutions, and responsibility of the state for certification and maintenance of a balance between supply and demand.

- a. U. S. Department of the Interior, Office of Education, National Survey of the Education of Teachers. Evenden, E. S., associate director; Frazier, B. W., coordinator. *National Survey of the Education of Teachers, Vols. I-VI*. Bulletin, 1933, No. 10. Washington, D. C.: Government Printing Office. Vol. I, 118 p.; Vol. II, 258 p.; Vol. III, 547 p.; Vol. IV, 123 p.; Vol. V, 484 p.; Vol. VI, 253 p.

APPENDIX

Copy of Questionnaire Sent to Superintendents of Schools
(September 1936)

PROFESSIONAL TRAINING AND TEACHING EXPERIENCE OF CLASSROOM TEACHERS IN CITY SCHOOL SYSTEMS, 1938-39

City _____ State _____

Name of person reporting _____

Position _____

A. Levels of Professional Training of Teachers in Service in 1938-39.

Note: (1) Assume that a year of professional training represents 30 semester hours or 45 quarter hours. (2) Include teachers of special schools and of vocational high schools under appropriate headings in columns 2, 3, 4, and 5. (3) Omit principals and supervisors. (4) Include assistant principals and heads of departments who devote more than half time to classroom teaching. (5) Omit colleges and part-time schools. (6) If exact data are not at hand, give approximations, noting that your figures are estimates. (7) If figures for some date earlier than October 1, 1936, are given, please indicate the date at this point: _____.

Level of training beyond high-school graduation	Number of teachers at each training level				
	Kindergarten 2	Elementary school 3	Junior high school 4	Senior high school 5	All elementary and secondary teachers 6
1					
Less than 2 years					
2 years or more, but less than 3 years					
3 years or more, but less than 4 years					
4 years or more, but less than 5 years (Bachelor's degree or equivalent)					
5 years or more					
Total					

B. Years of Teaching Experience of Teachers in Service in 1938-39.

Note: (1) Report all teaching experience, including that obtained before employment in your own school system. (2) Include teachers of special schools and of vocational high schools under appropriate headings in columns 2, 3, 4, and 5. (3) Omit principals and supervisors. (4) Include assistant principals and heads of departments who devote more than half time to classroom teaching. (5) Omit colleges and part-time schools. (6) If exact data are not at hand, give approximations, noting that your figures are estimates. (7) If figures for some date earlier than October 1, 1936, are given, please indicate the date at this point: _____.

Years of teaching experience	Number of teachers at each experience level				
	Kindergarten 2	Elementary school 3	Junior high school 4	Senior high school 5	All elementary and secondary teachers 6
1					
Less than 1 year					
1 year or more, but less than 2 years					
2-5 years					
6-7 years					
8-11 years					
12-15 years					
16-19 years					
20-23 years					
24-31 years					
32-39 years					
40 years or more					
Total					

Please return one copy of reply to Research Division, National Education
Association, 1201 Sixteenth Street, N. W., Washington, D. C.

