

A HISTORY OF THE MARYLAND STATE TEACHERS' ASSOCIATION

by
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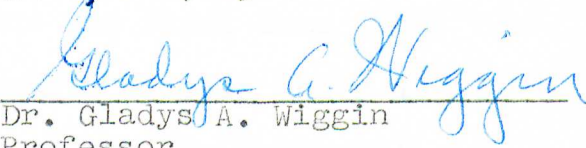
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ABSTRACT

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In 1865 Maryland became the twenty-seventh state to officially inaugurate a state teachers' association. The same law which, in 1865, provided for the first bona fide state educational system placed school officials under legal obligation to aid in organizing and supporting teachers' associations. The Maryland State Teachers' Association was meant to be an integral part of the educational plan. Sharing the same chronological time span and the same general purposes, the Association and the state educational system were closely related in their development.

During the early years the Association was both helped and hindered by school legislation. From 1866 to 1868 it had the benefit of a progressive school law and an active state superintendent. From 1869 to 1899 the inadequate school law and the lack of a full time state superintendent limited the growth of Maryland education and of the Association. Although educational conditions were reviewed and instructional topics discussed, there was little reform. Social and recreational activities were prominent at the annual meetings.

During most of the first half of the twentieth century, the Association remained a part time organization, not yet prepared to assume a leadership role among the educational forces in the state. From 1900 to 1920 was a period of re-awakening in Maryland education, but the Association did not grasp this opportunity for leadership. Between 1920 and 1941 the Association democratized its business procedures, displayed more interest in the economic welfare of teachers, and supported the advances directed by the state superintendent of schools.

Between 1942 and 1951 the Association evolved from an organization with serious limitations to one with a continuing program, a full time staff, a permanent headquarters building, a monthly periodical, and large-scale annual meetings.

During the ten years from 1952 to 1962 the MSTTA dealt actively with state and national educational problems. It became a chief voice and agent for the state's educational interests and fought vigorously for what it considered essential to the advancement of education. In 1962 the Association included thirty-six local associations, forty departments, twenty-two committees, six professional staff employees, and 21,425 members.

During its history the MSTTA had two major purposes:

- (1) the perpetuation of tax-supported public education and
- (2) the improvement of the professional and economic status of teachers.

To realize these goals, the Association worked

closely with other interested groups, especially the state department of education and the parent-teacher organization, in the promotion of legislation improving the welfare of teachers and increasing the state's financial responsibility for the school system. It followed the lead of the National Education Association in the matters of federal aid, professional negotiations, and teachers' ethics.

Through committee investigations, department discussions, professional staff studies, local associations' activities, and annual meetings, the Association worked to enhance teacher preparation, improve instructional methods and content, enlighten teachers about school policies and political realities, and in general raise the esprit de corps of both lay and professional people involved or interested in public education.

During its history the MSTA had successes and failures. Precisely to what extent it has been instrumental in the advancement of Maryland education is not subject to completely factual evaluation, but it is certain that Maryland education has benefited from the endeavors of the Maryland State Teachers' Association.

PREFACE

In the United States public education is a function of the states. Although traditionally much of the responsibility for support and direction of the schools has been placed upon local communities and other political subdivisions, the powers that these units possess are granted by acts of state legislatures. The federal government also has been involved in the establishment of the educational institutions of the nation, but usually in the forms of land grants and financial aid rather than in the areas of policy making or administration. The story of American public school education, therefore, is primarily a chronicle of the development of state systems of education. Important in the beginnings and growth of virtually all of these state systems were the contributions of various official agencies, lay groups, and professional associations. One type of organization participating in this development of the schools was the state teachers' association.

The precursors of state teachers' associations were local teachers' associations. Local organizations came into existence in two states during the 1790's. The Society of Associated Teachers of New York was organized in 1794, and the School Association of the County of Middlesex, Connecticut, was organized in 1799. A short time later, in 1812, the Associated Instructors of Youth in the Town of Boston

and Its Vicinity also was formed.¹ Further impetus for the formation of teachers' groups was added in March of 1830 when the American Institute of Instruction, led by Horace Mann, Theodore Parker, and Thomas Gallaudet, began to hold meetings in Boston.² These local groups met primarily to discuss educational questions and to promote the cause of public education.

Sources of information about state teachers' associations are not in complete agreement as to when and where the first association began, but there is agreement about the primary purposes of these state groups. Alabama usually is given credit for organizing the first state association, at least in name, in 1840. However, this early association was so ineffectual that it had to be reorganized in 1856. The first states to have associations in the modern sense of actual, functioning bodies of members were Rhode Island and New York, both of which held their first meetings in 1845.³ The two primary purposes of these early state associations, which continued to be important during the ensuing years, were: (1) the improvement of educational conditions in the

¹T. M. Stinnett, The Teacher and Professional Organizations (Washington D.C.: National Education Association, 1956), p. 87.

²National Education Association, Fiftieth Anniversary Volume, 1857-1906 (Winona, Minnesota: National Education Association, Secretary's Office, 1907), p. 457.

³Frank W. Hubbard, "State Professional Associations," Encyclopedia of Educational Research, 3rd. ed. (New York: Macmillan Company, 1960), 1492.

state and (2) the development of unity and esprit de corps among the teachers.⁴

While local and state associations were beginning, other voluntary groups for the promotion of education were also active. In 1826 Josiah Holbrook originated the Lyceum movement in Massachusetts for "the advancement of education, especially the common schools, and the general diffusion of knowledge."⁵ Through discussions and publications, various lay and professional groups agitated for the establishment of public tax-supported schools, teacher-training schools, public libraries, and adult education. These groups included the Pennsylvania Society for the Promotion of Public Schools, founded in 1827; the Western Academic Institute and Board of Education, organized in Cincinnati, Ohio, in 1829; and the societies friendly to public education active in New Jersey, North Carolina, and Florida in the 1830's.⁶

A high point in the efforts of these state and sectional societies occurred in 1848, when a national convention of the Friends of Common Schools and of Universal Education was called at Philadelphia. The result of the convention was the organization of the American Association for the Advancement of Education, with Horace Mann as its first president. Its purpose was to seek the cooperation of individuals,

⁴Ibid.

⁵Willard S. Elsbree, The American Teacher (New York: American Book Company, 1939), p. 241.

⁶Ibid., p. 242.

associations, and legislatures to improve education.⁷ The association continued until 1857, when it was superseded by the National Teachers' Association.

The National Teachers' Association came into existence when the presidents of ten of the existing fourteen state associations joined in issuing an invitation to forty-three educators for a meeting in Philadelphia in August of 1857. The result was the formation of the National Teachers' Association. With a background of success and an increasing growth and expansion of activities, the organization in 1870 adopted a new name, the National Education Association.

Nine years after the beginning of the National Teachers' Association, Maryland became the twenty-seventh state to have a state teachers' association. The same law which established the first bona fide state education system in Maryland provided for a state teachers' association. In an unusual provision, the law placed local, county, and state school officials under legal obligation to aid in organizing and supporting teachers' associations. By their inclusion in the school law, the teachers' associations clearly were meant to be an integral part of the educational plan. Sharing the same chronological time span and the same general purposes, the growth of the Maryland State Teachers' Association has been closely related to the progress of the state educational system in Maryland.

⁷Ibid., p. 243.

During most of the first ninety-six years of its history, the Maryland State Teachers' Association did not function as a full time organization or as a leader in state educational matters. In this respect, it had a common experience with teachers' associations in other states. Many of them, as emerging groups, failed to exert the influence they desired.

The Maryland State Teachers' Association began with an organizational meeting in 1865 and an official inauguration in 1866 at its first annual meeting. Championed by the first state superintendent of public instruction, the organization was pledged to support the new order for public education in Maryland. This spirit was short lived, and with the abrupt demise shortly thereafter of both a comprehensive school law and the state superintendent, the Association lost much of its initial impetus.

During the final thirty years of the nineteenth century, the Association reflected a general acceptance of the educational status quo by school officials and personnel. Existing educational conditions were occasionally criticized, and discontent was sometimes expressed, but there was little sentiment for reform. Thus, Maryland emerged from the nineteenth century with no startling innovations and with the vigor of the Association on the decline.

In the first few years of the twentieth century, the educational system and the Association showed new life. In

1900 Maryland again had a full time state superintendent of schools. Several of the counties and Baltimore City employed promising educators as school superintendents. The Association reorganized and became more active, engaging in the most energetic legislative campaign of its history.

Then events took an unusual turn. In 1915 a survey of the state public school system, conducted by a team of educators from outside Maryland, found the Maryland system deficient in several major areas. The result was a new educational law in 1916 designed to correct these defects. Instead of accepting this mandate for change, some influential voices in the Association, including State Superintendent M. Bates Stephens, urged a cautious reaction. World War I intervened to delay the execution of these changes. Shortly thereafter, in 1920, Maryland had a new superintendent who had been active in the MSTA and who not only was committed to implementing the provisions of the 1916 legislation, but also was eager to initiate other innovations as well.

Between 1920 and 1941 the State Association eagerly followed the leadership of State Superintendent Albert S. Cook. The Association also acknowledged the example of the National Education Association and adopted measures designed to bring about more democratic methods of making policy decisions and conducting official business. The law of 1922, with its special provisions to equalize educational opportunities for all children, especially those in poorer counties, established a tone for the period and helped the schools and

teachers survive the economic depression of the 1930's.

Culminating this period of development was a state school survey conducted in 1941. Unlike the survey earlier in the century, both the initiation and findings of the 1941 study were supported by the State Teachers' Association, probably because all evidence indicated a more favorable report. Such indications were valid, for criticism in the report was subordinated to a presentation of guidelines for the future. Both the schools and the Association had grown and improved during this twenty-one year span.

Just as Maryland education was being prepared for a new movement to begin in 1942, so also was the Maryland State Teachers' Association. Although World War II hindered this development because of the diversion of school funds and an exodus of teachers, the educational leaders of Maryland already were looking beyond the immediate tasks toward future responsibilities. Included in their thinking were plans for the promotion of a full time, energetic State Teachers' Association. Meetings directed toward strengthening the organization were held in 1942, 1943, and 1944, with the result that alterations were made in the structure of the organization and a full time executive secretary was employed in 1945.

From 1942 to 1951 the Association emerged from an organization with serious limitations to one with a continuing program, a full time staff, a permanent headquarters building, an established periodical, and large-scale annual

meetings. Culminating the period was an awareness that, although the Association had made many improvements, the gubernatorial veto of a prized educational enactment in 1951 indicated that the next decade would bring new challenges to all educational interests and especially the Maryland State Teachers' Association.

During the ten years from 1952 to 1962, the MSTA dealt actively with the many problems confronting Maryland education, as well as with those on the national level. The Association vigorously fought for what it considered essential for the advancement of education. A chief force among the educational interests in the state, it had finally become what so many of its earlier members had envisioned.

The difficulty of tracing the history of this Association is compounded by two main factors: (1) there is no general history of the state of Maryland which can be used to supply the guidelines for historical investigations about education, and (2) there is no history of Maryland education to provide guidelines for a more specialized study in the area of educational history. Because of this absence of related historical investigations, the assignment inherent in this dissertation is two-fold: (1) to conduct initial research in order to establish an historical educational framework, and (2) to organize often sparse and scattered material pertinent to the Association's history and present it in its general historical context.

Only one other attempt has been made to write about

the history of the Maryland Teachers' Association, a Master of Arts thesis written at the University of Maryland in 1933 by Gardner Shugart entitled "A History of the Maryland State Teachers' Association." This brief account was not substantial enough to be used as a basis for a dissertation. A completely new study was required.

This dissertation is, of course, not a history of Maryland education but a history of the Maryland State Teachers' Association. Its purpose is to make an historical study of the development of the Association, with particular emphasis upon its purpose, program, leadership, organization, publications, accomplishments, and influence. It is an investigation of the Association in relationship to the developments in Maryland education about which the Association was concerned or upon which it had some influence.

One particular limitation of this study should be noted. Maryland, along with many other states and especially those south of the Mason-Dixon line, had until 1954 a racially segregated school system of Negro and white students and teachers. Before the late 1940's and early 1950's, there was little contact between Negro and white teachers. Negro teachers had an independent state organization formed in 1916 and called the Maryland Education Association. Occasionally, facts and statistics about Negro education are included in the earlier sections of this dissertation for explanatory or comparative purposes. However, it is only after contacts between Negro and white teachers began in the late 1940's

and the process of integration of Negro members was initiated in the Association in 1951 that this area receives special attention. The unique circumstances and historical problems of Negro education and Negro teachers are, therefore, not a part of this study.

Because of the lack of historical information at the Association's headquarters, research for this dissertation required the use of other sources. These sources included the Baltimore Public School Teachers' Association, the Baltimore Sunpapers, Enoch Pratt Free Library, the Johns Hopkins University Library, the Legislative Library at Baltimore City Hall, the Maryland Historical Society, the Maryland State Department of Education Library, the Library of Congress, and libraries at Peabody Institute, Towson State Teachers College, the University of Maryland, and the Hall of Records at Annapolis.

In addition to the use of published materials, interviews and conversations were conducted with members of the MSTA professional staff; Deputy State Superintendent of Schools Dr. David Zimmerman; Carl T. Everstine, Director of the State Department of Legislative Reference; Mildred Fenner, editor of the NEA Journal; and various members of the Maryland State Teachers' Association.

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CHAPTER I

BACKGROUND AND BEGINNING, TO 1868

Public Education in Maryland to 1864

For 231 years after the first settlers arrived on the shores of Maryland, there was in the state neither a bona fide central educational system nor a state teachers' association. It was no mere coincidence that the establishment of a functioning state educational system and an organized state teachers' association occurred at the same time, for the educational leaders realized the compatibility and mutual need of these two institutions. Both had been heralded by precursors and fledgling efforts before their establishment; in the case of the teachers' association, initial efforts at organization began in 1849, while for the educational system the story of development began much earlier--in the seventeenth century with the origins of Maryland.

The province of Maryland came into being in 1632 by a grant of land to George Calvert, first Lord Baltimore, for the establishment of a proprietary colony in the new world. George Calvert died before the charter was signed, and Maryland passed to his son Cecil. Two years later, under the leadership of Cecil's brother, Leonard, the first settlers landed on the shores of the new colony. Although the charter of Maryland permitted what was considered at that time a

liberal degree of political security and religious independence for the English colonists, it was a charter without any specific reference to the public education of the youth in the province.¹ The first attempt to provide education by an act of the legislature was instituted in 1671 with the proposal for an "Act for the Founding and Erecting of a School or College within this Province for the Education of Youth in Learning and Virtue."² This proposal was rejected by the legislature, as were all other efforts to pass a law in the interest of education during the first sixty years of the colony.

At the end of the seventeenth century, the legislature made two abortive attempts to establish schools. The law of 1694, providing for the establishment of free schools, was not carried out; a similar law two years later, which prescribed the founding of a free school in each of the then existing twelve counties, resulted in only one institution, King William's School at Annapolis, which later became St. John's College. No direct taxes were imposed for its support, and it was maintained by aid from a poll tax and extra tariff on importation of tobacco and slaves.³ The inefficacy of these attempts can be traced to the fact that at that time

¹Leo J. McCormick, Church-State Relationships in Education in Maryland (Washington D.C.: The Catholic University of America Press, 1942), p. 1.

²Matthew P. Andrews, History of Maryland: Province and State (New York: Doubleday, Doran and Company, Inc., 1929), p. 201.

³Ibid., p. 203.

interest centered on the development of one or more colleges, leaving the elementary education to private or community enterprises.

Since only one school had been established in Maryland in the twenty-five years after 1696, another law providing for county schools was passed in 1723. It authorized the purchase of 100 acres of land and the endowment of a free school near the center of each of the counties at a location convenient for the boarding of children.⁴ Although these schools were to be allotted a small amount of revenue, and were to educate without pay some charity pupils, they could be considered free only in the Latin sense of leading to a liberal education rather than in the absence of tuition charges for students. Most of the schools founded were unsuccessful, one exception being the Kent County School at Chestertown, which later became Washington College.

Before the Revolutionary War with England, no schools other than the ones at Annapolis and Chestertown were established by law, even though several other projects were planned and abandoned. The attitude of the Assembly in regard to education, apparently shared by the colonists, was to leave the administration of schools to individual groups, primarily religious, and to give a small amount of aid to any colonial free school. Thus, a few private schools were organized, but in 1784, when the new state of Maryland appropriated money for the founding and maintenance of

⁴McCormick, op. cit., p. 25.

education, the state reverted to the policy of 1696, concentrating state aid on institutions of higher education.⁵

After an entire century of little state aid or support, Maryland education, in 1812, took a significant step forward with the appropriation of a fund, arising from the incorporation of several banks and turnpikes, to establish free schools.⁶ This was the first permanent provision made for the support of public schools in Maryland. Between 1812 and 1825 other sources of financial support were devised, including a lottery in 1817.⁷ In 1825, moreover, the legislature passed what appeared to be a major educational law providing for primary schools throughout the state for public instruction of the youth. This plan provided for the appointment of a state superintendent of public instruction, the appointment of local school officials and an enumeration of their duties, the employment and certification of teachers, and the creation of a system of primary schools in each county and in Baltimore City.⁸ The law was to be in force only in the counties that voted to adopt it; thirteen of the nineteen counties then in existence voted for adoption.⁹

⁵Ibid., pp. 44-48.

⁶Maryland, Laws (1812), c. 79, secs. 1, 2, 3.

⁷Maryland, Laws (1817), c. 154, sec. 18. The use of lotteries for support of schools and other public works was common practice in many of the states at this time.

⁸Maryland, Laws (1825), c. 162, secs. 1, 2, 25. Session began in 1825 but law passed in February 28, 1826. It is referred to as the Law of 1825.

⁹McCormick, op. cit., p. 12.

Although the act of 1825 indicated a recognition of the responsibility of the state to provide primary schools, in terms of inaugurating a state school system, it was a failure, for no state superintendent was appointed and no state supervisory agency was organized. While the heavy financial involvement of the state in internal improvements served as an obstacle to the plan, the act failed primarily because the counties were unwilling to surrender the control of their schools to the state and disregarded its provisions.¹⁰

For the next thirty-nine years the development of public schools remained a matter of local enterprise. Baltimore, which established its first public school in 1829, was opposed to any central plan which would deprive it of self-control. The larger counties were unwilling to modify their school organization, primarily because of their dissatisfaction with the distribution of school funds.¹¹ This sentiment prevailed so strongly that Maryland's new constitution in 1851 made no mention of public schools. During the ten years before the Civil War, attention focused on other issues, and no state school system was begun.

During the first half of the nineteenth century, meanwhile, the counties had developed their own plans of public instruction, receiving some aid from the state free school fund. At the close of 1854, the state distributed

¹⁰Ibid., p. 169.

¹¹Ibid.

just over \$63,000.00 to all types of public schools.¹² Academies were flourishing. Schools were being established by charity and religious groups. But the modern conception of free public schools was not yet accepted by Maryland citizens and would come about only after a major event in United States history, the Civil War.

Local Teachers' Associations in Maryland to 1865

Although local teachers' associations had been founded as early as 1794 in New York City and 1799 in Middlesex, Connecticut, it was not until the 1830's and 1840's that their efforts gained recognition. It was during these decades that leaders in United States education such as Horace Mann, Theodore Parker, and Thomas Gallaudet added their prestige to these groups. It is not surprising that this should be the time when the first local association should begin in Maryland, nor that it should develop in the largest urban area of the state. Twenty years after Baltimore opened its first public school, the first local association began in that city.

The Public School Teachers' Association of Baltimore was born on November 19, 1849, when teachers from the Baltimore public schools attended a meeting in the office of the school commissioners "for the purpose of forming an institution for the elevation of their profession and

¹²Elihu Riley, A History of the General Assembly of Maryland (Baltimore: Nunn and Co., 1905), p. 359.

advancement of the cause of Popular Education."¹³ A committee of five, including two representatives from the Board of City School Commissioners, was appointed to draft a constitution, which was adopted on November 17.¹⁴ The following Saturday, November 24, the association was fully organized with the election of officers and an executive committee.¹⁵ In December of 1849 and in the early months of 1850, members of the association met every Saturday, usually at one of the high schools, primarily to discuss instructional matters such as methods of teaching arithmetic and grammar in the primary grades.

In the first annual address delivered before this group of teachers on January 25, 1850, William R. Creery, principal of a city grammar school, stated the purposes and hopes of the association. The association was, asserted Principal Creery, "a band of Public School Commissioners and Teachers, conjointly associated for the diffusion of intelligence, the enlargement of the common school system of education, and the advancement of the teacher's vocation."¹⁶

¹³Public School Teachers' Association of Baltimore, Minutes and Proceedings (Baltimore, Maryland, 1849), n.p. The early minutes and proceedings are in manuscript form, frequently with no page numbers. Some of the writing is faded to the extent of illegibility. There are no records from March 27, 1851, to December 10, 1859.

¹⁴Ibid.

¹⁵Ibid.

¹⁶William R. Creery, First Annual Address Delivered Before the Public School Teachers' Association (Baltimore: Sherwood and Company, 1850), p. 8.

With a progressive spirit Creery believed teaching could become a profession. The image of the teacher as an untalented person had to be altered by intelligent discourses about literary and scientific subjects and by discussion on discipline, spelling, reading, geography, arrangements of school houses and furniture, school books and grades, and any other subject to aid in the improvement of the teacher.¹⁷ With the support and guidance of the school commissioners, the first teachers' association in Maryland began to advance the dual causes of public education and teacher status.

From the very beginning there was a sentiment among the Baltimore teachers to work for the development of a state teachers' organization. Michael Connolly, first vice-president, pressed for a state school convention in January, 1850.¹⁸ At the first meeting the next month, another resolution for a state convention of teachers was introduced but passed over informally.¹⁹ But Connolly did not give up, and on February 26 he offered another resolution inviting the city teachers to meet on the first Saturday in March to make arrangements for a state convention of teachers in August. After some discussion in which "all considered it proper, but a majority that action was premature," the resolution was tabled,²⁰ and,

¹⁷Ibid., p. 11.

¹⁸Public School Teachers' Association of Baltimore, Minutes and Proceedings (Baltimore, Maryland, January 19, 1850), p. 13.

¹⁹Ibid. (February 2, 1850), p. 15.

²⁰Ibid. (February 26, 1850), p. 14.

because the majority of the Baltimore teachers were not yet ready to extend their work to the state level, the movement remained inert.

After lapsing into dormancy for a period of years, the teachers reorganized on December 10, 1859, as the Baltimore Teachers' Association with the purpose to "promote the interests of the Profession, and advance the cause of Education."²¹ They made provisions for four regular meetings to be held each year on Saturday mornings, and for six standing committees: teaching and government, mathematics and bookkeeping, natural science and physics, mental and moral science, belles-lettres, and philosophy.²²

Enthusiasm was again short-lived, however, and the inactivity of the Baltimore Teachers' Association after January, 1860, caused concern among members of the board of school commissioners. In March, 1862, at a meeting attended by 300 people, including representatives of the board of commissioners, John T. Morris proposed on behalf of the board that the teachers of the city form an association. He maintained that the Baltimore schools were effective but needed a society in which "a uniformity of excellence might be attained by mutual interchange of opinion upon the best modes of teaching and discipline, the most suitable text books, etc."²³ While initiating the society, the board

²¹Ibid. (December 10, 1859), n.p.

²²Ibid.

²³Ibid. (March 14, 1862), n.p.

proposed to hand the matter over to the teachers for complete control and management.²⁴ A committee was appointed to draw up an organization, and on March 28, 1862, the new constitution for the Public School Teachers' Association of Baltimore was adopted with an annual assessment of ten cents from each member. Newly elected officers and executive members staffed an organization of six standing committees: teaching and government, mathematics and bookkeeping, physics and natural science, grammar and philology, belles-lettres, and mental and moral sciences. With Thomas D. Baird as president, the association set out to promote the cause of education and the interest of the teaching profession.²⁵

From 1863 to 1865, 100 to 300 members met monthly. Although there was concern about salaries, most of the attention was devoted to instructional affairs. The whole matter of the gulf between grammar and high schools was entertained, with special attention given to high school entrance examinations. Some other timely topics were how to make school attractive, the necessity of physical education to discipline heart and mind, when and how to teach fractions, teaching by object lessons, importance of moral training, use of the Bible in school, attendance, and textbook selection and use. Another issue frequently debated was the extent to which emphasis should be placed on memory work. Teachers often felt that present methods were overtaxing the memory of the pupils.

²⁴Ibid.

²⁵Ibid. (March 28, 1862), n.p.

While the Baltimore City group was becoming more active, sentiment for the initiation of a similar organization in Baltimore county was recorded in the 1860 report of the School Commissioners of Baltimore County.²⁶ Early in 1860 the attention of the board of commissioners was directed to the importance of increasing the efficiency of the public school system by elevating the standard of qualification for teachers. To accomplish this, the board saw two requisites: "first, to stimulate teachers to enter upon a course of mental culture; second, to encourage them to adopt teaching as a profession by offering a more liberal and certain remuneration."²⁷ A series of resolutions was then adopted, and in result was a week-long normal class in December, 1860, attended by 175 teachers.²⁸ One of the results of this normal class was the formation of a teachers' association which, said the report, "deserves the fostering care of the commissioners and such encouragement as it might be practical to grant."²⁹ The reports of the school commissioners during the following three years reveal that the national turmoil was an obstacle to the development of Baltimore County education. The normal classes were not continued, and the newly conceived teachers'

²⁶Eleventh Annual Report of the School Commissioners of Baltimore County with the Report of W. Horace Soper, Treasurer for the year ending December 31, 1860 (Baltimore: J. W. Bond and Company, 1861), p. 16.

²⁷Ibid., p. 12.

²⁸Ibid., p. 13.

²⁹Ibid., p. 16.

association was stymied.

Foundation for the State System of Education, 1864-65

The chief business of the 1864 legislature was to arrange for a convention later in the year to frame a new state constitution, the avowed purposes of which were to abolish slavery and to reaffirm allegiance to the Union. Although the dissenters were outnumbered at the convention, many citizens of Maryland were dissatisfied with the provisions for abolishing slavery and with the loyalty clauses which would disqualify Maryland voters who had participated in the Civil War on the side of the Confederacy. Only by soliciting and counting the votes of Maryland soldiers in the Union army was the constitution ratified, and then only by a majority of 375 votes.³⁰ It was with divided support that this constitution, which also provided the legal basis for a state school system, became law in October of 1864.

Two important items concerning education on the agenda of the constitutional convention were the loyalty of the teaching staff and the establishment of a uniform system of education for the state. The first was disposed of in a provision instructing the General Assembly to pass a law requiring all persons elected or appointed to any office or position of "trust or profit" to take an oath affirming

³⁰Debates of the Constitutional Convention, 1864, Vol. III (Annapolis: Richard Bayly, 1864), p. 1926. The civilian vote was 27,541 in favor of adoption and 29,536 opposed. The soldier vote was 2,633 in favor and 263 opposed. This insured ratification by a vote of 30,174 to 29,799.

loyalty to the new constitution of Maryland and to the United States of America. It further declared ineligible for such positions any one who had "given aid, comfort, or encouragement to those in rebellion."³¹

The provisions for a uniform state system were included in the six sections of Article VIII. By this article the governor was instructed to appoint a state superintendent of public instruction who was to present to the 1865 general assembly a plan for a uniform system of free public schools. This plan, which was to be used as the basis for the new school law of 1865, suggested a state board of education, provided for county boards of school commissioners, and levied a state tax of not less than ten cents on each one hundred dollars of taxable property for support of the public schools. A public school fund also was provided for schools and the provision was made that schools be kept open for at least six months out of the year.³²

In November, 1864, in accordance with the constitution, Governor A. W. Bradford appointed the Reverend Mr. Libertus Van Bokkelen state superintendent of public instruction, at the same time directing him to report his plan for a complete school system to the General Assembly in 1865. Van Bokkelen was not a newcomer to educational administration. He had come to Maryland in 1845 as rector of St. Timothy's Church in Catonsville, where he founded St. Timothy's Hall, a

³¹Maryland, Constitution (1864), Art. I, secs. 4, 7.

³²Ibid., Art. VIII, secs. 1-6.

private school for boys. He had served as a visitor for the Catonsville schools and as a Baltimore County school commissioner. He also had studied foreign education systems while traveling in Europe. Joseph M. Cushing, chairman of the education committee at the constitutional convention, is reported to have told Governor Bradford that the section on education was written with Van Bokkelen in mind as the superintendent.³³

To prepare his report to the legislature, Superintendent Van Bokkelen acquired information from the counties of Maryland, visited several northern states, and studied other state systems of education. This report, together with a bill for a uniform system of public instruction, he submitted to the legislature in February, 1865.³⁴ Believing Maryland had lagged educationally and had no time for gradual development, he devised a progressive school law whereby the laissez-faire educational policy pursued by the state was replaced with a highly centralized organization. It was based on the principle that education ought to be free and universal and a responsibility of the state and that the state should tax property to support education. It was a design for a closely integrated system from elementary schools to

³³Forty-Third Annual Report Showing Conditions of the Public Schools of Maryland for the Year Ending July 31, 1909 (Baltimore: The Sun Job Printing Office, 1909), p. 153.

³⁴Report of the State Superintendent of Public Instruction to the General Assembly of Maryland together with A Bill entitled 'A Uniform System of Public Instruction for the State of Maryland' (Annapolis: Richard P. Bayly, 1865).

higher education, a bold plan aimed to catapult Maryland into educational leadership in the United States.

The report dealt with supervision; sources of income; higher education; benevolent, remedial, and reformatory institutions; curricular design; encouragement of and aid to universal education; the securing of competent teachers; and teachers' associations. Not only was Van Bokkelen enthusiastic about teachers' associations; he considered them essential in the functioning of the new school system.

To make certain that the importance of teachers' associations was clearly understood, the superintendent included a detailed statement advocating their formation and explaining their importance. In essence, he said that (1) every effort ought to be made to render associations attractive and instructive, (2) there should be an inter-change of views with reference to the discussion of practical educational questions such as methods of instruction and discipline, (3) each association should select its own officers and arrange its own exercises, (4) the meetings should create a professional attitude and esprit de corps, and (5) citizens should be encouraged to attend the meetings. If these things were done, Van Bokkelen predicted that the associations would be "one more additional element of strength to our new system."³⁵

With very few changes, the bill drawn up by Van Bokkelen was passed by the General Assembly in March of 1865.³⁶

³⁵Ibid., pp. 94-95.

³⁶Maryland, Laws (1865), c. 160.

The control and supervision of public instruction was vested in a state board of education, a state superintendent of public instruction, and boards of school commissioners for Baltimore City and for each county. To support the schools, a state tax of fifteen cents was levied on each one hundred dollars of taxable property. Moreover, certain specified subjects were to be taught and no person could be employed as a teacher unless he was a graduate of the state normal school or certified by an authorized examiner. A state normal school was to be established in Baltimore with the state superintendent acting as principal ex officio. The purpose of the institution would be to instruct teachers of public schools in the "science of education, and the art of teaching and mode of governing schools."³⁷ Uniform textbooks would be prescribed by the state. Teachers, who were to be at least twenty years old if male and eighteen if female, were instructed to lead their students to understand the "virtues necessary to preserve the blessings of liberty, promote temporal happiness and advance the greatness of the American Nation."³⁸

Finally, true to his sentiments about the necessity and desirability of teachers' associations, Van Bokkelen did not leave their establishment to chance, and provisions for their existence were written in the law of 1865. Importantly, the same law that established a state system of education for

³⁷Ibid., Title III, c. IV, sec. 1.

³⁸Ibid., Title II, c. V, sec. 4.

Maryland included legal provisions for teachers' associations. According to the law of 1865:

Section 1. District, County and State Teachers' Associations are recommended as an important method of elevating the standard of Public Instruction by mutual conference, interchange of views, and suggestions as to systems of teaching and discipline.

Section 2. These associations being voluntary, it should be the care of the School Commissioners to aid in their organization, to encourage attendance, to secure competent lecturers, and to impart such information as they may be able, as will encourage Teachers in their work, and fit them for the performance of their arduous and responsible duties.

Section 3. These associations must assemble at least once in each school term, on Saturday of some month, and may occupy any of the school houses; stationery for the use of the meeting shall be furnished gratuitously by the Board of School Commissioners.