TABLE A.—LEVELS OF PREPARATION OF TEACHERS IN SERVICE IN CITY SCHOOL SYSTEMS, 1938-39, BY SIZE OF CITY*

School division and level of preparation beyond high-school graduation	Group I Cities over 100,000 in population (57 cities)			Group II Cities 30,000 to 100,000 in population (155 cities)			Group III Cities 10,000 to 30,000 in population (347 cities)			Group IV Cities 5,000 to 10,000 in population (399 cities)			Group V Cities 2,500 to 5,000 in population (498 cities)			Total—all groups (1,456 cities)		
	Number of		Cumulative percent	Number of		Cumulative Percent	Number of		Cumulative percent	Number of		Cumulative percent	Number of		Cumulative percent	Number of		Cumulative percent
	teachers	teachers		teachers	teachers		teachers	teachers		teachers	teachers		teachers	teachers		teachers	teachers	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
<i>Kindergarten</i>																		
5 years or more.....	33	1.9	24	2.4	35	4.3	19	4.9	12	4.8	123	2.9						
4 years, but less than 5 years.....	406	24.7	260	28.2	225	32.2	126	37.2	90	40.8	1,107	29.1						
3 years, but less than 4 years.....	311	42.3	241	52.1	212	58.4	107	64.6	64	66.4	935	51.2						
2 years, but less than 3 years.....	997	98.5	446	96.4	303	95.9	128	97.4	73	95.6	1,947	97.2						
Less than 2 years.....	27	100.0	36	100.0	33	100.0	10	100.0	11	100.0	117	100.0						
Total number of teachers.....	1,774		1,007		808		390		250		4,229							
Median number of years.....	2.9		3.1		3.3		3.5		3.6		3.1							
<i>Elementary school</i>																		
5 years or more.....	2,569	5.5	768	3.4	814	4.1	610	5.4	275	3.4	5,036	4.6						
4 years, but less than 5 years.....	16,089	40.0	7,617	36.7	6,280	36.1	3,894	40.0	2,572	34.9	36,452	38.2						
3 years, but less than 4 years.....	7,478	56.0	4,353	55.7	4,185	57.4	2,445	61.7	2,051	60.0	20,512	57.1						
2 years, but less than 3 years.....	18,453	95.5	9,014	95.1	7,301	94.6	3,833	95.7	2,843	94.9	41,444	95.2						
Less than 2 years.....	2,086	100.0	1,125	100.0	1,056	100.0	483	100.0	417	100.0	5,167	100.0						
Total number of teachers.....	46,675		22,877		19,636		11,265		8,158		108,611							
Median number of years.....	3.4		3.3		3.3		3.5		3.4		3.4							
<i>Junior high school</i>																		
5 years or more.....	2,817	25.8	1,781	20.5	1,095	19.4	322	14.4	223	12.2	6,238	21.3						
4 years, but less than 5 years.....	5,768	78.7	5,056	78.9	3,423	80.0	1,421	78.1	1,164	75.8	16,832	78.8						
3 years, but less than 4 years.....	669	84.9	771	87.8	534	89.4	244	89.0	224	88.0	2,442	87.1						
2 years, but less than 3 years.....	1,313	96.9	837	97.4	489	98.1	213	98.6	180	97.8	3,032	97.5						
Less than 2 years.....	339	100.0	224	100.0	108	100.0	32	100.0	40	100.0	743	100.0						
Total number of teachers.....	10,906		8,669		5,649		2,232		1,831		29,287							
Median number of years.....	4.5		4.5		4.5		4.4		4.4		4.5							
<i>Senior high school</i>																		
5 years or more.....	9,791	43.3	3,908	35.1	3,936	34.0	2,362	31.7	1,635	27.1	21,632	36.8						
4 years, but less than 5 years.....	10,591	90.1	6,173	90.7	6,774	92.5	4,613	93.7	4,068	94.4	32,219	91.6						
3 years, but less than 4 years.....	832	93.8	425	94.5	390	95.9	274	97.4	196	97.7	2,117	95.2						
2 years, but less than 3 years.....	883	97.7	427	98.3	335	98.8	156	99.5	84	99.1	1,885	98.4						
Less than 2 years.....	517	100.0	186	100.0	143	100.0	40	100.0	56	100.0	942	100.0						
Total number of teachers.....	22,614		11,119		11,578		7,445		6,039		58,795							
Median number of years.....	4.9		4.7		4.7		4.7		4.7		4.8							
<i>Total—all teachers^b</i>																		
5 years or more.....	15,210	18.6	6,491	14.8	5,880	15.6	3,315	15.5	2,146	13.1	33,012	16.4						
4 years, but less than 5 years.....	32,854	58.6	19,150	58.4	16,702	59.9	10,071	62.6	7,928	61.7	86,705	59.5						
3 years, but less than 4 years.....	9,290	70.0	5,807	71.7	5,321	74.1	3,075	77.0	2,538	77.3	26,031	72.5						
2 years, but less than 3 years.....	21,646	96.4	10,854	96.4	8,428	96.4	4,358	97.3	3,185	96.8	48,451	96.5						
Less than 2 years.....	2,969	100.0	1,575	100.0	1,340	100.0	568	100.0	525	100.0	6,977	100.0						
Total number of teachers.....	81,969		43,877		37,671		21,367		16,322		201,206							
Median number of years.....	4.2		4.2		4.2		4.3		4.2		4.2							

* Does not include Negro teachers for systems in which segregated schools for Negroes are maintained.

b Includes a few cities for which the distribution by school division was not reported.