Section 4. For the purpose of organizing Teachers' Associations and deciding upon the places of assembling, the President of the Board shall convene the Teachers of contiguous districts, embracing at least twenty-five schools, who may select a President and Secretary, and adopt such by-laws as may be deemed expedient; the President shall arrange the time of meeting of the several associations, that he may attend all or as many as practical.³⁹

Thus by 1865 the state of Maryland had a carefully written school law. It had a progressive state superintendent of public instruction. The General Assembly was willing to pass legislation to promote a state-wide public school system. The groundwork was laid for securing educated and professionally-minded teachers. Maryland had a population of just over 1,000,000 people, with the school population between five and twenty years of 182,205 white and 60,014 colored, or a

³⁹Ibid., Title III, c. II.

total of 242,219.⁴⁰ Two hundred and thirty-one years after the first English settlers arrived on the shores of the colony, Maryland had at last provided a bona fide public school system for the state.

Formation and First Meeting
of the State Teachers' Association

For the new educational program to be a success, it would need not only subsistence from a tax program but also the understanding and support of the teachers and administrators of the system. Superintendent Van Bokkelen indicated his awareness of this by his encouragement of teachers' associations. Even though Baltimore had retained much of its autonomy in educational policies, it was to the city teachers that he looked for leadership for a state-wide organization. As a result of communication between the state superintendent and the city teachers, on January 14, 1865, the Public School Teachers' Association invited him to their March meeting and to any others he might like to attend.⁴¹ At the March 11 meeting Van Bokkelen explained the various aspects of the state plan and the responsibilities of the state superintendent.⁴² He returned to an association

⁴⁰Amory D. Mayo, The First Establishment of the American Common School System in West Virginia, Maryland, Virginia and Delaware, 1863-1900, Report of The Commission of Education for the Year 1903 (Washington: U. S. Office of Education, 1905), p. 406.

⁴¹Public School Teachers' Association of Baltimore, Minutes and Proceedings (Baltimore, Maryland, January 14, 1865), n.p.

⁴²Ibid. (March 11, 1865), n.p.

meeting on April 1 and assured the city teachers that he would not interfere with the Baltimore board of school commissioners, especially in the examination of teachers as required by the new school law.⁴³

With this understanding of the relationship of Baltimore to the state system, the Public School Teachers' Association adopted a cooperative attitude toward the state authorities and considered a state teachers' association as an effective means to promote the cause of education throughout the state. At the December 2, 1865, meeting, the city association invited the teachers of the Baltimore County schools, and any other teachers present, to participate in the exercises of the meeting. They then considered the question of holding a convention of all the teachers of the state. A motion was passed to empower a committee of five to make arrangements for a meeting during the coming Christmas holidays to form a state public school teachers' association. The Baltimore County teachers were invited also to appoint a committee to cooperate on this project. Under the leadership of Thomas D. Baird, principal of a high school called Baltimore City College, this joint committee scheduled a meeting for December 27, 1865, at Western Female High School to exchange views in general, but especially to form plans for a state public school teachers' association.⁴⁴

When the meeting had convened, a temporary organization

⁴³Ibid. (April 1, 1865), n.p.

⁴⁴Ibid. (December 2, 1865), n.p.

was set up, with Samuel Ringgold of Baltimore County presiding. D. A. Hollingshead of Baltimore City College headed a committee to nominate permanent officers. After declining the nomination for president, Hollingshead presented a slate of officers who were unanimously elected. The officers were President T. D. Baird, Baltimore; Vice-president Samuel Ringgold, Baltimore County; Treasurer W. T. Bennett, Anne Arundel County; Recording Secretary J. J. G. Webster, Baltimore; and Corresponding Secretary H. Russel, Frederick County.⁴⁵ In his speech after the election, President Baird defended eloquently the importance of furthering the cause of education in the state, as well as the desirability of a uniform system of schools, and, since the teachers at this meeting were in accord with the thinking of the state superintendent of public instruction, predicted a harmonious relationship.⁴⁶ A resolution to form a permanent organization was then accepted and a committee was appointed to draft a constitution for presentation at a meeting in the summer of 1866.⁴⁷

The meeting re-convened the next day, December 28, and speeches were heard from two of the leading educators in Maryland, Superintendent Van Bokkelen and Professor M. A. Newell, both of whom advocated united action on the part of the teachers of the state to implement the new educational

⁴⁵The Sun (Baltimore), December 28, 1865.

⁴⁶Ibid.

⁴⁷Ibid.

program.⁴⁸ After appointing several committees and deciding that the summer meeting should be held in Baltimore on July 10, 1866, the initial conclave of state teachers adjourned.⁴⁹ In agreement with the new state educational program and pledging support to the state superintendent, the organization was to aid in the implementation of the new educational order for Maryland.

After this productive beginning, the first annual meeting of the Maryland State Teachers' Association was held in Baltimore at Western Female High School on July 10, 11, and 12, 1866. About sixty members were present at the first assembling, with membership listed officially at eighty-three.⁵⁰ Business sessions were devoted in large part to the adoption of the constitution.

The topics and content of the lectures reveal the progressive nature of the meeting. M. A. Newell, speaking on grammar as science and art, urged a more practical teaching of grammar as a science combining the practical and theoretical aspects.⁵¹ Professor J. P. Carter, on the method of teaching history, suggested simplicity and favored analytic study which should include the "ultimate realities of Scriptural history."⁵² P. R. Lovejoy followed with a lecture

⁴⁸Ibid., December 29, 1865.

⁴⁹Ibid.

⁵⁰Ibid., July 11, 1865.

⁵¹Ibid.

⁵²Ibid., July 12, 1865.

on reading, with illustrations done by pupils of the high schools.⁵³ To round out one of the sessions, a woman teacher led a demonstration of calisthenics reported to have "given much gratification to the audience."⁵⁴ Dr. Van Bokkelen was scheduled to speak on school government, but there is no report of his speech, and the teachers concluded their business by adopting a constitution and electing Thomas D. Baird president for the following year.⁵⁵

A significant act taken at the first annual meeting was the decision to send one delegate from each county and five from Baltimore to the National Teachers' Association meeting in August. The National Teachers' Association had come into existence in 1857 when the presidents of ten state associations joined in issuing an invitation to forty-three educators for a meeting in Philadelphia for the purpose of organizing a national association.

It was nine years after this that Maryland became the twenty-seventh state to form an association, with the encouragement of the National Association. Members of the Baltimore Public School Teachers' Association had regularly sent representatives to the national conventions, where they were urged to expand their activities on a state-wide basis. A great impetus was added when Van Bokkelen assumed state power, for he had been an active member of the National Teachers'

⁵³Ibid.

⁵⁴Ibid.

⁵⁵Ibid., July 13, 1865.

Association, and was elected a director in 1866, the same year as the inaugural of the Maryland organization.

Dr. Van Bokkelen must receive a major portion of the credit for the beginning of the State Association. As evidenced by his own activities, he had a high regard for teachers' associations. A succinct summary of his views on this topic appear in his first annual report as state superintendent in 1866, where he comments on the merits of teachers' associations in general and the Maryland organization in particular. He states that he considers the Maryland Association an important agency in elevating the teaching profession and in giving practical direction to school work; he promises further to give careful attention to their suggestions. He states his desire to discuss with the teachers at their meetings questions about teaching methods, discipline, and school law. Finally he challenges the teachers to devise ways to bring school legislation out of the region of theory and into that of "substantive fact," so that "children may be made to love school and devote themselves cheerfully to their books."⁵⁶

Clearly, the State Teachers' Association was to play an important role in the development of Maryland education. In alliance with state and local officials, this neophyte

⁵⁶First Annual Report of the State Superintendent of Public Instruction with the Reports of the Presidents of the Boards of School Commissioners, and Statistical Tables and Other Documents, Showing the Condition of the Public Schools of Maryland. For the School Year Ending June 30, 1866 (Annapolis: Henry A. Lucas, State Printers, 1867), pp. 20-21.

group of progressively minded educators was to serve not only as advisers and consultants, but also as advocates of legislation that could convert theory into practice. The stage seemed to be set for the State Association to aid in the enlightened development of Maryland education. However, political events and personality conflicts were soon to arrest that progress.

The State System, the Superintendent,
and the Maryland Educational Journal

In the second annual report of the state superintendent in 1867, Van Bokkelen presented information attesting to the progress of the newly inaugurated school system. Claiming that the machinery of the system had been put into operation and was functioning well, he made some favorable comparisons with the previous year. The number of schools had risen from 1,249 to 1,279; the number of different pupils in attendance, from 64,793 to 71,060; the average attendance, from 43,750 to 49,888; the average number of teachers, from 1,150 to 1,282; and the total cost of schools, from \$389,006.91 to \$436,204.89.⁵⁷ Although these figures indicated improvement which Van Bokkelen hoped the members of the constitutional convention then meeting in Annapolis would notice, they apparently had little effect upon his critics.

⁵⁷Second Annual Report of the State Superintendent of Public Instruction and Reports of the Presidents of the Boards of County School Commissioners for Year Ending June 30, 1867 (Annapolis: Wm. Thompson, of R. Printer, 1868), p. 3.

The novelty of the educational system and the return to power of those opposed to the authors of the constitution of 1864 and the law of 1865 worked together to focus criticism on Van Bokkelen and the school program. The zeal for reform was becoming immersed in partisan issues and economic discontent. Moreover, since the city of Baltimore received less than it contributed while other counties realized more than twice the amount they contributed, the city and some of the larger counties were never very happy about the distribution of school funds. The city, accustomed to determining its own policies, did not want domination of any kind, either in finance or in curriculum and a hassle developed over the selection and purchase of textbooks. Van Bokkelen was denounced as a dishonest Yankee interloper with a Northern Yankee system.⁵⁸

After unsuccessful attempts to answer his critics on the floor of the constitutional convention or in the Baltimore Sun, Van Bokkelen refuted the charges in the second annual report of the state superintendent.⁵⁹ He listed five criticisms made of the system: (1) schools are too far removed from the people, (2) the central board has too much authority, (3) four members of the board hold political positions, (4) expenses are too great, and (5) the wealthy portions of the state pay too much of the school tax in

⁵⁸The Sun (Baltimore), June 20, 1867.

⁵⁹Second Annual Report of the State Superintendent of Public Instruction of Maryland, op. cit., p. 35.

proportion to the rate of distribution. Most of these criticisms, claimed the superintendent, were based on ignorance or on failure to accept the simple principles necessary to finance a state school system. He revealed the crux of his philosophy in stating, "What the people do want may not be what they ought to want, and in no question of State policy is the difference between what is needed and what is desired likely to be greater than in the management of schools."⁶⁰

Superintendent Van Bokkelen was not yet willing to compromise, even though some members of the education committee at the constitutional convention were considering reorganizing the system of public instruction and abolishing the office of superintendent.⁶¹ He hoped for support from school officials, the State Teachers' Association, and a new publication, the Maryland Educational Journal. First issued in May of 1867, it was subtitled "A School and Family Monthly Devoted to Popular Instruction and Literature, Organ of the State Board of Education and the Commissioners' Association." The first issue listed the editorial committee as L. Van Bokkelen, J. N. McJilton, who was Baltimore superintendent of schools, and E. S. Zeverly of Cumberland. Van Bokkelen envisioned the periodical as a progressive influence serving as a medium of official communication to link school authorities, teachers,

⁶⁰Ibid., p. 36.

⁶¹Debates of the Maryland Constitutional Convention of 1867 (Baltimore: Hepbron and Hayden, Twentieth Century Press, 1923), p. 65.

and citizens.⁶²

To Van Bokkelen, it was imperative that the Journal give him its full support especially while the constitutional convention was in session. This hope was not realized, however, for in the July issue managing editor and publisher E. S. Zeverly announced that the Maryland Educational Journal was for popular education and that it was non-political, above partisan politics, and not pledged to any party or system.⁶³ While the present school law and officials were meritorious, he continued, the Journal did not depend on the present system. This was too much for Van Bokkelen, who was counting on the Journal for strong support, and he forsook the infant periodical. For several issues after his departure from the publications staff, dissention was muted and attention was focused on the State Teachers' Association; the August issue contained a ten-page abstract of the proceedings of the 1867 annual convention. In September, Reverend C. K. Nelson, current president of the Association, became co-editor with E. S. Zeverly.

In the October, 1867, issue, Zeverly announced that, after the effort to make the Journal the fully accredited organ of the State Teachers' Association failed, it would appear as a purely private venture with more emphasis on

⁶²"Editorial," Maryland Educational Journal, I (May, 1867), 2.

⁶³"Statement," Maryland Educational Journal, I (July, 1867), 95.

higher education.⁶⁴ By December, with subscriptions decreasing, there was an appeal to the school commissioners of Maryland for support and a willingness to print both sides of the Van Bokkelen controversy.⁶⁵ The appeal was ineffectual, and Zeverly decided to vent his feelings about recent events. Believing that as a law-abiding citizen he should support any educational system that might be devised, he joined other critics in labeling Van Bokkelen a man who was uncompromising and wasteful and who had made himself and the system "justly obnoxious."⁶⁶

As this quarrel continued, the influence of both the Journal and Van Bokkelen was waning. Both were soon to depart from the Maryland educational scene. The Maryland Educational Journal ended with its twelfth and final issue in April, 1868. At the close of the 1867-68 school year, Van Bokkelen found himself no longer state superintendent.

The Constitution of 1867, the Law of 1868, and the Association

After a pleasant trip from Baltimore on board the steamer "Highland Light," "a goodly number of Baltimore and other ladies and gentlemen"⁶⁷ arrived at the second annual

⁶⁴"About the Maryland Educational Journal," Maryland Educational Journal, I, 161.

⁶⁵"Editorial Policy," Maryland Educational Journal, I (December, 1867), 243.

⁶⁶"The School System and the Educational Journal," Maryland Educational Journal, I (January, 1868), 263.

⁶⁷"State Teachers' Meeting," Maryland Educational Journal, I (August, 1867), 113.

meeting of the Maryland State Teachers' Association in Annapolis on July 9, 1867. Extending the right hand of fellowship from the college to the public school teachers, C. K. Nelson welcomed them to the halls of St. John's College.⁶⁸ In the inaugural address for the three-day session, July 9, 10, and 11, President Thomas D. Baird, after giving credit to the founders of the Association, called for a rise in prestige for teachers and teachers' associations. Equating educational progress with teacher status and rating teachers' associations higher than trade unions, Baird insisted that teachers must meet in the eyes of the public to exchange views and sympathies and to publicize the current issues. By doing this, he concluded, "teachers can inspire confidence, mutual respect, self-reliance, manliness, and courage so necessary in our profession."⁶⁹

The August issue of the Maryland Educational Journal reported a variety of speeches, discussions, and debates. The Reverend Dr. McJilton, school superintendent in Baltimore, spoke on "The Representative Teacher"; Professor William Logan Baird, on "The So-Called Analytic Method of Teaching"; Dr. Nelson, on "The Duty of the State with Regard to Higher Education"; Professor George S. Grape, on "The Dull Pupil"; and Superintendent Van Bokkelen, on "The Development of the Perceptive Faculties." Following discussions concerning school attendance and discipline came a debate over the

⁶⁸Ibid.

⁶⁹"T. D. Baird's Inaugural Address," Ibid., 114.

relationship of the English language and the classics. Dr. Nelson maintained that the English language could not be understood without a background in the classics, while Professor Lovejoy held that such a background was not necessary. In the course of the session, teachers were asked to participate in all discussions, to pay for their subscription to the Maryland Educational Journal, and to return home with new enthusiasm.

Professional matters and teaching methods were not exclusive interests of the group, for the second annual meeting of the State Teachers' Association occurred at the same time and in the same place as the Maryland constitutional convention. The constitutional convention was beginning its sixth week of sessions, and the educational system was under attack. In light of the fact that the Association had made public statements in support of the existing educational program, it became obvious that the organization would have to determine its position toward the impending modifications.

On July 10, the Association sent a committee to invite Governor Swann and Lieutenant Governor Cox to visit the teachers' meetings. They came the same day and, after hearing an Association resolution in favor of a state educational system, made short speeches assuring their interest and belief in popular education. Governor Swann called for a progressive system at whatever cost, adding that there was "no position more useful, honorable, or practical, than this

association of public school teachers."⁷⁰ Lieutenant Governor Cox, expressing himself more eloquently, began by complimenting the state superintendent, school officials, and teachers for stimulating the present school system to accomplish so much in so short a time. He assured the teachers that not only was it proper for them to meet while the constitutional convention was in session, but that the teachers' meeting was not a matter of indifference to the members of the convention. The truth of this statement became manifest when a committee appeared from the constitutional assembly and, after affirming their good feeling and deep commitment to public education, invited the Association to visit the convention in a body.⁷¹ When the Association voted to accept, the whole episode was interpreted by Dr. Nelson as "the proudest moment of education in the history of Maryland because the constitutional convention recognized the power of public education and the teachers."⁷²

The following day, July 11, Association members decided not to visit the convention because they were too busy, and they asked the committee of resolutions with M. A. Newell as chairman to prepare a memorial to be sent to the constitutional convention.⁷³ The resolution was prepared, unanimously adopted, and presented to the constitutional

⁷⁰"State Teachers Meeting," Ibid., 118.