TABLE B.—LEVELS OF PREPARATION OF TEACHERS IN SERVICE IN CITY SCHOOL SYSTEMS, 1938-39, BY GEOGRAPHIC REGION*

School division and level of preparation beyond high-school graduation	New England (167 cities)			Middle Atlantic (350 cities)			Southeast (172 cities)			Middle States (454 cities)			Northwest (117 cities)			Southwest (94 cities)			Far West (102 cities)		
	Number of teachers	Cumu- lative percent	Number of teachers	Cumu- lative percent	Number of teachers	Cumu- lative percent	Number of teachers	Cumu- lative percent	Number of teachers	Cumu- lative percent	Number of teachers	Cumu- lative percent	Number of teachers	Cumu- lative percent	Number of teachers	Cumu- lative percent	Number of teachers	Cumu- lative percent			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15							
<i>Kindergarten</i>																					
5 years or more.....	5	0.9	28	2.6	7	3.4	47	3.0	9	3.9	2	2.2	25	5.2							
4 years, but less than 5 years.....	64	12.6	130	14.4	75	39.4	487	33.9	121	56.0	63	73.0	167	39.9							
3 years, but less than 4 years.....	122	34.9	285	40.4	43	60.1	266	50.8	54	79.3	14	88.8	151	71.3							
2 years, but less than 3 years.....	322	93.8	629	97.8	71	94.2	738	97.6	44	98.3	10	100.0	133	99.0							
Less than 2 years.....	34	100.0	24	100.0	12	100.0	38	100.0	4	100.0			5	100.0							
Total number of teachers.....	547		1,096		208		1,576		232		89		481								
Median number of years.....	2.7		2.8		3.5		3.0		4.1		4.3		3.7								
<i>Elementary school</i>																					
5 years or more.....	142	1.2	872	3.4	451	4.1	1,997	5.1	156	2.8	584	8.2	834	10.9							
4 years, but less than 5 years.....	1,977	18.0	5,019	22.7	5,411	53.2	14,265	41.3	2,124	40.5	5,025	78.6	2,631	45.3							
3 years, but less than 4 years.....	2,163	36.3	5,012	41.9	1,853	70.1	7,234	59.7	1,406	65.4	932	91.6	1,912	70.3							
2 years, but less than 3 years.....	6,577	92.0	13,860	95.2	2,624	93.9	14,053	95.4	1,776	97.0	492	98.5	2,062	97.2							
Less than 2 years.....	942	100.0	1,240	100.0	674	100.0	1,822	100.0	171	100.0	105	100.0	213	100.0							
Total number of teachers.....	11,801		26,003		11,013		39,371		5,633		7,138		7,652								
Median number of years.....	2.8		2.8		4.1		3.5		3.6		4.4		3.8								
<i>Junior high school</i>																					
5 years or more.....	298	8.8	1,354	18.4	489	17.7	1,734	19.9	343	17.2	447	22.7	1,573	50.0							
4 years, but less than 5 years.....	1,575	55.6	4,056	73.6	1,810	83.3	5,457	82.7	1,348	84.7	1,421	94.8	1,165	87.1							
3 years, but less than 4 years.....	514	70.8	461	79.9	243	92.1	712	90.9	198	94.6	56	97.7	258	95.3							
2 years, but less than 3 years.....	784	94.1	1,227	96.6	142	97.2	649	98.4	88	99.0	35	99.4	107	98.7							
Less than 2 years.....	200	100.0	252	100.0	76	100.0	143	100.0	19	100.0	11	100.0	42	100.0							
Total number of teachers.....	3,371		7,350		2,760		8,695		1,996		1,970		3,145								
Median number of years.....	4.1		4.4		4.5		4.5		4.5		4.6		5.0								
<i>Senior high school</i>																					
5 years or more.....	1,251	21.8	4,800	32.9	1,555	29.0	8,064	38.4	1,114	31.9	1,422	39.7	3,426	67.7							
4 years, but less than 5 years.....	3,628	85.2	8,113	88.6	3,418	92.9	11,495	93.2	2,242	96.1	2,026	96.3	1,297	93.3							
3 years, but less than 4 years.....	345	91.2	654	93.0	180	96.3	658	96.3	64	97.9	64	98.1	152	96.3							
2 years, but less than 3 years.....	309	96.6	739	98.1	128	98.7	543	98.9	36	98.9	35	99.1	95	98.2							
Less than 2 years.....	193	100.0	276	100.0	72	100.0	236	100.0	38	100.0	34	100.0	93	100.0							
Total number of teachers.....	5,726		14,582		5,353		20,996		3,494		3,581		5,063								
Median number of years.....	4.6		4.7		4.7		4.8		4.7		4.8		5.0								
<i>Total—all teachers^b</i>																					
5 years or more.....	1,706	7.9	7,054	14.4	2,504	12.9	11,843	16.8	1,622	14.3	2,455	19.2	5,858	35.8							
4 years, but less than 5 years.....	7,288	41.5	17,318	49.7	10,731	68.3	31,720	61.7	5,853	65.7	8,535	86.0	5,260	68.0							
3 years, but less than 4 years.....	3,161	56.1	6,412	62.8	2,324	80.3	8,871	74.2	1,724	80.9	1,066	94.3	2,473	83.2							
2 years, but less than 3 years.....	8,122	93.7	16,455	96.3	2,973	95.7	15,986	96.8	1,946	98.0	572	98.8	2,397	97.8							
Less than 2 years.....	1,373	100.0	1,792	100.0	837	100.0	2,240	100.0	232	100.0	150	100.0	353	100.0							
Total number of teachers.....	21,650		49,031		19,369		70,660		11,377		12,778		16,341								
Median number of years.....	3.4		3.9		4.3		4.3		4.3		4.5		4.6								

* Does not include Negro teachers for systems in which segregated schools for Negroes are maintained.

^b Includes a few cities for which the distribution by school division was not reported.

a Does not include Negro teachers for systems in which segregated schools for Negroes are maintained.
b Includes a few cities for which the distribution by school division was not reported.

TABLE C.—LEVELS OF PREPARATION OF TEACHERS IN SERVICE IN SEGREGATED SCHOOLS FOR NEGRO PUPILS IN CITY SCHOOL SYSTEMS, 1938-39, DETAILED DISTRIBUTION BY SIZE OF CITY

School division and level of preparation beyond high-school graduation	Group I ^a (13 cities)			Group II ^a (29 cities)			Group III ^a (49 cities)			Group IV ^a (54 cities)			Group V ^a (74 cities)			Total—all groups (219 cities)		
	Number of teachers	percent	Cumulative percent	Number of teachers	percent	Cumulative percent	Number of teachers	percent	Cumulative percent	Number of teachers	percent	Cumulative percent	Number of teachers	percent	Cumulative percent	Number of teachers	percent	Cumulative percent
1	2	3		4	5		6	7		8	9		10	11		12	13	
<i>Elementary schools</i>																		
5 years or more.....	18	0.8		17	1.2		7	1.0		3	0.7		6	1.6		51	1.0	
4 years, but less than 5 years.....	832	40.1		648	46.4		273	40.1		222	50.1		99	27.1		2,074	41.7	
3 years, but less than 4 years.....	274	53.0		199	60.3		126	58.1		91	70.4		56	41.6		746	56.4	
2 years, but less than 3 years.....	863	93.6		327	83.1		207	87.7		94	91.3		153	81.0		1,644	88.7	
Less than 2 years.....	135	100.0		242	100.0		86	100.0		39	100.0		73	100.0		575	100.0	
Total number of teachers.....	2,122			1,433			699			449			387			5,090		
Median number of years.....	3.2			3.7			3.4			4.0			2.8			3.4		
<i>Junior high school</i>																		
5 years or more.....	19	10.8		2	2.5		1	2.1								22	6.4	
4 years, but less than 5 years.....	131	85.2		47	60.5		21	45.8		15	68.2		8	53.3		222	71.3	
3 years, but less than 4 years.....	6	88.6		5	66.7		7	60.4		3	81.8		4	80.0		25	78.7	
2 years, but less than 3 years.....	16	97.7		21	92.6		18	97.9		4	100.0		2	93.3		61	96.5	
Less than 2 years.....	4	100.0		6	100.0		1	100.0					1	100.0		12	100.0	
Total number of teachers.....	176			81			48			22			15			342		
Median number of years.....	4.5			4.2			3.7			4.3			4.1			4.3		
<i>Senior high school</i>																		
5 years or more.....	91	13.3		23	4.9		12	4.4		9	4.3		7	4.8		142	8.0	
4 years, but less than 5 years.....	492	85.0		384	87.3		241	92.0		177	89.0		119	86.3		1,413	87.3	
3 years, but less than 4 years.....	37	90.4		28	93.3		14	97.1		16	96.7		10	93.2		105	93.2	
2 years, but less than 3 years.....	51	97.8		15	96.6		6	99.3		5	99.0		6	97.3		83	97.8	
Less than 2 years.....	15	100.0		16	100.0		2	100.0		2	100.0		4	100.0		39	100.0	
Total number of teachers.....	686			466			275			209			146			1,782		
Median number of years.....	4.5			4.5			4.5			4.5			4.4			4.5		
<i>Total—all teachers</i>																		
5 years or more.....	128	4.3		42	2.1		20	2.0		12	1.7		13	2.4		215	3.0	
4 years, but less than 5 years.....	1,455	53.0		1,079	56.6		535	54.3		425	62.8		226	43.6		3,720	54.4	
3 years, but less than 4 years.....	317	63.7		232	68.3		147	68.7		113	79.0		70	56.4		879	66.6	
2 years, but less than 3 years.....	930	94.8		363	86.7		231	91.3		105	94.1		161	85.8		1,790	91.3	
Less than 2 years.....	154	100.0		264	100.0		89	100.0		41	100.0		78	100.0		626	100.0	
Total number of teachers.....	2,984			1,980			1,022			696			548			7,230		
Median number of years.....	4.1			4.1			4.1			4.2			3.5			4.1		

^a For population ranges see Appendix Table A.

^b Includes 19 kindergarten teachers.

^c Includes a few cities for which the distribution by type of position held was not reported.