⁷¹Ibid.

⁷²Ibid., 119.

⁷³The Sun (Baltimore), July 12, 1867.

body on July 12, 1867, the forty-fifth day of their session. In essence, the resolution stated that (1) the educational interests of the state require an efficient uniform system as the only means for popular education, (2) a general school tax must be provided for in the constitution as the best guarantee that a state system will be maintained, (3) a thorough system of supervision is necessary to make any school system effective, and (4) some provision should be made for education of teachers within the borders of the state by normal schools and other agencies.⁷⁴ After this item of major concern was finished, Dr. Nelson was thanked for his work and efforts of hospitality, was presented with a mantle clock, and was elected president for the coming year.

Just over a month after the end of the second annual meeting of the State Teachers' Association, the fourth constitutional convention of the state of Maryland adjourned on August 17, 1867. The constitution, submitted to the citizens for ratification and adopted on September 18, 1867, by an overwhelming majority,⁷⁵ is the same one in effect in Maryland today. Article forty-three of the Declaration of Rights states:

That the legislature ought to encourage the diffusion of knowledge and virtue, the extension of a judicious system of general education, the promotion of literature, the arts, sciences, agriculture, commerce and manufactures,

⁷⁴Ibid., July 13, 1867.

⁷⁵Elihu S. Riley, A History of the General Assembly of Maryland (Baltimore: Nunn and Co., 1905), p. 384. Riley reports 47,152 for the constitution and 23,036 against the constitution.

and the general melioration of the people.⁷⁶

In contrast to the longer section in the 1864 constitution dealing with education, the 1867 constitution has three short sections under Article VIII:

Section 1. The General Assembly, at its first session after the adoption of this Constitution, shall by Law, establish, throughout the state, a thorough and efficient system of Free Public Schools, and shall provide by taxation, or otherwise, for their maintenance.

Section 2. The System of Public Schools, as now constituted, shall remain in force until the end of the said first session of the General Assembly, and shall then expire; except so far as adopted, or continued, by the General Assembly.

Section 3. The School Fund of the State shall be kept inviolate, and appropriated only to the purposes of Education.⁷⁷

The constitution did provide for a system of public schools with tax support, but missing were any guarantees as to its extent or quality. In contrast to the speeches made by the constitutional delegates to the state teachers and the Associations' recommendations, the constitutional clauses seem brief and cautious. There is no mention of the Associations' suggestion for inclusions of provisions for uniformity, adequate supervision, or teacher training. The existing system was to end a short time later when the General Assembly of 1868 was given almost complete license to legislate a new one.

When the two hundred and sixty-first session of the legislature of Maryland convened in January, 1868, Maryland politics had already ended the political careers of most of those in power in 1864 and 1865. The attitude of the delegates

⁷⁶Maryland, Constitution (1867).

⁷⁷Ibid.

was to dissipate, rather than concentrate, power in public affairs. Early in the session the sign of things to come was evident when a delegate proposed that, while all property in the state should be taxed for the support of a public school system, the office of state superintendent should be abolished and that local school commissioners, appointed by local authority, should have full control in the counties. Moreover, parents and guardians should have proper influence, and textbooks with any political or sectional bias, however remote, should not be used.⁷⁸

The law which emerged and went into effect in April of 1868 reflected the sentiment for change. It contained no provision for a state superintendent and only an indirect reference to any kind of state supervision. According to the section dealing with normal schools, the principal in charge "shall have the general supervision of all the public schools in the State...every year make a report to the Governor on the conditions of the schools of the state...and shall make such suggestions for the improvement of schools and the advancement of public education as he shall deem expedient."⁷⁹

This meant, of course, that Libertus Van Bokkelen was no longer superintendent of public instruction, since this position ended when the law became effective at the conclusion

⁷⁸Journal of the Proceedings of the House of Delegates of Maryland. January Session, 1868 (Annapolis: Wm. Thompson, of R. Printer, 1868), pp. 52-53.

⁷⁹Maryland, Laws (1868), c. 407, Title II, c. II, secs. 12, 13.

of the 1867-68 school year. Whatever state supervision there was to be would be done by McFadden Alexander Newell, principal of the embryonic normal school in Baltimore.

The Reverend Mr. Van Bokkelen left Maryland to become rector of St. John's Protestant Episcopal Church in Buffalo, New York, and head of the Jane Grey School at Mt. Morris, a small village near Buffalo. It seems ironic, indeed, that at the very time when he was ungratefully dismissed by the legislature of Maryland, he was about to receive the highest educational honors of his life. In 1868 Van Bokkelen was elected secretary of the National Teachers' Association and then served as president when the Association met at Trenton, New Jersey, in 1869.

The Law of 1868 then provided for a unified, rather than a uniform system. Public education was relegated to county boards of school commissioners and school district trustees, all of whom were to be elected officials. The executive agent for the county would be a person selected by the board to serve as secretary and treasurer, although he himself would not be a member of the board. This person, known as the county examiner, would, in addition to examining teachers and schools, assume most of the responsibilities of a county superintendent. Indicative of a decrease in educational emphasis from the state is the fact that the state tax rate was lowered from fifteen cents to ten cents on every one hundred dollars of taxable property.

In the face of this move away from a uniform system

with supervision and central control, there still remained an awareness of the need for a corps of competent and professional teachers. Not only were teachers to be examined and receive certificates, but the law provided for normal schools, teachers' institutes, and teachers' associations. Associations were not to be left to chance. They were considered important enough to be included in the school law. Under Title II, "Modes of Securing Competent Teachers," appear these three sections, which remain unaltered to this day and which serve as the legal basis for teachers' associations:

Section 1. District, County and State Teachers Associations are recommended as an important means of elevating the standards of public education by mutual conference, interchange of views, and suggestions as to systems of teaching and discipline.

Section 2. It shall be the care of the County Examiner to aid in the organization of these associations, to encourage attendance, to secure competent lecturers, and to impart such information as will encourage teachers in their work and fit them for the performance of their duties.

Section 3. These associations may occupy any of the school houses.⁸⁰

Because education in Maryland during the school year of 1867-1868 was being revised, school officials found it difficult to know just what they should do. This lack of direction permeated the program and affected the activities of the teachers. It is not surprising, then, that when the third annual meeting of the Maryland State Teachers' Association convened at Baltimore on July 15, 1868, T. D. Baird, chairman of the executive committee, remarked that the small attendance of about one hundred persons could be explained

⁸⁰Ibid., c. IV.

by the unsettled condition during the past year.⁸¹

The meeting lacked not only the numbers, but also the more exciting circumstances of the Annapolis sessions. In his inaugural address, Dr. Nelson stressed the need for instruction beyond the textbook by thoroughly informed teachers. It was easy, he said, to make pupils recite from texts, but only the well-informed teacher could help students understand the reasons why things happen. Dr. Montgomery Jones spoke on the duties of teachers; Professor Lovejoy, on the importance of learning how to talk; and Reverend J. P. Carter, on the art of teaching by universal analysis. Other speakers were Dr. Welling of St. John's College, Professor P. M. Leakin of the Maryland Articultural College, and M. A. Newell, principal of the state normal school.⁸²

With little business to conduct at the meeting, the most significant administrative concern was the proportionate representation of county and city teachers. Honorary membership was bestowed on two examiners and two presidents of county school boards. The treasurer, Alexander Hamilton, reported that the receipts during the year were \$86.83 and expenditures, \$21.28, leaving a balance of \$65.65, to which was added \$29.00 received from members during the 1868 session. With \$94.65 in the treasury and the unanimous

⁸¹The Sun (Baltimore), July 16, 1868. From 1868 until 1899 no minutes or proceedings of the Association were published. From 1899 until 1902 minutes were printed in the annual reports of the state superintendent, after which official proceedings were published by the Association.

⁸²Ibid.

election of P. W. Leakin as president for the next year, the State Teachers' Association adjourned.⁸³

Public education in Maryland had undergone a slow development until 1865, when a highly structured and detailed system was legislated by the General Assembly. It was at this time of enthusiasm for educational reform that the Maryland State Teachers' Association was born. Founded under the direction and with the support of the leading state and Baltimore City educational leaders and officials, its presence was not to be left to chance. Primarily because of the insistence of Van Bokkelen, the legal basis for the Association was written into the same law which provided for the first bona fide state educational system for Maryland. The Association's role was clear; it was to support and help to implement the state system. Yet, as evidenced by its communication with the Constitutional Convention of 1867, the Association was also to have political implications and responsibilities. As it turned out it was a neophyte group not prepared to do legislative battle, even when the system it supported and needed was in jeopardy.

Like its precursor, the Public School Teachers' Association of Baltimore, the dual purpose of the State Teachers' Association was to extend public education and to raise the position of teachers. Educational progress was equated with teacher status and it was believed that only when teaching was regarded as a profession would educational

⁸³Ibid., July 17, 1868.

standards be raised. The Association was, therefore, to function as a professional partner with school officials and employing boards, rather than as a trade union or bargaining agent.

A major concern of the early Association was the nature and content of instruction in the schools, and from the very beginning a progressive tendency was manifested as the members worked for its improvement. Pleas for the study of the science of education and the art of teaching were in the vanguard of educational thought, in advance of specialized study of education by scholars and students. The broadening of the curriculum was already under discussion and methods of teaching which included only memorization and recitation were being questioned. Members wanted students to know why things happened and how conclusions were reached, rather than merely to have command of end results.

The abrupt change in the Maryland educational scene in 1868, after so short a period of time for development of the new system, caused uncertainties about the future of public education in the state and placed the Association in a quandry. It had been founded under the aegis of a system which no longer existed and had been championed by a superintendent who no longer held office. Its influence and plans had received a jolt. It was now necessary for the organization to examine the new situation and decide upon the role it would play. The Association was still alive, but its purpose and function were no longer as clear as they had been at the time of its inception.

CHAPTER II

ENDING THE NINETEENTH CENTURY, 1869-1899

The State Law and Official Reports

According to the school law of 1868, in the absence of a state board of education and a state superintendent, the principal of the state normal school, M. Alexander Newell, was required to submit an annual report showing the conditions of the public schools in Maryland. In the second one which he authored (1869), Principal Newell expressed general satisfaction with the present law but did suggest the appointment of a state board of education.¹ The 1870 General Assembly of Maryland partially agreed with this recommendation and placed the general supervision of the state system with a board of state school commissioners, appointed by the governor from among the presidents and examiners of the counties and including

¹Report of the Principal of the State Normal School Showing the Condition of the Public Schools of Maryland with the Reports of the County School Commissioners for the Year Ending September 30, 1869 (Annapolis: Wm. Thompson, of R. Printer, 1870), p. 10. This is the fourth annual report by the state education officials reporting on the condition of public education in Maryland. Because of the frequency of the use of these annual reports in this paper, an abbreviated citation is desirable. The 1870 and 1871 reports are entitled Report of the Board of State School Commissioners. From 1872 to 1880 they are entitled Report of the State Board of Education. From 1881 to the present each report begins with number, e.g., Fifteenth Annual Report of the State Board of Education, 1881. From 1870 to 1880 the citation will include title, year, and page. From 1881 to the present the citation will include number, title, year, and page.

the principal of the state normal school.²

County school affairs, continued the 1870 law, would be in the hands of the county school commissioners, appointed by the circuit court judges; these commissioners would in turn appoint local trustees, titled district school commissioners. The amount of taxes for school support was not to exceed ten cents for every one hundred dollars worth of taxable property.³ Newell, now functioning as president of the board, admitted that there could be some improvements in the law but said that it met with favor from a vast majority of the people of the state, that it was in some respects in advance of the public sentiment, and that it was receiving "factious opposition from none."⁴

Dealing with educational affairs, the legislature of 1872 repealed the existing school law but then re-enacted the entire code with only a few changes. The name of the board of state school commissioners was changed to the state board of education but was given no additional power, and control of education was retained by the county school commissioners.⁵

Again Newell, serving as president of the new state board, pointed out the lack of enforcement provisions. While the board could attend to the advisory, judicial, and clerical

²Maryland, Laws (1870), c. 311, c. 1, secs. 1-3.

³Ibid., c. 19, secs 1-7.

⁴Report of the Board of State School Commissioners, 1870, p. 9.

⁵Maryland, Laws (1872), c. 377, c. 1, secs 1-3; c. 2, sec. 1.

duties imposed on it by the law, the work of supervision, investigation, and correction could not be performed. All that could be done was to point out instances where the law had been ignored. And ignored it had been, continued Newell. In many cases, examinations of teachers had not been held, reports had not been handed in, teachers had been hired without certificates, children had not been vaccinated, examiners had not been devoting full time to their duties, teachers institutes had not been held, district libraries had not been established, and examiners had not aided and encouraged the formation of teachers' associations.⁶ But Newell's deprecations fell on inattentive, if not deaf, ears.

The 1874 legislature made two significant alterations in the school law. The governor was made an ex officio member of the state board of education, and the board was empowered to enact by-laws for the administration of the state system, to remove any examiner or teacher who might be found to be ineffective or incompetent, and to add to the subjects for teachers' examinations.⁷

According to a by-law made by the state board in 1874, the principal of the state normal school would serve as secretary of the state board and as ex officio state superintendent.⁸

⁶Report of the State Board of Education, 1872, pp. 7-11.

⁷Maryland, Laws (1874), c. 464, c. 2, secs. 1-3.

⁸Maryland State Board of Education, By-Laws, Rules and Regulations for the Guidance of Teachers and School Officers of the Public Schools of Maryland (Baltimore: Wm. J. C. Dulany and Co., Printers and Stationers to State Board of Education, 1874), p. 4.

Maryland had now completed the cycle. In 1865 the state superintendent was the ex officio principal of the state normal school. In 1874 the principal of the normal school was the ex officio state superintendent of public instruction. Although the counties retained much control, Newell believed that the elimination of the dual principal-superintendent responsibility and the appointment of a full time state superintendent would increase the efficiency of the state system.⁹ This was a request he continued to make during the tenure of his office until 1890.

During the period from 1874 to 1899, when there was no basic change in the school law, the official attitude was reflected by the two state superintendents, M. Alexander Newell and E. Barrett Prettyman, and by M. Bates Stephens, who became the next occupant of that position in 1900. All three of these men also served as presidents of the Maryland State Teachers' Association.

During Newell's administration, the state board of education appointed a committee to ascertain the opinion of the citizens about changes in the school law. The report of this committee, also adopted by the Association of Public School Commissioners, was that the present system represented the sentiments of the people of Maryland and was becoming every year better understood and more popular. The report concluded that "no opinion adverse to the system was expressed by any party."¹⁰

⁹Report of the State Board of Education, 1874, p. 9.

¹⁰Report of the State Board of Education, 1879, p. 11.

Just a few years later, the superintendent himself, while allowing that improvements could be made and more of the provisions carried out, proposed no radical change, convinced that "the feeling of stability and permanence was worth more than any trifling change."¹¹

In the 1890's State Superintendent E. Barrett Prettyman continued to reflect this sense of satisfaction. In 1891, one year after he took office, Prettyman cited the three important needs of the schools as free textbooks, school libraries, and teachers' institutes.¹² In 1892 he confidently stated that in a "candid and intelligent comparison of the public school system of Maryland with the systems of other states...ours is superior to that of any other state."¹³ The major advantages in Maryland education he credited to the functioning of a supervising officer in each of the twenty-three counties and Baltimore City.

This confidence was not the superintendent's alone, however, for M. Bates Stephens, county examiner and president of the State Teachers' Association, concurred with Prettyman in 1895 that in all the essentials which go to make up a complete school system, the one in Maryland stood second to none in the country.¹⁴ The following year he stated that not only was

¹¹Eighteenth Annual Report of the State Board of Education, 1884, p. 9.

¹²Twenty-Fifth Annual Report of the State Board of Education, 1891, p. 76.

¹³Twenty-Sixth Annual Report of the State Board of Education, 1892, p. lxxxix.

¹⁴Twenty-Ninth Annual Report of the State Board of Education, 1895, p. liii.

there no department of public affairs in the state better managed than the public schools, but no assessment was more cheerfully paid than the school tax.¹⁵

Finally, in 1899 Superintendent Prettyman, just one year after his presidency of the State Teachers' Association and one year before his retirement as state superintendent, again reported in the superlative, "We are fortunate in having within the limits of our state educational institutions that afford facilities unsurpassed elsewhere."¹⁶

Given to hyperbole as these spokesmen were, they certainly knew, as they occasionally revealed, that educational affairs in Maryland were not as laudatory as they described them. Maryland's county system of local government did help to centralize control much more than in many states where the towns and townships were devoid of any coordinating agency. On the other hand many of the other states had not only a full time superintendent of schools with a staff to aid him, but also much more advanced normal school opportunities and a corps of teachers active on the state and even national level.

Although it was not in the most favorable position, public school education in Maryland expanded and increased along with the population in the final thirty years of the nineteenth century. The census figures for the state show a

¹⁵Thirtieth Annual Report of the State Board of Education, 1896, p. lxxviii.

¹⁶Thirty-Third Annual Report of the State Board of Education, 1899, p. lxiv.

gain of over 400,000 people, placing the population at 1,188,044.¹⁷ Between 1869 and 1899 school statistics reveal the following increases: number of schools, from 1,347 to 2,503; average number of students in daily attendance, from an estimated 34,000 to 132,685; average number of teachers, from 1,425 to 5,127; and total disbursements for schools, from \$1,190,236.26 to \$3,149,503.32.¹⁸

It was the official evaluation that the school system was functioning adequately and making steady progress. The citizens of the state seemed content with the educational conditions. Many of the people outside the urban areas--and at that time Maryland was a spread-out, rural state--were satisfied if their children received several years of elementary schooling. It is within this framework of thought; this climate of opinion, that the history of the Maryland State Teachers' Association during these thirty years must be presented.

Purpose, Meetings, Support,
and Organization of the Association

The State Teachers' Association, which had been

¹⁷Maryland State Planning Commission, Population in Maryland, 1790-1930 (Baltimore: Maryland State Department of Health, 1934), pp. 1-2.

¹⁸The 1869 figures are taken from Report of the Principal of the State Normal School Shewing the Condition of the Public Schools of Maryland with the Report of the County School Commissioners for the Year Ending September 30, 1869 (Annapolis: Wm. Thompson, of R. Printer, 1870), pp. 5-7. The 1899 figures are taken from The Thirty-Third Annual Report of the State Board of Education, 1899, p. v.

founded with the enthusiastic endorsement of the first state superintendent of public instruction, continued to receive support and guidance from state, county, and local school officials. Just as its original plans were to support the state system, it continued the attempt to interpret and implement the state program. Teachers' associations were considered important allies in the furtherance of public education. The president of the Baltimore board of public school commissioners typified this viewpoint when he welcomed the state teachers to their 1874 meeting by commending the school law which defined teachers' associations as an essential element in the success of any school system.¹⁹

At the same meeting in 1874, a Baltimore school principal, George S. Grape after denouncing any charlatans in the ranks, hoped that the Association would be held in such high esteem that "its utterances shall be respected by ourselves, our patrons, by boards of visitors and commissioners, and by the legislature of the State."²⁰ President P. R. Lovejoy established the tone for the period in his inaugural address, asserting that Association meetings were enlightened and liberal gatherings of teachers who did not meet to organize strikes for higher wages and less work but rather to take counsel on how to pursue their work in a more practical,

¹⁹"Address of Welcome," Maryland School Journal, I (September, 1874), 7.

²⁰"Association," Maryland School Journal, I (October, 1874), 51.

thorough, and successful manner.²¹

From 1869 to 1899 the Maryland State Teachers' Association met every year except 1893 and 1898. Favored locations for the meetings were Baltimore, Ocean City, and Blue Mountain House in Washington County. Teachers and officials of neighboring states were invited to the meetings and frequently appeared on the program. The Maryland group met jointly with the West Virginia State Teachers' Association in 1888 and with the Delaware teachers the next year.

The session in 1876 lasted only one day because the National Education Association was meeting in Baltimore at the same time, and teachers were urged to attend its meetings. In 1893, in lieu of a state gathering, the executive committee and officers of the Association decided to encourage teachers to attend the Columbian Exposition at Chicago, which also was the location of the NEA meeting that year. Again in 1898, because the National Education Association was convening in nearby Washington, the Maryland Association did not have an annual meeting but instead set up headquarters at the Ebbitt House in Washington. It was reported that about 500 teachers enjoyed the accommodations.²²

This deference to the National Education Association, which until 1870 had been the National Teachers' Association, indicated at least a limited contact between the state and

²¹Twenty-Seventh Annual Report of the State Board of Education, 1893, p. lxxx.

²²Thirty-Third Annual Report of the State Board of Education, 1899, p. xlii.

national groups. The embarrassing situation in 1869, when Van Bokkelen served as president after his departure from the Maryland educational scene, was somewhat rectified at the 1876 meeting of the NEA in Baltimore, when M. A. Newell was elected president. He presided at the 1877 session at Louisville, Kentucky.

Despite Newell's prominence in the national group, membership of Maryland teachers in the NEA was very limited during the years before 1900. In 1877 it was listed at five; in 1887, at eight; and in 1897, at ten.²³ These were years, however, when the NEA membership was generally small and unstable and when interests of many teachers in America, including those in Maryland, were not closely defined with that of the national group.²⁴

At that time the State Association was concentrating primarily on annual meetings held in early July or the last week in August. The meetings usually began on Tuesday or Wednesday night and ended Friday or Saturday. Usually they opened with a prayer, followed by welcoming speeches from the local civic and school officials and a response from an MSTA Official.²⁵ Following were usually four or five major

²³Theodore D. Martin, Building a Teaching Profession (Washington, D. C.: National Education Association, 1957), p. 78.

²⁴Willard S. Elsbree, The American Teacher (New York: American Book Company, 1939), p. 502. Elsbree says there were approximately 300 active members in 1872 and 2,322 in 1900. There were additional associate members, but they were honorary or non-dues paying.

²⁵MSTA is the official abbreviation for Maryland State Teachers' Association.

speeches, many of them devoted to the theme of the dignity and sacredness of teaching. Since the state board frequently met at the same time and place, these officials often appeared on the programs or were presented to the teachers. Usually, a representative of the governor of the state, or sometimes the governor himself, would address the Association. Business sessions, committee reports, and elections of officers completed the official agenda.

Equally important to the annual meetings were the social and recreational activities. Although from 1869 to 1878 Baltimore had been the host city five times, from 1879 to 1899, with the exception of an Annapolis meeting in 1894, a resort area was chosen as the location for the meetings. The agenda of the meetings was arranged so that some time might be given to activities other than the investigation and discussion of professional topics. The exchange of greetings was considered just as valuable as the exchange of opinions. Advertisements for recreational opportunities encouraged teachers to attend the meetings to recuperate after the fatigue of a year's work. Trips and excursions often highlighted the activities, as teachers took boat trips on the Chesapeake Bay, visited the Norfolk navy yard, and toured coal mines of Lanaconing.²⁶

²⁶The more serious aspects of the 1890 meeting were affected by a series of problems. The boat bringing teachers from Baltimore was late. The noises from the amusement park's electric cars and shooting gallery, the talking of spectators from the park, birds flying in the pavilion--all combined with bad acoustics to make it difficult to hear the speakers and to cause restlessness among the teachers. One session was omitted because of these problems. The Sun (Baltimore), July 9, 10, 1890.

Attendance at the meetings as reported in the Baltimore Sun varied from 150 to 400 people, with the 1891 meeting at Ocean City drawing as many as 600 to some of the sessions.²⁷ Membership figures vary, according to the source, but official proceedings of the MSTA list between 100 and 200 people.²⁸

Observers frequently noted the preponderance of women teachers in attendance, often referring to them as a majority, with the 1891 newspaper account estimating them at three-fourths.²⁹ This high representation of women was characteristic of many of the educational meetings and conferences across the nation and was not surprising, since the teaching staffs in all the states was predominately female. The ladies received further encouragement to attend by frequent offers of free lodging. The men who attended were apparently thought to be financially able to assume these expenses.

When the National Teachers' Association was founded, it did not permit women to become members, but in 1866, the

²⁷Ibid., July 9, 1891.

²⁸Fifty-Second Annual Meeting of the Maryland State Teachers' Association, December 29, 30, 31, 1919 (Baltimore: Maryland State Teachers' Association, 1919), pp. 120, 121. Because of the extensive use of the reports of the annual meetings of the MSTA, in this paper an abbreviated form will be used, e.g., MSTA, Proceedings, 1919, pp. 120, 121. Also, because of the importance of these official records of the MSTA and the need to keep their use clarified, the abbreviated citation form will be repeated, except when consecutive references are from the same year's proceedings.

The annual reports of the state board of education, prepared by the state superintendent, consistently report higher membership figures than the MSTA's official count.

²⁹The Sun (Baltimore), July 10, 1891.

year in which the Maryland Association began, it opened membership to both sexes. The MSTA had always included women, although the number of women members increased in the 1880's and 1890's.

Financial affairs were not a major concern of the State Association in the 1870's. At the conclusion of the 1873 meeting, the balance on hand was \$7.53. During the 1873-74 school year, \$60.50 was received, and, after payment of \$36.00 to the secretary of the convention for two years of service and expenses, the balance was \$32.03.³⁰ The balance was \$102.90 in 1878,³¹ \$237.50 in 1886,³² and \$137.90 in 1889.³³ The expenses for the 1889 meeting were reported at \$179.48.³⁴ The Association made one of its first moves to compensate officers in 1882, when it appropriated an official annual salary, plus a fund of \$25.00 for the secretary.³⁵

Although in the late 1880's the membership of 150 was small when compared with the more than 3,000 public school teachers and officials in the state, and although finances were modest, several members were working to give a more permanent form to the Association by having it

³⁰"Treasurer's Report," Maryland School Journal, I (October, 1874), 72.

³¹The Sun (Baltimore), August 28, 1878.

³²Ibid., July 9, 1886.

³³Ibid., July 12, 1889.

³⁴Ibid.

³⁵Ibid., September 1, 1882.

incorporated under the laws of the state. In 1889 a committee was appointed to seek the necessary legislation, and in 1890 the legislature passed an act incorporating the Maryland State Teachers' Association.³⁶ The organization was now a body politic with proper legal recognition.

At the annual meeting following the Association's incorporation, M. A. Newell declared that the MSTA was now an organization strong enough to go before the legislature and have its views respected. He further stated that the Association, with the cooperation of the state board of education, had contributed to the strength of the educational movement in Maryland and that "We are now a power in the land. We are not a few straggling representatives from a few counties, but a corporate privileged body."³⁷

Not everyone was joining with Newell in his tribute to the success of the Association and to the cooperation of school officials. Some felt the leadership was centered around a small group of officials not representative of the teachers. An incident at the 1890 meeting typified this discontent. The usual perfunctory election of officers was disrupted when a member inquired if the matter of appointing a committee and selecting officers was not rather "un-American."³⁸ He felt the selection of a nominating committee by the president and the subsequent offering of one candidate for each

³⁶Maryland, Laws (1890), c. 323, secs. 1, 2.

³⁷The Sun (Baltimore), July 9, 1890.

³⁸Ibid., July 11, 1890.

office did not constitute a proper election. Other delegates joined in, and one, after asking if this were a teachers' or a superintendents' association, nominated another candidate for president. President W. H. Dashiell ruled that the nomination came too late, refused to recognize any other delegate, and adjourned the meeting. The candidate of the nominating committee, John E. McCahan, Assistant Superintendent of the Baltimore public schools took office.³⁹ Though the dissension was silenced for the moment, the issue involving leadership of the organization was significant and was to reappear during the history of the Association.

With the strong support of the state superintendent and the guidance of county school commissioners and examiners, the Maryland State Teachers' Association continued to define and establish its role in Maryland education. A speaker at the 1899 meeting summed it up when he said that the Association should engender professional spirit, publish minutes and reports, send delegates to bodies like the NEA, encourage county associations, and keep in touch with modern investigation and thought.⁴⁰

Defense and Early Causes

When the State Teachers' Association convened for the fourth annual meeting in July, 1869, there was some question

³⁹Ibid.

⁴⁰Thirty-Third Annual Report of the State Board of Education, 1899, p. lix.

concerning the future of public education in Maryland. With this in mind, several committees were created to bolster the cause. These included a committee of five on "defence," and committees of three on textbooks, teachers' institutes, discipline, and school exhibitions and examinations. These committees, and others which subsequently would be formed, were to report at each annual meeting. The committee on defense, headed by the president of the Association, was to review the entire school system of the state, offer to consult and confer with the General Assembly, and recommend any amendments and changes thought necessary. It was the duty of this committee "to guard the interests of every teacher throughout the State, and to advocate and defend popular education against every attack, from whatever source, and if possible procure access to the public press for this purpose."⁴¹ It was, thus, to be one of the Association's means of influencing public opinion.

The committee on defense did consult with the legislature in 1870 and, according to Chairman P. M. Leakin, was received courteously and listened to attentively.⁴² Even though the defense committee became a standing committee, its operation was not a vital one. Often, the chairman reported that the committee did not meet because he knew of no attack on the school system. The committee, with Superintendent Newell as chairman, apparently shared a satisfaction

⁴¹The Sun (Baltimore), July 17, 1869.

⁴²Ibid., July 15, 1870.

with the status quo. The chairman did caution the committee to stay alert, however, to the opinions of property owners who demanded an educational program that would keep taxes from rising and to those of some church people who were criticizing the secular schools as godless.⁴³ The committee on defense saw little need for defense and certainly was not advocating any important changes in the school system.

The committees on textbooks and on compulsory education were also formed during this period. The textbook committee, having worked to procure free books for all students, not just the indigent, dissolved in 1896 when the school law was amended to authorize annual appropriations for the purchase of textbooks.⁴⁴ Compulsory attendance was a concern, but a lack of committees agreement prevented a concerted effort, and Maryland ended the nineteenth century outside the ranks of the thirty-three states with such an enactment.⁴⁵

Teacher selection, examination, and security were also considered. At a time when the means of certification were not always clearly defined, and when counties and districts often ignored the state requirements, the Association was advocating a standard procedure for selection and

⁴³"Committee on Defence," Maryland School Journal, II (September, 1875), 1.

⁴⁴Maryland, Laws (1896), c. 135, secs. 1-4.

⁴⁵Nelda Umbeck, State Legislation on School Attendance and Related Matters (Washington, D. C.: United States Department of Health, Education and Welfare, January 1, 1960), p. 13.

certification. As Superintendent Newell pointed out at the 1870 meeting, many teachers were securing employment, not because of merit or qualification, but because they were either known by prominent people in the community or were, in the case of the women, good looking.⁴⁶ By 1881, however, even though tenure was not a crystallized concept, teachers could not be dismissed without thirty days' notice, and provisions had been made for granting life certificates. Salaries were discussed at the annual meetings, usually in light of unfavorable comparisons with other vocations. In Maryland \$600.00 a year was then considered a high salary, but most teachers were receiving considerably less, as low as \$200.00 in some cases. The ideal of higher salaries received only lip service, however, and the battle to achieve it was to remain for a later day.

There were also committees to investigate and report on discipline, public libraries, female higher education, and money for Maryland from the sale of federal land. These issues were discussed, set forth in resolutions, and reported by the public press; to that extent, these causes were promoted. It was in other areas, however, that the Association made its important contributions.

Teachers' Institutes, the Journal, and the Reading Circle

Teachers institutes were not an official responsibility of the State Teachers' Association, but they did

⁴⁶The Sun (Baltimore), July 15, 1870.

receive its support and encouragement. Provided for by state legislation, institutes were held according to the inclination of the counties and local districts. Generally, they were held during the school year, since attendance was better then than during summer vacation. In connection with his duties at the State Normal School in Baltimore, Principal Newell presided at many of them. Members of the State Teachers' Association envisioned their organization becoming a truly state-wide representative group of teachers who could then take the ideas discussed at the annual meeting back to the institutes for dissemination among more of the state's teachers. This objective was not realized, however, as the institutes retained local directors who did not look to the Association for leadership.