TABLE D.—YEARS OF TEACHING EXPERIENCE OF TEACHERS IN SERVICE IN CITY SCHOOL SYSTEMS, 1938-39, BY SIZE OF CITY*

School division and years of experience	Group I ^a (53 cities)			Group II ^b (151 cities)			Group III ^c (345 cities)			Group IV ^d (395 cities)			Group V ^e (497 cities)			Total—all groups (1,441 cities)		
	Number of teachers	Cumula- tive percent		Number of teachers	Cumula- tive percent		Number of teachers	Cumula- tive percent		Number of teachers	Cumula- tive percent		Number of teachers	Cumula- tive percent		Number of teachers	Cumula- tive percent	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
<i>Kindergarten</i>																		
40 or more years' experience.....	30	1.7	12	1.2	13	1.6	2	0.5	.....	.....	.....	.....	.....	.....	.....	57	1.4	.....
32 to 39 years.....	147	10.1	54	6.6	34	5.8	4	1.6	.....	.....	.....	.....	.....	.....	.....	241	7.1	.....
24 to 31 years.....	219	22.6	130	19.6	70	14.5	16	5.8	12	0.8	.....	.....	.....	.....	.....	447	17.8	.....
20 to 23 years.....	196	33.8	104	30.0	72	23.4	28	13.1	8	9.2	.....	.....	.....	.....	.....	408	27.6	.....
16 to 19 years.....	219	46.3	136	43.6	90	34.6	25	19.6	10	13.3	.....	.....	.....	.....	.....	480	39.1	.....
12 to 15 years.....	274	62.0	157	59.3	134	51.2	63	36.1	13	22.1	.....	.....	.....	.....	.....	649	54.6	.....
8 to 11 years.....	307	79.5	147	74.0	134	67.9	73	55.2	38	37.9	.....	.....	.....	.....	.....	699	71.3	.....
4 to 7 years.....	149	88.0	132	87.2	113	81.9	69	73.3	55	60.8	.....	.....	.....	.....	.....	518	83.7	.....
2 to 3 years.....	122	95.0	81	95.3	81	91.9	52	86.9	44	79.2	.....	.....	.....	.....	.....	380	92.8	.....
1 year, but less than 2 years.....	61	98.5	31	98.4	36	96.4	26	93.7	25	89.6	.....	.....	.....	.....	.....	179	97.1	.....
Less than 1 year.....	27	100.0	16	100.0	29	100.0	24	100.0	24	100.0	.....	.....	.....	.....	.....	121	100.0	.....
Total number of teachers.....	1,751	.....	1,000	.....	806	.....	382	.....	240	.....	4,179	.....	.....	.....	.....	.....	.....	.....
Median number of years.....	15.1	.....	14.4	.....	12.3	.....	9.1	.....	5.9	.....	13.2	.....	.....	.....	.....	.....	.....	.....
<i>Elementary school</i>																		
40 or more years' experience.....	1,260	2.9	519	2.3	383	2.0	157	1.4	85	1.0	2,404	2.3	.....	.....	.....	.....	.....	.....
32 to 39 years.....	3,406	10.9	1,479	9.0	1,007	7.1	474	5.7	256	4.2	6,622	8.7	.....	.....	.....	.....	.....	.....
24 to 31 years.....	6,114	25.2	2,929	22.3	2,031	17.5	911	13.9	582	11.4	12,567	20.8	.....	.....	.....	.....	.....	.....
20 to 23 years.....	4,903	36.7	2,581	33.9	1,882	27.2	883	21.9	479	17.3	10,728	31.2	.....	.....	.....	.....	.....	.....
16 to 19 years.....	5,600	49.8	2,871	46.9	2,451	39.7	1,232	33.0	773	26.8	12,927	43.7	.....	.....	.....	.....	.....	.....
12 to 15 years.....	7,015	66.2	3,457	62.5	3,101	55.6	1,772	49.0	1,253	42.2	16,598	59.7	.....	.....	.....	.....	.....	.....
8 to 11 years.....	6,567	81.6	3,183	76.9	3,362	72.8	2,033	67.4	1,529	61.1	16,674	75.8	.....	.....	.....	.....	.....	.....
4 to 7 years.....	3,200	89.1	2,540	88.3	2,836	87.4	1,931	84.8	1,639	81.2	12,146	87.5	.....	.....	.....	.....	.....	.....
2 to 3 years.....	2,730	95.5	1,467	95.0	1,471	94.9	969	93.6	860	91.8	7,497	94.8	.....	.....	.....	.....	.....	.....
1 year, but less than 2 years.....	1,520	99.0	726	98.2	620	98.1	434	97.5	367	96.4	3,667	98.3	.....	.....	.....	.....	.....	.....
Less than 1 year.....	416	100.0	391	100.0	378	100.0	276	100.0	296	100.0	1,757	100.0	.....	.....	.....	.....	.....	.....
Total number of teachers.....	42,731	.....	22,143	.....	19,522	.....	11,072	.....	8,119	.....	103,587	.....	.....	.....	.....	.....	.....	.....
Median number of years.....	15.9	.....	15.2	.....	13.4	.....	11.8	.....	10.3	.....	14.4	.....	.....	.....	.....	.....	.....	.....
<i>Junior high school</i>																		
40 or more years' experience.....	283	2.7	131	1.5	55	1.0	27	1.2	13	0.7	509	1.8	.....	.....	.....	.....	.....	.....
32 to 39 years.....	673	9.2	454	6.9	236	5.2	62	4.1	41	3.0	1,466	6.9	.....	.....	.....	.....	.....	.....
24 to 31 years.....	1,328	21.9	1,044	19.1	487	13.9	176	12.0	90	8.0	3,125	17.9	.....	.....	.....	.....	.....	.....
20 to 23 years.....	1,138	32.9	863	29.2	429	21.6	129	18.0	113	14.2	2,672	27.2	.....	.....	.....	.....	.....	.....
16 to 19 years.....	1,415	46.4	1,081	41.9	627	32.8	174	25.9	125	21.2	3,422	39.2	.....	.....	.....	.....	.....	.....
12 to 15 years.....	1,776	63.5	1,400	58.3	904	49.0	301	39.6	239	34.4	4,620	55.4	.....	.....	.....	.....	.....	.....
8 to 11 years.....	1,670	79.5	1,368	74.3	1,012	67.1	437	59.5	294	50.7	4,781	72.2	.....	.....	.....	.....	.....	.....
4 to 7 years.....	998	89.1	1,163	87.9	986	84.7	470	80.9	369	71.1	3,986	86.1	.....	.....	.....	.....	.....	.....
2 to 3 years.....	601	94.9	634	95.4	533	94.3	246	92.2	272	86.2	2,286	94.1	.....	.....	.....	.....	.....	.....
1 year, but less than 2 years.....	330	98.0	244	98.2	199	97.8	102	96.8	127	93.2	1,002	97.7	.....	.....	.....	.....	.....	.....
Less than 1 year.....	204	100.0	152	100.0	121	100.0	70	100.0	70	100.0	1,23	100.0	.....	.....	.....	.....	.....	.....
Total number of teachers.....	10,416	.....	8,534	.....	5,589	.....	2,194	.....	1,806	.....	28,519	.....	.....	.....	.....	.....	.....	.....
Median number of years.....	15.2	.....	14.0	.....	11.8	.....	9.9	.....	8.2	.....	13.3	.....	.....	.....	.....	.....	.....	.....