Of even greater concern to the Association at that time was the Maryland School Journal. The necessity for such an instrument had been expressed on various occasions since the demise of the Maryland Educational Journal in April, 1868. At the 1873 annual gathering, a committee composed of Principal Newell, Baltimore superintendent of schools William R. Creery, C. K. Nelson, of St. John's College and William Elliott, Jr., Principal of Baltimore City College, was appointed. They were to consider the publication of a state journal which would facilitate communication among teachers and with the public. The committee decided that the venture should be left to private enterprise, with the endorsement of the State Teachers' Association. Having received this

pledge of support, Newell and Creery assumed the responsibilities of the experiment. A year's subscription was set at \$1.25, and the first issue appeared in September, 1874.⁴⁷

The State Teachers' Association received careful coverage in the Journal, and its activities were well advertised. Articles had a wide scope and boasted authorship by competent national and foreign writers. They treated many facets of education. These included topics of general concern, such as common schools, compulsory attendance, industrial training, cultural enlightenment, and teacher education. Teachers were encouraged to become acquainted with the science of play, art education, school hygiene, and the Quincy school experiments. Practical instructional suggestions were made for the teaching of many subjects, including English, botany, agriculture, and stenography. Comparisons were made between American and European systems, as well as those of China and Japan. As soon as the Johns Hopkins University was founded in 1876, reports were published informing the teachers of this new venture in graduate-school education in the United States.

From the beginning, the publishing of the Maryland School Journal was a struggle, both financially and editorially; and with the death of co-editor Creery, the burden became too great for Superintendent Newell, who announced discontinuance of the Journal in 1877.⁴⁸ Not wishing

⁴⁷"Committee Report on Publishing a Teachers' Journal," Maryland School Journal, I (October, 1874), 71.

⁴⁸"Note," Maryland School Journal, III (June, 1877), 840.

publication of the Journal to cease, the State Association formed a committee to further its existence. This committee, headed by William Elliott, Jr., appealed to Newell to continue the enterprise for at least another year. Newell replied that an appeal of such a character, and from such a source certainly deserved "respectful consideration."⁴⁹ After this consideration and having secured the assistance of Charles G. Edwards, President of the Public School Teachers' Association of Baltimore, Newell announced that he would continue the Journal.⁵⁰ The publication was short-lived, however, and the last issue appeared in June, 1880. Maryland was once again without a state educational journal.

After the demise of the Maryland School Journal, the Association did not give up hope for such a periodical. Speeches at the meetings repeatedly expressed the need for a journal. In 1884⁵¹ and in 1886⁵² committees were appointed to investigate what the Association might be able to do to further such a publication, but to no avail. Not until 1905 would Maryland again have a school journal.

Another undertaking of the Association during this period reflected both a state and national concern. At a time when teacher preparation was minimal, in many cases consisting

⁴⁹"Editorial Note," Maryland School Journal, IV (September, 1877), 37.

⁵⁰Ibid.

⁵¹The Sun (Baltimore), July 12, 1884.

⁵²Ibid., July 9, 1886.

of only a few weeks' training, and normal school graduates were at a premium, attempts were made to elevate the moral and intellectual level of teaching. The most popular method adopted throughout the nation was an in-service program of state-wide reading circles.

In Maryland at the 1888 MSTA meeting, a committee was appointed, with Talbot County Examiner Alexander Chaplain as chairman, to inaugurate a state teachers' reading circle with branches in the various counties.⁵³ The next day the committee reported in favor of beginning the circle under the supervision of the Association. Included on the first board of directors was Mrs. M. A. Newell, secretary.⁵⁴

During the 1888-89 school year, circulars explaining the program were issued to the various counties and to Baltimore City. Supported by city and county education officials, the circle directors could report a successful year when, by the end of the year, over 1,000 teachers from Baltimore and thirteen counties had enrolled.⁵⁵ This amounted to approximately one-third of the total teachers in the state. Courses were prescribed and outlines for books provided. Courses for the first year included pedagogy, psychology, and general culture. Texts selected for the first year were Swett's Method of Teaching, Allen's Mind Studies, and

⁵³Ibid., July 19, 1888.

⁵⁴Ibid., July 20, 1888.

⁵⁵Thirty-Third Annual Report of the State Board of Education, 1889, p. xxviii.

Mackenzie's History of the Nineteenth Century; for the second year Fitch's Lectures on Teaching and Green's Short History of the English People were used.⁵⁶

Testimonials from examiners and commissioners extolled the value of the reading circle. The implication was that good teachers would become members of the circle. There were, however, some doubts among the members. One of the directors explained this attitude by the statement that this was a utilitarian age in which teachers questioned the practical value of the circle.⁵⁷ In what tangible way would they receive recognition? These queries prompted the directors to establish a four year course and to apply to the General Assembly of Maryland, through the state board of education, for a method of recognition. They suggested that a certificate should be awarded at the end of each course and a diploma at the end of four years.

The legislature complied with this request, and in an act of incorporation in 1890 gave the Maryland State Teachers' Association the power to organize, manage, and direct a state reading circle; adopt courses of study; issue certificates of achievement; and grant honorary degrees of master of science of teaching and doctor of pedagogy.⁵⁸ Certificates and diplomas were issued, but the Association limited the granting

⁵⁶Ibid.

⁵⁷Twenty-Fourth Annual Report of the State Board of Education, 1889, p. xxxiv.

⁵⁸Maryland, Laws (1890), c. 323, secs 1, 2.

of honorary degrees. Only two were ever bestowed, both in the 1900's. The sporadic activity of the circle and the beginning of graduate study in education made such a gift from the Association a doubtful honor.

Simply granting certificates and diplomas, however, did not solve this utilitarian problem. Teachers felt that school authorities did not consider the circle course work sufficiently important, especially in achieving promotions, for it had no value in the awarding of types of teaching certificates. Teachers began to think that they did not need the aid of the circle to read the suggested books. State Superintendent E. B. Prettyman, although a supporter of the state circle, was against linking completion of the courses to financial gains. A committee was appointed in 1892 to consider modification of the circle, but it was an unsuccessful effort, and the number of enrollees dwindled still more. By 1896 there remained only a vestige of the circle which had begun so auspiciously; the movement was to remain inactive until 1901.

Curriculum and Instruction

During the thirty years from 1869 to 1899, speeches and discussions at the annual meetings indicated an awareness of contemporary educational issues. Although not having the benefit of a large membership, the Association was involved in instructional debates. Reflected in these discussions were Johann Frederick Herbart's steps in learning, Francis Parker's "Quincy System," Calvin M. Woodward's manual training,

Edward A. Sheldon's object-teaching, and G. Stanley Hall's psychology. Controversies over the teaching of Latin and Greek, industrial education, teaching methods, educational philosophy, and educational psychology were not settled. Members were far from agreement on many of them, but at least these myriad issues were examined and discussed.

The Association had a range of committees devoted to instructional matters in English, Latin, Greek, French, modern languages, arithmetic, mathematics, natural science, mental and moral science, history, geography, elocution, reading, spelling, and metrics. Speeches also revealed the wide scope of concern. At the 1889 annual meeting, speakers delved into the following subjects: the genius of teaching, Shakespeare as a textbook, psychology and pedagogy, teaching history, agricultural education, the new education, lessons in words, learning and labor, the analytical methods in teaching arithmetic, astronomy, and ways of teaching children how to study.⁵⁹ Other topics receiving attention during this period were science and moral growth, cultivation of the memory, corporal punishment, textbook writing, science and language emphasis, Bible reading, and teaching of morality in the schools. Thus, committee reports and speakers alike repeatedly focused attention on innovations involving the new education and the new pedagogy. Spokesmen at meetings frequently suggested modifications of and additions to the curriculum and urged Maryland teachers to change with the times.

⁵⁹The Sun (Baltimore), July 11, 1889.

One of the first differences of opinion appeared in discussions between those who advocated more emphasis on English, science, and manual education and those who favored a strong Greek, Latin, and classical content. An incident at the 1874 meeting epitomized this conflict. M. A. Newell, summing up the viewpoint for change, declared the present educational system incomplete in not giving the students a knowledge of industrial and domestic pursuits. In addition to knowing how to figure square root, girls should also be taught how to cook. The schools, concluded Newell, should turn out good farmers, mechanics, and housewives.

Professor H. E. Shepard, Superintendent of Baltimore Public Schools, promptly answered for the opposition by labeling Newell's remarks "claptrap" not worthy of the state leader and insisted that there was no better training for the mind than Greek, Latin, and Anglo-Saxon. An argument ensued, with both men claiming that they were being misinterpreted.⁶⁰ Professor Shepard was not easily dissuaded, however, and at a meeting four years later pointed out that the new education was dangerous because it was based on the technical or utilitarian theory and because it was involved in the "insidious growth of materialism and its wide reaching popularity."⁶¹

Despite the opposition, manual training in the schools was gaining in favor. The need for practical training was

⁶⁰Ibid., July 16, 1874.

⁶¹"Modern Education, Its Dangers and Its Requirements," Maryland School Journal, V (October, 1878), 1.

frequently supported in speeches by people instructing such courses in Maryland's neighboring states. It was defended as a necessity, not as a craze, and the schools were criticized for turning out people who knew nothing but book learning.⁶² One claim was that manual training would help in the assimilation of immigrants into the American socio economic community. This and other arguments were used to challenge the previously sacrosanct nature of learning exclusively through books.

With the birth of the new disciplines of psychology, sociology, and anthropology and the far-reaching effects of Charles Darwin's evolutionary premises came talk in educational circles about a new pedagogy; perhaps these new scientific principles might be applicable to teaching methods. Frequent allusions during Association meetings to Francis W. Parker's "Quincy System," differentiation between understanding and verbalization, and the Herbartian adoption of steps and stages in learning revealed the Association's cognizance of these and other emerging concepts.

The advocates of the new pedagogy stressed the importance of developing a pleasant atmosphere for learning and aesthetic appreciation. Under their influence, teachers were admonished for over-working students and for a too-liberal use of the rod for disciplinary purposes. Some defenders of change were advocating the introduction of physical culture and hygienic training. Clearly, members of the Association

⁶²The Sun (Baltimore), July 19, 1888.

were being exposed to radical concepts in both content and method of the new education.

There was, however, no indication of enthusiastic approval of all the suggestions for change, even from some likely sources. Five years after he had been president of the National Education Association and two years after he had been president of the State Teachers' Association, Dr. Newell seemed a bit apprehensive about the new education. As he stated, it was next to impossible to describe lucidly, yet briefly, the changes occurring, and it was still more difficult to predict the consequences of these revolutionary ideas in education. In the new education, he continued, the traditional order of studies had been completely reversed, with the new emphasis first on writing and then on reading, with a reduction of spelling to a subordinate position. Superintendent Newell did not seem convinced of the merits of this innovation.⁶³

The pressing question for the Association was, of course, whether these new ideas could bolster the art of teaching with scientific methods. As early as the 1870 meeting, in a speech entitled "A Criticism on the Theories of Modern Culture," Professor J. Asbury Morgan of the high school called Baltimore City College insisted that principles of education could not be subordinated to principles of scientific law.⁶⁴

⁶³Sixteenth Annual Report of the State Board of Education, 1882, p. 15.

⁶⁴The Sun (Baltimore), July 14, 1870.

This sentiment was echoed in stronger terms at the 1889 meeting, when Dr. W. L. Gooding addressed the members on the "Relation of Psychology to Pedagogy." Gooding, believing that too much emphasis had been laid upon psychology, urged teachers to follow the laws of common sense, rather than the theories of psychology. He concluded that the revolution of the science of teaching was not dependent upon theories of the psychologists.⁶⁵ Dr. Newell agreed with the speaker, adding that, although he had "for a good many years been a student of psychology, pedagogy owes nothing to psychology, but rather the reverse, psychology owes much to pedagogy."⁶⁶

In 1895 President M. Bates Stephens, an important spokesman for the Association then and in the future, arrived at some significant evaluations of educational trends. While he criticized those people who wanted the schools to teach only reading, writing, spelling, and arithmetic because they were impeding the progress of public education, he insisted that the schools certainly could not be just experimental stations, "where every new-fangled idea conceived by such educational enthusiasts must be incorporated in their institution."⁶⁷ Further, it was his belief that while the schools should act on the complaint that the students could not write a dozen consecutive sentences of good English or solve

⁶⁵Ibid., July 11, 1889.

⁶⁶Ibid.

⁶⁷Twenty-Ninth Annual Report of the State Board of Education, 1895, p. liv.

ordinary arithmetical problems as their jobs required, they should not be completely concerned with immediate utility. Those who wanted only subjects relating to the "bread and butter" or money-making side of life also were short-sighted, believed Stephens. The mind must be trained, he felt, and the mental faculties developed for their own sake, for the ability to earn a living must be only an incident in the real education, which "would start its recipient on his career fortified with character and essential knowledge."⁶⁸ Stephens reiterated this viewpoint the following year, when he upheld educational measures verified by experience and deplored "fads and theories of educational fanatics."⁶⁹ The Association ended the nineteenth century aware of the new movements in education but maintaining reservations as to their merit and execution.

This pattern of recognition and exposure to the more progressive educational ideas, followed by conservative action, characterized the Association's policies from 1869 to 1899. New developments were explained by speakers, reported by committees, and discussed by the members, but the official viewpoint of the Association revealed a sense of satisfaction with the status quo.

The bond between the Association and the state and county officials remained secure, an almost universal

⁶⁸Ibid.

⁶⁹Thirteenth Annual Report of the State Board of Education, 1896, p. lxxix.

characteristic of teachers' associations in the United States at that time. The state superintendents were active in the state associations, serving either as presidents, executive board members, or chairmen of key committees. A major objective of each state association consistently was to promote the interests of education as defined by the state education officials.

This relationship was no less true in Maryland. Superintendents Newell and Prettyman both served as presidents of the State Association, and, even when they were not officers, they were considered official spokesmen for the Association. Moreover, the state board of education frequently held a meeting at the same time and place as the annual Association gathering, and, as eligible members, they had a disproportionate influence on policies and activities of the Association. Leadership of the Association was centered in a small group of people who occupied administrative and supervisory positions in the schools throughout the state.

Neither citizens nor educators conveyed any strong dissatisfaction with the progress of the schools during these thirty years. Educational legislation was not prominent. After restoration of a board of state school commissioners in 1870, renamed a state school board in 1872, and the provision of at least an ex officio state superintendent in 1874, there were no major changes in the school law until 1900. Even when it was pointed out by the state superintendent that school practices by the counties did not measure up to many of the

legal requirements in matters of taxation, appropriation, instruction, certification, and teacher selection, the MSTTA was not vocal in its discontent. It did not consider its role to be that of critic or pioneer, but rather that of a group of teachers and administrators attempting to further the cause of education by teacher enlightenment on educational issues and problems.

In this role the Association served a useful purpose. It must be remembered that at this time, in Maryland and elsewhere in the United States, the establishment of free, tax-supported schools on a wide scale were just becoming a reality in many rural areas. Many people still resented paying taxes for public education and considered education neither a democratic right nor an intellectual experience, but rather the least expensive means of maintaining a stable society. In this context, the efforts of the Maryland State Teachers' Association stand out as educational beacons.

The very existence of the Association was a testimonial to the professional aspirations of at least a core of state teachers. Journeying to the annual meetings by train or boat, teachers demonstrated their interest in receiving additional exposure to professional topics. Committees of the Association involved teachers in specialized investigations. Few states were having any more success than Maryland with a state educational periodical, and, although it lasted for only a short while, the publication of The Maryland School Journal included many well-written articles and gave those who pursued

it stimulating ideas.

Teacher education also was promoted by support of reading circles, teachers' institutes, and normal schools. The reading circle was organized at MSTA meetings and was administrated by Association members. Included in its membership at one time were one-third of the teachers of the state. The acceptance of the Association was a fact, and certainly those who seriously pursued its program gained new insights.

In the area of social activity, the Association enjoyed unqualified success. The members seemed to relish social opportunities at the annual meeting. The resort locations were beautiful, and the sessions were arranged to take full advantage of recreational facilities. For those who wanted to become acquainted with state and county educational leaders, the meetings afforded many informal social gatherings.

Unfortunately, these social advantages too often overshadowed the other activities and dimmed the potential of the organization. This was not an uncommon experience, for other state associations were having the same problems of developing a vital and continuous program. This was the day before central staffs and closely knit teaching bodies. The personal identification of the individual teacher with the profession of teaching was not yet a reality in Maryland or in many places elsewhere in the United States.

In Maryland, the Association had not shown the growth which might have been expected since its beginning over thirty

years previously. Although legally incorporated, the Association enjoyed limited influence. It could not publish any printed proceedings. It was by no stretch of the imagination a "power in the land," as some had claimed. It did introduce and keep some educational issues alive. It directed the attention of the teachers, and occasionally of the public to educational problems. It attempted, even though in a limited way, to improve educational conditions. To this extent, the State Teachers' Association furthered the cause of education in Maryland in the final thirty years of the nineteenth century.

CHAPTER III

ENTERING THE TWENTIETH CENTURY, 1900-1919

Overview of the State Educational System

As the twentieth century began, several important events occurred which would, as the first two decades unfolded, play an important part in the development of Maryland education. M. Bates Stephens advanced from commissioner of Caroline County to state superintendent of public instruction; James H. Van Sickle left Denver, Colorado, to become superintendent of public instruction in Baltimore City; and Albert S. Cook, native of Pennsylvania, became superintendent of schools in Baltimore County, the largest and wealthiest county in the state. Early in the decade, Governor Edwin Warfield, fulfilling his campaign pledge, appointed in 1904 a committee of educational advisers to aid in the advancement of public education. With the advent of the Atlantic Educational Journal, for a short time called the Maryland Educational Journal, the state again had a public education periodical.

Between 1900 and 1919 an assistant state superintendent of public instruction took office; The Educational Society of Baltimore was organized; and Johns Hopkins University named a professor of education and instituted a summer school program with the attendance of teachers in mind. Parent-teacher associations came into being, and the reading circle was

revived. One of the most significant events of the period was the 1915 state survey of the county schools followed by a completely new school law in 1916. Although World War I intervened to prevent the immediate implementation of this sweeping legislative measure, for twenty-five years after the war it served to give forward direction to Maryland education.

Clearly, legislation established the framework for educational progress during the initial two decades of the twentieth century. Finally, after thirty years of recommendations, the positions of state superintendent and principal of the state normal school were separated in 1900. This law also gave the governor the power to appoint for each county a board of incorporated commissioners, who were given the general supervision and control of all schools in their counties.¹

With the encouragement of Governor Warfield, the legislature of 1904 wrote some progressive changes into the school law. These provided for (1) a state board of education of six people, in addition to the governor and state superintendent, who were ex officio members, (2) a minimum school year of at least nine months for white students, (3) a minimum salary of \$300.00 for white teachers, (4) the consolidation of schools, (5) the annual inspection of high schools and manual-training departments, (6) a change from the title of examiner to that of superintendent, (7) an addition of

¹Maryland, Laws (1900), c. 428, sec. 1; c. 29, secs. 1, 6.

\$15,000.00 to the teachers' pension fund, (8) the regulation of the selection of books for school libraries, and (9) a tax of fifteen cents on every one hundred dollars of taxable property to pay the salaries of the county teachers and provide school books and stationery.² It was this last provision which marked the real beginning of financial support for a state-wide system of public schools.³

In 1908 Governor Austin L. Crothers named a commission to investigate the general educational interests of Maryland as represented by the state system. The commission, under chairman J. Charles Linthicum, consisted of six laymen, three college presidents, and the state superintendent. In 1910 this commission reported that, while the schools were "in the main excellent,"⁴ certain inadequacies were evident. The commission recognized a need for more thorough supervision by the counties and for the inclusion in the curriculum of manual and agricultural training. It recommended continuance of the present sixteen cents school tax, the distribution of the tax on the basis of attendance, rather than pupil population, state aid for purchase of textbooks, and the

²Maryland, Laws (1904), c. 584, secs. 1, 5, 22, 53, 53A, 100.

³George D. Strayer, Jr., Centralizing Tendencies in the Administration of Public Education. A Study of Legislation for Schools in North Carolina, Maryland, and New York Since 1900, Teachers College, Columbia University, Contributions to Education, No. 618 (New York: Bureau of Publications, Teachers College, Columbia University, 1934), p. 49.

⁴Maryland Educational Commission, Report of the Maryland Educational Commission to His Excellency Austin L. Crothers, governor, Annapolis, J. Charles Linthicum, chairman (Baltimore: Maryland State Board of Education, 1910), p. 5.

suspension of state aid for academies where public schools were available. In the area of higher education, the report advised efforts to make teacher training more attractive, the granting of liberal state scholarships, and the creation of a board to facilitate articulation between schools and colleges.⁵

Although the Crothers Commission did not result in a new school law, during the period from 1904 to 1912 legislation dealing with education for the deaf and blind, state approval of high schools, school taxes, and teacher education, salaries and pensions was passed. Despite a 1902 enactment requiring school attendance for pupils eight to sixteen years of age, it was a law in name only. There were no provisions for its administration or execution, and there were numerous exceptions. Maryland still remained without a state-enforced compulsory attendance law.

In 1913 The Russell Sage Foundation, directed by Leonard P. Ayres, announced in its evaluation of schools in the United States that Maryland ranked thirty-sixth in the nation. The rating was based on criteria such as the number of children in school, school days in session, attendance, daily operational cost expense per child, school plant and teacher salaries. Although one of the factors contributing to this low rating was the status of Negro education, the Foundation's inquiry also disclosed that, in school expenses

⁵Ibid.

for each one hundred dollars of wealth, Maryland ranked forty-sixth.⁶

Although the 1914 General Assembly's elevation of the state school tax from sixteen and one-eighth to seventeen cents on one hundred dollars and its establishment of a \$400.00 yearly minimum salary for teachers with first-class certificates was important, the most significant measure was the grant of \$5,000.00 for a survey of the state school system.⁷ The three-man survey commission appointed by the governor selected Abraham Flexner and Frank P. Bachman, of the General Education Board of New York, to conduct the investigation.

The report published by the Maryland Educational Survey Commission in 1916⁸ devoted most of its attention to administrative matters involving state aid and supervision, but it also considered parent-teachers' associations, state teachers' colleges, enrollment, attendance, lunch programs, salaries, and changes in the curriculum. After carefully surveying these and other areas, the investigators found the Maryland educational program deficient in several important respects. Two quotations from the report illustrate this evaluation:

⁶Forty-Seventh Annual Report of the State Board of Education, 1913, p. 87.

⁷Maryland, Laws (1914), c. 844, sec. 5.

⁸Abraham Flexner and Frank P. Bachman, Public Education in Maryland, A Report of the Maryland Educational Survey Commission (New York: The General Education Board, 1916).

...the large majority of the schools are poor; teachers are, for the most part, poorly trained; instruction is ineffective and obsolete; children attend school with disastrous irregularity; school buildings are far too often in unsatisfactory condition, school grounds frequently neglected and untidy.⁹

We have found the State Department ineffective, largely because it lacks the necessary staff; we have found the county organization ineffective because of politics, the absence of trained officials, and the low standards of teacher training. How could teaching be generally good under these conditions? Maryland gets precisely the kind and quality of teaching which our previous study would lead us to expect. It will improve teaching when it improves the conditions responsible for it--not before, and in no other way.¹⁰

A significant section, fortelling a subsequent event, were the paragraphs singling out Albert S. Cook, superintendent of schools for Baltimore County. Superintendent Cook was commended as a man of experience and modern training who, with the aid of capable assistants, had not only improved the schools and recruited a teaching body permeated by enthusiasm, but also had developed a public sentiment which demanded better schools, better instruction, and better paid teachers. Other counties were urged, up to the limit of their financial ability, to follow the example of Baltimore County.¹¹

With the survey completed and the results published, the legislature of 1916 enacted a school law rivaling the 1865 legislation in its magnitude and depth. With provisions for extensive reform and reorganization, the law was designed to remedy many of the existing educational ills of the state.

⁹Ibid., p. xvi.

¹⁰Ibid., p. 124.

¹¹Ibid., p. 52.

A major purpose was to divorce the school system from party politics. To this end, the governor was displaced as a member of the board and was instructed in his appointment of the seven board members to attach no regard to party politics or confirmation by the senate of the General Assembly. He was to appoint county boards of education in the same manner. At the expense of local districts, control of educational affairs was centralized under the state board of education and the county school boards. The state superintendent of public instruction and a professional staff were to be appointed by the state board, while the county boards were empowered to appoint a professional county superintendent, along with trained officers and clerks. A provision bearing special notice gave the state board of education the legal responsibility to present its views to the legislature and recommend any necessary alterations in the school law by preparing and presenting bills before the committee and the General Assembly.¹²

In addition to providing for educational leadership and supervision by both county and state personnel, the law of 1916 ruled on a variety of educational questions. Maryland finally realized a state-wide compulsory school attendance law for children ages seven to sixteen years, with exceptions under certain conditions for youth ages thirteen to sixteen, and a minimum school year of eight months for white students, seven months for Negroes. The law also set the standard for

¹²Maryland, Laws (1916), c. 506, secs. 1, 2, 5, 18, 60.

books and materials for instruction and attempted to put state aid on a sound basis. In addition, the legislation outlined minimum salaries and provisions for increments for teachers, based on training and experience, as well as teacher tenure and certification.¹³

The implementation of this legislation was interrupted by war and post-war problems, but by 1919 Maryland could show some statistical evidence of growth since the beginning of the century. In 1900 when the population of Maryland was 1,188,044, the school enrollment was 222,373, the number of teachers was 5,116, and total expenses for the public schools was \$3,022,908.61.¹⁴ In 1919, with an approximate increase of 260,000 in population, the school increased to 246,986, the number of teachers to 6,676, and total school expenses had more than doubled to \$6,712,223.11.¹⁵ The general growth was not exceptional, but the willingness to spend more money was an indication of the changing educational mood in Maryland.

The Maryland State Teachers' Association was involved, either directly or indirectly, in all these events and trends. The important educators of the state were leaders in the Association. The educational periodical was an Association venture. The summer schools were encouraged and supported by the teachers' organization. The group was cognizant of the

¹³Ibid., secs. 60, 58, 82, 156.

¹⁴Thirty-Fourth Annual Report of the State Board of Education, 1900, pp. v, vi, xvi.

¹⁵Fifty-Third Annual Report of the State Board of Education, 1919, pp. 9, 11, 14.

evaluations and surveys of the school system. School legislation was an important concern. The Association attempted to adapt its structure, activities, and philosophy to meet new demands. It is within this context that the history of the Maryland State Teachers' Association during these twenty years must be presented.

Organization and Growth of the Association

As the Maryland State Teachers' Association entered the twentieth century, it retained many of the characteristics of previous decades. County educational leaders and the state superintendent continued to exert strong influence on the Association. The state board of education, county school commissioners, and county superintendents often met at the same time and place as the Association, and, as eligible members, participated in the activities of the Association. Governors and General Assemblymen continued to visit and speak at the sessions, while speeches by prominent educators from other states and committee reports were an important part of every annual meeting. Little change had been effected in the election procedures attacked during the preceding century. The perfunctory nomination and election of candidates, with the executive committee chairman's usually becoming president of the Association, remained standard practice.

Balancing the professional features with social activities continued to be an objective at the annual

meetings. Resort areas like Ocean City, Braddock Heights, and Blue Mountain House were popular locations for the annual gathering, and their recreation facilities served as an inducement to attendance. Dancing, group singing, bathing, and excursions, such as the visit to the Jamestown Exposition in 1907, were stellar attractions at meetings. Often performances by musical groups broke the routine of speeches, reports, and discussions. A favorite ensemble for several years was the Ionic Ladies Quartet from Baltimore. At the 1908 meeting they were paid \$50.00 for rendering the following selections: "There Little Girl Don't Cry," "Somebody," "Goblins," "Honey Bee's Honey Moon," "Dixie," "Uncle Ned," "Mighty Like a Rose," "Po' Lil' Lam," "Red, Red Rose," "Someone to Love," "Sing Me to Sleep," "Seeing Things at Night," and "Heigh-Lo Pretty Maids."

But just as Maryland education underwent change from 1900 to 1919, so did the Maryland State Teachers' Association. In 1900 the Association's membership was at a low ebb, officially listed at seventy-one.¹⁶ The treasurer reported at the beginning of the session that, after payment of \$190.00 to finance the meeting, there would remain a balance of \$28.27 in the treasury.¹⁷ Obvious was the need for revival, which members felt must start with the structure of the organization.

A special committee, with E. B. Prettyman as chairman,

¹⁶MSTA, Proceedings (1919), p. 121. Membership figures vary according to the source. Figures for this chapter are taken from the 1919 proceedings.

¹⁷Thirty-Fourth Annual Report of the State Board of Education, 1900, p. xlvi.

had been appointed at the 1899 meeting to consider the general condition of the Association and to make suggestions for changes.¹⁸ Transcending mere suggestions, however, this committee reported with a new constitution, which the Association adopted on July 5, 1900.¹⁹ The new constitution admitted as active members, after payment of fifty cents membership dues, "all persons in any way connected with the work of public school education in the State."²⁰ It provided for the election of officers, with the requirement that the president and chairman of the executive committee be chosen alternately from the teachers and from the examiners, superintendents, and commissioners. Most of the power was delegated to the executive committee, which was to arrange for meetings, call for reports of committees, execute the program of the Association, and report to the Association at large. The president and the treasurer were ex officio members of the executive committee.

The major reason for the adoption of the new constitution was contained in Article IV, which replaced the voluntary formation of committees with special and standing committees that were to report to the teachers in "well-digested thought concerning the different branches, conditions, and departments of modern education, and to encourage and promote investigation and study therein, which alone can elevate and entitle

¹⁸Thirty-Third Annual Report of the State Board of Education, 1899, p. xlv.

¹⁹Thirty-Fourth Annual Report of the State Board of Education, 1900, p. xxxvi.

²⁰MSTA, Proceedings (1902), p. 108.

teaching to the rank of a profession..."²¹ With provisions for the addition of other committees as needed, the constitution provided for eleven standing committees: (1) school legislation, administration, and supervision, (2) elementary and secondary schools, (3) English, (4) geography and history, (5) mathematics, (6) natural science, (7) aesthetics, (8) physical training (9) manual training, (10) kindergarten, and (11) modern languages.²²

Between 1900 and 1909 the Association did grow, with yearly fluctuation, from 71 to 566 members.²³ With an increased membership and a minimum annual contribution of \$10.00 from each county, the assets of the Association multiplied. Yearly disbursements grew to over \$400.00 with most of the money going directly or indirectly toward the annual meeting. The recording secretary received an increment from \$25.00 to \$50.00. Between annual meetings, the balance usually wavered between \$200.00 and \$300.00.

However, increased revenue and membership, even when compared with other state teachers' associations, was not laudatory. In 1907, when 14.7 per cent of the teachers in the United States were members of state associations, Maryland reported a 7.5 per cent enrollment, or 374 of an approximate 5,000 potential membership. Comparative figures show a great

²¹Ibid., p. 109.

²²Ibid.

²³MSTA, Proceedings (1919), p. 121. Membership is listed as follows: 1900-71, 1901-169, 1902-166, 1903-229, 1904-216, 1905-356, 1906-384, 1907-374, 1908-375, 1909-566.

variation from state to state. Connecticut had a 78.4 per cent membership, and neighboring Pennsylvania had only 2.3 of its teachers enrolled.²⁴

Membership was still comprised predominantly of women in both national and state teachers' organizations. In 1909, 75 per cent of the approximate 7,000 members of the National Education Association were women. Almost all the state groups had over 50 per cent female members, with Maryland reporting 70 per cent, Pennsylvania 60 per cent, and New Jersey leading with a high of 89 per cent.²⁵ A more detailed breakdown, revealing the preponderance of women in teaching, showed that 19 per cent of the men teachers in Maryland in 1909 were members. The national median for all state associations was 18.2 per cent of men teachers and 18.6 per cent for women teachers.²⁶

Financial concessions were still made to the women. It was common policy to charge them less than the men for convention expenses, including travel, hotel accommodations, and entertainment. Other state associations even went so far as to charge women only one half of the regular membership fee.

Few women held offices in the state associations,

²⁴John Granrud, The Organization and Objectives of State Teachers' Associations, Teachers College, Columbia University, Contributions to Education, No. 234 (New York: Teachers College, Columbia University, 1926), p. 2.

²⁵Carter Alexander, Some Present Aspects of the Work of Teachers' Voluntary Associations in the United States, Teachers College, Columbia University, Contributions to Education, No. 36 (New York: Teachers College, Columbia University, 1910), p. 69.

²⁶Ibid., p. 93.

since it was accepted procedure to give offices to positions and not to individuals. Since it was the men who held most of the higher positions in the educational systems, men were the officers. In 1909 the Maryland Teachers' Association had its first woman president, when Sarah E. Richmond, principal of the State Normal School, served as president. This was two years before the National Education Association broke its long tradition of excluding women from executive offices.