TABLE D.—YEARS OF TEACHING EXPERIENCE OF TEACHERS IN SERVICE IN CITY SCHOOL SYSTEMS, 1938-39, BY SIZE OF CITY^a (Continued)

School division and years of experience	Group I ^b (53 cities)			Group II ^b (151 cities)			Group III ^b (345 cities)			Group IV ^b (395 cities)			Group V ^b (497 cities)			Total—all groups (1,441 cities)																								
	Number of teachers	Cumula- tive percent	1	Number of teachers	Cumula- tive percent	2	Number of teachers	Cumula- tive percent	3	Number of teachers	Cumula- tive percent	4	Number of teachers	Cumula- tive percent	5	Number of teachers	Cumula- tive percent	6	Number of teachers	Cumula- tive percent	7	Number of teachers	Cumula- tive percent	8	Number of teachers	Cumula- tive percent	9	Number of teachers	Cumula- tive percent	10	Number of teachers	Cumula- tive percent	11	Number of teachers	Cumula- tive percent	12	Number of teachers	Cumula- tive percent	13	
<i>Senior high school</i>																																								
40 or more years' experience.....	363	1.8		169	1.6		108	0.9		30	0.4		24	0.4		694	1.2																							
32 to 39 years.....	1,455	8.9		525	7.0		312	3.7		141	2.3		69	1.5		2,552	5.8																							
24 to 31 years.....	3,126	24.2		1,485	21.0		920	11.7		393	7.7		224	5.2		6,148	16.8																							
20 to 23 years.....	2,431	36.0		1,205	32.4		1,030	20.7		468	14.2		261	9.6		5,395	26.5																							
16 to 19 years.....	3,175	51.5		1,542	46.9		1,544	34.1		754	24.5		440	16.8		7,455	39.8																							
12 to 15 years.....	3,497	68.6		1,906	64.9		2,029	51.8		1,225	41.4		850	30.9		9,507	56.8																							
8 to 11 years.....	3,054	83.5		1,767	79.7		2,237	71.3		1,542	62.5		1,262	51.8		9,672	74.1																							
4 to 7 years.....	1,760	92.1		1,237	91.4		1,858	87.5		1,494	83.1		1,342	74.0		7,691	87.9																							
2 to 3 years.....	895	96.5		537	96.5		867	95.0		691	92.5		392	94.7		3,850	94.8																							
1 year, but less than 2 years.....	478	98.8		232	98.7		369	98.2		321	97.0		322	100.0		1,792	98.0																							
Less than 1 year.....	238	100.0		143	100.0		202	100.0		222	100.0		322	100.0		1,127	100.0																							
Total number of teachers.....	20,472			10,608			11,476			7,281			6,046			55,883																								
Median number of years.....	16.4			15.3			12.4			10.4			8.3			13.6																								
<i>Total—all teachers</i>																																								
40 or more years' experience.....	1,964	2.6		831	2.0		559	1.5		216	1.0		123	0.8		3,693	1.9																							
32 to 39 years.....	5,837	10.2		2,562	8.0		1,589	5.7		685	4.3		371	3.0		11,044	7.6																							
24 to 31 years.....	11,110	24.7		5,588	21.2		3,508	15.1		1,508	11.4		911	8.6		22,625	19.3																							
20 to 23 years.....	8,864	36.3		4,753	32.5		3,413	24.3		1,515	18.6		865	13.9		19,410	29.3																							
16 to 19 years.....	10,549	50.1		5,630	45.8		4,712	36.9		2,204	29.1		1,353	22.2		24,448	42.0																							
12 to 15 years.....	12,693	66.7		6,920	62.2		6,168	53.3		3,385	45.1		2,377	36.8		31,543	58.2																							
8 to 11 years.....	11,688	81.9		6,275	77.0		6,745	71.4		4,110	64.6		3,136	56.0		31,954	74.8																							
4 to 7 years.....	6,175	90.0		5,072	89.0		5,793	86.9		3,981	83.5		3,425	77.0		24,446	87.4																							
2 to 3 years.....	4,381	95.7		2,719	95.4		2,952	94.8		1,981	92.9		2,051	89.6		14,084	94.7																							
1 year, but less than 2 years.....	2,389	98.8		1,233	98.3		1,224	98.0		905	97.2		918	95.3		6,669	98.1																							
Less than 1 year.....	885	100.0		702	100.0		730	100.0		595	100.0		773	100.0		3,685	100.0																							
Total number of teachers.....	76,535			42,285			37,393			21,085			16,303			193,601																								
Median number of years.....	16.0			15.0			12.8			11.0			9.3			14.0																								

^a Does not include Negro teachers for school systems in which segregated schools for Negroes are maintained.

^b For population ranges see Appendix Table A.

^c Includes a few cities for which distribution by school position was not reported.

**TABLE E.—YEARS OF TEACHING EXPERIENCE OF TEACHERS IN SERVICE IN SEGREGATED SCHOOLS
FOR NEGRO PUPILS IN CITY SCHOOL SYSTEMS, 1938-39, BY SIZE OF CITY**

Item	1	Group I ^a (12 cities)					Group II ^a (29 cities)					Group III ^a (50 cities)					Group IV ^a (53 cities)					Group V ^a (73 cities)					Elementary school					Junior high school					Senior high school					Total
		2	3	4	5	6	7	8	9	10	2	3	4	5	6	7	8	9	10	2	3	4	5	6	7	8	9	10	2	3	4	5	6	7	8	9	10					
<i>Elementary school^b</i>																																										
Number of teachers.....		2,078	1,434	778	450	371	5,111																																			
Median years of experience.....		12.2	14.3	11.5	10.4	7.9	12.2																																			
<i>Junior high school</i>																																										
Number of teachers.....		176	81	47	22	15																																				
Median years of experience.....		9.5	12.1	9.7	7.4	7.0																																				
<i>Senior high school</i>																																										
Number of teachers.....		630	470	289	205	148																																				
Median years of experience.....		11.5	9.5	7.4	7.2	6.6																																				
<i>Total—all teachers^c</i>																																										
Percent of teachers at or above the level of experience indicated:																																										
40 years or more.....		2.0	2.0	0.8	0.9	0.9	1.9																																			
32-39 years.....		5.4	5.2	4.0	3.3	2.2	5.3																																			
24-31 years.....		13.8	14.6	12.4	9.2	6.2	14.2																																			
20-23 years.....		20.4	26.0	18.2	15.0	10.1	22.6																																			
16-19 years.....		32.0	37.3	27.0	23.1	15.5	34.0																																			
12-15 years.....		48.9	55.0	41.4	37.5	27.0	50.8																																			
8-11 years.....		68.6	72.4	63.1	54.8	46.6	69.4																																			
4-7 years.....		83.2	89.5	84.1	76.3	72.8	85.2																																			
2-3 years.....		93.1	95.8	92.8	89.5	85.6	93.9																																			
1 year, less than 2.....		96.7	98.4	96.5	94.8	93.4	97.1																																			
Less than 1 year.....		100.0	100.0	100.0	100.0	100.0	100.0																																			
Number of teachers.....		2,884	1,985	1,114	693	534	5,111																																			
Median years of experience.....		11.8	13.1	10.4	9.1	7.5	12.2																																			

^a For population ranges see Appendix Table A.

^b Includes 18 kindergarten teachers.

^c Includes a few cities for which distribution by type of position held was not reported.

TABLE F.—LEVELS OF PREPARATION OF TEACHERS IN SERVICE IN 122 CITIES
OVER 30,000 IN POPULATION, 1938-39, BY TYPE OF SALARY SCHEDULE ^a

School division and level of preparation beyond high-school graduation	Position schedules (42 cities)		Position-preparation schedules (30 cities)		Preparation schedules (50 cities)	
	Number of teachers	Cumula- tive percent	Number of teachers	Cumula- tive percent	Number of teachers	Cumula- tive percent
1	2	3	4	5	6	7
<i>Kindergarten</i>						
5 years or more.....	13	1.3	12	3.2	19	3.2
4 years, but less than 5 years.....	191	19.9	58	18.7	233	42.2
3 years, but less than 4 years.....	175	36.9	81	40.3	129	63.8
2 years, but less than 3 years.....	631	98.4	202	94.1	202	97.7
Less than 2 years.....	16	100.0	22	100.0	14	100.0
Total number of teachers.....	1,026	.....	375	.....	597	.....
Median number of years.....	2.8	.....	2.8	.....	3.6	.....
<i>Elementary school</i>						
5 years or more.....	976	4.5	265	3.6	887	6.9
4 years, but less than 5 years.....	5,542	30.1	1,695	26.4	6,174	54.6
3 years, but less than 4 years.....	2,868	43.4	1,488	46.4	2,157	71.2
2 years, but less than 3 years.....	11,371	96.0	3,377	91.9	3,327	96.9
Less than 2 years.....	869	100.0	604	100.0	397	100.0
Total number of teachers.....	21,626	.....	7,429	.....	12,942	.....
Median number of years.....	2.9	.....	2.9	.....	4.1	.....
<i>Junior high school</i>						
5 years, or more.....	1,819	26.3	557	19.2	1,237	24.5
4 years, but less than 5 years.....	3,352	74.7	1,592	74.2	3,150	86.9
3 years, but less than 4 years.....	387	80.3	215	81.6	337	93.5
2 years, but less than 3 years.....	1,109	96.3	377	94.6	249	98.5
Less than 2 years.....	257	100.0	155	100.0	77	100.0
Total number of teachers.....	6,924	.....	2,896	.....	5,050	.....
Median number of years.....	4.5	.....	4.4	.....	4.6	.....
<i>Senior high school</i>						
5 years or more.....	4,258	45.3	1,338	34.1	3,071	42.9
4 years, but less than 5 years.....	4,130	89.3	2,044	86.2	3,568	92.8
3 years, but less than 4 years.....	301	92.5	176	90.6	263	96.5
2 years, but less than 3 years.....	472	97.5	191	95.5	163	98.7
Less than 2 years.....	232	100.0	176	100.0	91	100.0
Total number of teachers.....	9,393	.....	3,925	.....	7,156	.....
Median number of years.....	4.9	.....	4.7	.....	4.9	.....
<i>Total—all teachers</i>						
5 years or more.....	7,066	18.1	2,172	14.9	5,214	20.3
4 years, but less than 5 years.....	13,215	52.0	5,389	51.7	13,125	71.2
3 years, but less than 4 years.....	3,731	61.6	1,960	65.1	2,886	82.4
2 years, but less than 3 years.....	13,583	96.5	4,147	93.5	3,941	97.8
Less than 2 years.....	1,374	100.0	957	100.0	579	100.0
Total number of teachers.....	38,969	.....	14,625	.....	25,745	.....
Median number of years.....	4.1	.....	4.0	.....	4.4	.....

^a Does not include Negro teachers in segregated schools. Includes all reporting cities in which the type of salary schedule followed in 1938-39 had been adopted not later than 1930-31, as follows:

A. POSITION SCHEDULES		B. POSITION- PREPARATION SCHEDULES		Indianapolis, Ind.		Medford, Mass.
<i>Group I cities</i>		<i>Group I cities</i>		Louisville, Ky.		Bay City, Mich.
Arlington, Mass.		Waterloo (West side), Iowa		Flint, Mich.		Hamtramck, Mich.
Brooklyn, Mass.		Holyoke, Mass.		Duluth, Minn.		Saginaw, Mich.
Fitchburg, Mass.		Pittsfield, Mass.		Oklahoma City, Okla.		Springfield, Mo.
Quincy, Mass.		Nashua, N. H.		Tulsa, Okla.		Lincoln, Nebr.
Revere, Mass.		New Brunswick, N. J.		San Antonio, Texas		Watertown, N. Y.
Salem, Mass.		Perth Amboy, N. J.		Seattle, Wash.		Durham, N. C.
Taunton, Mass.		Jamestown, N. Y.		<i>Group II cities</i>		Greensboro, N. C.
Pontiac, Mich.		Mt. Vernon, N. Y.		Ft. Smith, Ark.		Cleveland Heights, Ohio
Kearney, N. J.		East Cleveland, Ohio		Berkeley, Calif.		Norwood, Ohio
Passaic, N. J.		Lakewood, Ohio		Colorado Springs, Colo.		Steubenville, Ohio
Plainfield, N. J.		Newark, Ohio		Stamford, Conn.		Zanesville, Ohio
Union City, N. J.		Springfield, Ohio		Decatur, Ill.		Muskogee, Okla.
Binghamton, N. Y.		Altoona, Pa.		Egin, Ill.		Harrisburg, Pa.
Poughkeepsie, N. Y.		Sheboygan, Wis.		Rockford, Ill.		Beaumont (City Dist.), Texas
Mansfield, Ohio		C. PREPARATION SCHEDULES		Rock Island, Ill.		Port Arthur, Texas
Chester, Pa.		<i>Group I cities</i>		East Chicago, Ind.		Newport News, Va.
Johnstown, Pa.		Birmingham, Ala.		Hammond, Ind.		Huntington, W. Va.
New Castle, Pa.		Oakland, Calif.		Richmond, Ind.		Green Bay, Wis.
Williamsport, Pa.		Denver, Colo.		Terre Haute, Ind.		La Crosse, Wis.
York, Pa.		Bridgeport, Conn.		Cedar Rapids, Iowa		Madison, Wis.
Cranston, R. I.				Sioux City, Iowa		Oshkosh, Wis.
Everett, Wash.				Lexington, Ky.		
<i>Group II cities</i>						
Glendale, Calif.						
Moline, Ill.						
Portland, Maine						

The Teacher

TEACHERS, regardless of position or title, are professional workers in a common cause. The interests of the child and of the profession require:

Teachers of sound character and good health, with high civic ideals, who have been effectively trained for the service which they are to perform. Their preparation should be rich in cultural, professional, and subjectmatter content, and adapted to the demands of actual service.

Teachers who have the professional attitude in regard to self-improvement.

Teachers who are guaranteed the Constitutional rights of freedom of speech, press, and assembly.

Teachers who are protected by salaries adequate to attract and hold in the service men and women of marked ability and thoro training.

Teachers who are protected in disability or old age by sound retirement systems.

Teachers who are protected from discharge for political, religious, personal, or other unjust reasons by effective tenure laws.