Although women helped to swell the ranks of the Association, some members desired a larger membership and better attendance at the meetings. Some of the leaders were skeptical about the professional attitude of teachers, as indicated by the caustic comment of M. Bates Stephens at the 1904 meeting that, if the governor could manage to attend the sessions, surely the teachers might try also.²⁷ Concern was expressed by A. C. Willison, president of the board of school commissioners of Allegany County, in his comparison between the state school system and the State Teachers' Association: both were organized he said, but not effectively or completely enough. The success of one, moreover, would affect the success of the other.²⁸

Reorganization had often seemed the best tonic for the Association's ineffectiveness, and so a committee for this purpose had been appointed just two years after the 1900 constitution had been adopted. A group of seven, headed by

²⁷MSTA, Proceedings (1904), p. 3.

²⁸MSTA, Proceedings (1903), p. 29.

A. C. Willison, assumed the task of "perfecting a complete organization of all the officials and teachers of the public schools of Maryland."²⁹ This committee did not report, however, and in 1905, at the suggestion of J. Montgomery Gambrill, assistant state superintendent of public instruction, another committee was formed to consider reorganization. This assignment also was not taken very seriously, because when Gambrill requested a report at the 1906 meeting, it was discovered not only that the committee had never met, but also that nobody was certain who its members were. Embarrassment and laughter resulted when it was finally revealed that the president of the Association, the chairman of the executive committee, and the state superintendent originally had been assigned to the committee. Gambrill, on second thought, withdrew his previous request that the committee be dismissed, and the committee remained the same, save for the addition of Assistant Superintendent Gambrill.³⁰

This committee still did not produce the requested reorganization, though, and not until 1909 under President Sarah Richmond, principal of the State Normal School in Baltimore, was real interest revived. A new committee composed of Principal Richmond, Superintendent Stephens, and the assistant school superintendent in Baltimore County, John T. Hershner, set about to revise the constitution and by-laws along departmental lines. This committee met and wrote a new constitution,

²⁹MSTA, Proceedings (1902), p. 98.

³⁰"State Teachers' Association," Maryland Educational Journal, I (July, 1906), 2.

which was promptly adopted at the June 30, 1910, meeting.³¹

The constitution of 1910, slightly more stringent than its predecessor, made any person "actively engaged in educational work in this state,"³² eligible for active membership. It kept the annual dues at fifty cents and still required election of officers alternately from among the ranks of teachers and other officials. The two basic changes made by the new constitution were the provision of a departmental organization and a more centralized administration in which power was shifted from the executive committee to the president. He could now lead the organization directly in implementing its program with the advice and consent of the executive committee. Three educational departments were established as subordinate adjuncts to the Association: primary, rural, and secondary. Each department was to elect its officers, hold meetings, and present written minutes to the secretary of the State Association. At least one meeting of each department was to be held during the annual Association meeting. With only ten per cent of the potential membership on its rolls and in the hope that the new departmental organization modeled after the National Education Association would revitalize and consolidate interest in the State Association, the annual meeting of 1910 adjourned.³³

³¹MSTA, Proceedings (1910), p. 40.

³²Ibid., p. 28.

³³J. Montgomery Gambrill, "Reorganization of State Teachers' Association," Atlantic Educational Journal, VI (September, 1910), 22.

From 1910 to 1915 the departments met, listened to speakers, heard reports, and submitted minutes to the State Association. After reaching a high point of 955 in 1912, membership fell in 1915 to 720. In the same year the treasurer reported that the income from dues and \$15.00 contributions from each county, together with the previous balance, totaled over \$900.00. Expenditures, including the \$40.00 paid to a guest speaker, amounted to \$312.96. Financially, the Association was sound.³⁴ In addition, it had met for the first time in a specially constructed education building in Ocean City, provided by an appropriation of \$25,000.00 from the General Assembly of Maryland.

Despite this apparent progress, there persisted the fear that the association was not keeping pace with the changing educational scene. Membership was a concern, and M. Bates Stephens, in his forward to the 1915 Proceedings, suggested a remedy. After scolding the non-members of the Association for indifference and lack of professional loyalty, he proposed a novel method for increasing membership: "If voluntary support is not dependable, then it should be mandatory and every teacher should be required to become members and School Boards ought to be held responsible for the payment of the annual dues."³⁵ The superintendent was not certain that the exercising of free choice was improving professional standards.

³⁴MSTA, Proceedings (1915), pp. 59, 60.

³⁵Ibid., p. 4.

In a speech at the 1915 meeting, Superintendent Stephens listed the changes he perceived to be necessary for the growth and effectiveness of the Association. The name, he proposed, should be changed to the Maryland Educational Association, in order to bring together all the educational forces of the state, public and private. The time of meeting should be changed from the summer to the fall, preferable during the week of Thanksgiving. Moreover, all counties should appropriate money to defray the expenses of teachers, who should be required to attend. Morning sessions should be devoted to department meetings; afternoons, to viewing exhibits, attending athletic contests, visiting historical and other places, and shopping; and evening sessions, to a high level of instruction and inspiration. Because of its central location, accessibility, and abundant facilities for accommodations and meetings, Baltimore City should be the permanent meeting place. The Association should be the culmination of all state educational meetings of whatever character, including those of the board of school commissioners, county superintendents' association, high school teachers' association, manual training and commercial interest groups, and any other educational organizations. M. Bates Stephens envisioned a great gathering of all the educational forces in the state each fall in the Monumental City.³⁶

Not all of Stephens' suggestions were accepted, and some were realized only many years later. But a few were in

³⁶Ibid., p. 16.

effect by 1919. As early as 1903 there had been discussion about moving the meetings to Baltimore, and, after the decision that the erection of the special education building in Ocean City in 1915 did not bind the Association to continue meeting there, it met in Baltimore in 1917, 1918, and 1919. The time of the meeting was also changed in these three years to November or December. Membership jumped from 750 in 1915 to 2,580 in 1919. With increased membership and some counties contributing as much as \$50.00, the account of the Association was refurbishing itself; and, although expenses, such as \$150.00 for some guest speakers, were rising, the treasurer could report in 1919 a balance of \$1,364.23.³⁷

Stephens' idea of including in the Association every possible educational interest was seen in the department and sectional meetings. At the 1919 annual gathering, in addition to the regular meetings of the total membership, the following sections assembled: primary, grammar, commercial, science, classical, history, high school, modern health, library, home economics, English, mathematics, modern language, art, kindergarten, manual training, agricultural, physical education, music, college, rural life, school improvement, and state and county officials.

The Association, which had now been in existence for fifty-three years, was larger and more diverse. It had plans for improvement and was moving in that direction, but far behind the leading state associations. California employed

³⁷MSTA, Proceedings (1919), p. 56.

a full time executive secretary in 1909 and New York in 1910. By 1919, five additional states also had full time executive secretaries. Maryland would not arrive at this stage for another twenty-six years.

Legislation and the Association

The constitution of 1900 provided for a committee on school legislation, administration, and supervision. An important assignment of this committee was to carry the needs of the teachers to the public and to the state legislature. Clearly, this committee was to ally itself with the state superintendent, for one of its 1902 resolutions called for a strong teachers' organization to bring to "a realization the felicitous ideas and suggestions of the State Superintendent and the president of the Association for increasing the school term and fixing a minimum salary for teachers throughout the State, as well as providing a means to effectually further any other legislation necessary to effectuate the educational progress in this State for which the time is ripe."³⁸ As chairman of this committee in 1901, E. B. Prettyman importuned the legislature to increase salaries, provide security and a pension for teachers, and render state aid to the MSTA. Although the MSTA did not get state aid, the General Assembly partially complied with the requests.

An embryonic tenure law, applying to principal

³⁸Thirty-Seventh Annual Report of the State Board of Education, 1902, p. xi.

teachers, required the trustee to submit in writing his reasons for the dismissal of any teacher and granted teachers the right to appeal to the county school board. A proviso allotting an annual pension of \$200.00 to teachers sixty years of age with twenty-five years' teaching experience became law, but two other bills approved by the Association failed to gain passage. One of these bills dealt with consolidation of schools and transportation of students, while the other was a measure to create a commission of men "in sympathy with the American school system" to inquire into Maryland's educational needs.³⁹

In 1902, neither the committee on legislation nor the president of the Association, F. Eugene Wathen, school examiner of Anne Arundel County, was satisfied with salaries. The committee's report, read by M. Bates Stephens, pointed out that teachers' salaries were not rising at levels commensurate with the increasing cost of living. The resultant reduction in purchasing power, figured Stephens, had led to an approximate twenty per cent decrease in the real salary of teachers over the previous two years. Stephens pointed out that the average salary paid to county teachers was less than \$270.00 a year, about the same remuneration being paid to the street cleaners of Baltimore City, and he concluded that public opinion had to be educated so that school officials no longer would need to "beg for money."⁴⁰ President Wathen

³⁹MSTA, Proceedings (1902), p. 27.

⁴⁰Ibid., p. 25.

joined in the appeal. In his inaugural address to the 1902 annual meeting, he reasoned that, because Maryland was then out of debt, it was a logical time for the state to increase its aid to education, beginning with teacher salaries. A feasible plan, said the president, would start with a \$400.00 minimum and add \$25.00 increments for the first five years, jumping to a \$600.00 minimum for teachers with at least six years' experience.⁴¹

Prior to the Association's encounter with the 1904 legislature, sentiment for change ran much stronger than it had in 1902. At the annual meeting of 1903, A. C. Willison set the tone when, in a resolute speech, he accused the educational leaders of timidity in 1901 and 1902. He said that these leaders opposed the resolution for higher pay at the 1901 MSTA meeting and, even after its adoption, had made attempts to suppress it by not giving it publicity. Continuing in this spirited manner, Commissioner Willison charged that school officials should not beg for, but demand, money. The issue lay ultimately with the voters, Willison asserted, and he told the teachers not to be fooled by those who said politics and schools don't mix. If there were any man on the ticket who did not think the teacher worth more than from \$125.00 to \$290.00 a month, regardless of his party or faction, Willison declared, "you wrong yourself if you don't get out and fight against him."⁴² He concluded, "I don't

⁴¹Ibid., p. 30.

⁴²MSTA, Proceedings (1903), p. 31.

believe any community or section or county of the State would put up a man who is so dense, so blind, so narrow, so ignorant, as to oppose this question."⁴³

The final resolution at this annual meeting charged each member to work for a vigorous organization in support of the state superintendent and to campaign throughout the state to get taxpayers' support for the following: a revision of the school law, school consolidation, a compulsory education law, an increase in the pension fund, extended school supervision, the promotion of teachers in the manner of the civil service, and designation of Maryland Day for teaching history and patriotism.⁴⁴ Indeed, the mood had changed. In contrast to the statements he had made less than six years before, Superintendent Stephens drew an unfavorable comparison between the statistics of 1867 and 1902 and questioned the plan that, after thirty-six years, had not brought to Maryland a "thorough and efficient system."⁴⁵

This time, due to pressures both in committee and on the floor of the state assembly, the stated intentions of the MSTA were carried out. Members of the Association, along with members of the state board of education and school commissioners, served on the committee to draft the bill, while Stephens, Willison, and F. Eugene Wathen attended the legislative session. Likewise, Willison assured those in attendance at the

⁴³Ibid., p. 32.

⁴⁴Ibid., p. 98.

⁴⁵Ibid., p. 25.

1904 annual meeting that had it not been for the work of the 140 teachers who had appeared before the legislature to reinforce the Association's point of view, "all the sentiment that prevails in Maryland would not have saved your bill."⁴⁶

Willison added that the governor had labeled the group that came to the legislature the "most representative body that had ever appeared in Annapolis on any mission."⁴⁷ President H. Crawford Bounds joined in crediting the "unselfish school lobby,"⁴⁸ but went on to remind the audience that the success of the 1904 legislation was also due to the growing professional status of teachers.⁴⁹

This legislation was, as mentioned before, an important step in the development of a state educational system, primarily because of the distribution of state tax money to the counties for salaries and teaching materials. It included many of the requests of the Association: a minimum salary, a minimum number of school days, a pension fund, and provisions for an annual inspection of high schools. The legislation met with satisfaction from the Association, and Stephens once again was restored to a eulogistic mood. With the exception of the Negro school situation, the lack of a state university, and the absence of an adequate compulsory education law, Superintendent Stephens felt that the law "combined more of

⁴⁶MSTA, Proceedings (1904), p. 101.

⁴⁷Ibid.

⁴⁸Ibid.

⁴⁹Ibid.

the salient or essential features of an ideal state school law than that of any other state."⁵⁰

No campaign for legislation similar to the one in 1903 and 1904 occurred between then and 1915. The governors and assemblymen continued to attend the Association meetings and state their fervent support of public education and their respect for the teaching profession, while Superintendent Stephens continued to draw up school bills which the Association pledged to support.

The state school tax remained at sixteen cents per hundred dollars of taxable property. A bill introduced at the 1908 legislative session requiring the state superintendent to have a college degree and two years of graduate work was defeated, fortunately for M. Bates Stephens, because it would have made him ineligible.⁵¹ At the annual meeting of the Association, prior to the convening of the General Assembly, attempts were made to recreate the crusading mood of 1903, but, for the most part, the response was not very enthusiastic.

The scene was soon to change, however, when in 1914 the legislature allotted \$5,000.00 for a school survey of the state educational system. Because the Association had not expressed a need for the survey, the attitude toward the inquiry was polite but cautious. Stephens believed that the existing school law was excellent and in need of only slight

⁵⁰MSTA, Proceedings (1905), p. 41.

⁵¹"Educational Bill in the Maryland General Assembly," Atlantic Educational Journal, III (March, 1908), 20.

modification.⁵² Seeming to feel that the survey would be an innocuous one, Stephens adopted a passive, wait-and-see attitude with regard to new legislation and instructed the schools, meanwhile to cooperate by presenting a pleasant appearance for the evaluators.⁵³

When the results of the survey were published, Stephens' expectations were ill-founded. The investigators found that although the system was in the main soundly conceived, it yielded, on the whole, extremely unsatisfactory results. Changes were necessary, and the legislature complied by passing the famous law of 1916. This law seemed to be far in advance of the thinking of the people and of the MSTA leadership. In his report for the committee on legislation at the 1916 annual meeting, Superintendent Stephens, doubting that the people had any conception of the radical changes implied in this law, cautioned that time would be necessary to carry out its conditions.⁵⁴ At the suggestion of the committee on resolutions, chaired by Albert S. Cook, the members of the Association did adopt a resolution stating appreciation for the "splendid work of the Maryland Educational Survey Commission, both in its report and in the laws passed by the Legislature, embodying the suggestions in that report."⁵⁵

With the entry of the United States into World War I,

⁵²MSTA, Proceedings (1914), p. 14.

⁵³MSTA, Proceedings (1915), p. 26.

⁵⁴MSTA, Proceedings (1916), p. 68.

⁵⁵Ibid., p. 67.

the new law languished in the face of graver concerns. In 1918 and 1919 the Association was primarily interested in legislation for higher salaries. In 1918 a newly formed committee entitled Teachers' Salary, Bonus and Salary Increases took credit for the \$150,000.00 which was appropriated to teachers.⁵⁶ With minimum salaries for high school teachers now at \$600.00 for beginners and \$800.00 for first-class teachers with eight years' experience, the legislative committee of 1919 was taken up with proposing a minimum salary of \$800.00 for teachers with first-class certificates, and increments to \$950.00 after eight years' service.⁵⁷

Except for the first few years of the 1900-1919 period, the Association exerted little pressure for legislation. In this respect it was no different from most of the state teachers' associations at that time. Studies of state associations reveal that they were generally ineffective in securing legislation, despite their claims of power.⁵⁸ It was common policy for associations to confer and work closely

⁵⁶MSTA, Proceedings (1918), p. 85.

⁵⁷MSTA, Proceedings (1919), p. 45.

⁵⁸Carter Alexander, Some Present Aspects of the Work of Teachers Voluntary Associations in the United States, Teachers College, Columbia University, Contributions to Education, No. 36 (New York: Teachers College, Columbia University, 1910), p. 37. Charles S. Foos, "State Educational Associations," Report of the Commission of Education, Vol. I (Washington D.C.: United States Commission of Education, 1909), p. 270. Alexander says that if he were to pick five states in which state associations were admittedly a force to be reckoned with in matters of educational legislation, they would probably be the states of Indiana, New Jersey, California, Virginia, and Colorado. (p. 44) These states seemed to have an organized publicity program and strong backing of the teachers; neither of which was true for Maryland.

with state departments of education. This was especially true in Maryland, where Superintendent Stephens was consistently either the chairman or a member of the Association's legislative committee.

Bold legislative behavior had not yet been accepted as an activity of the teachers in the United States. Teachers seemed not to be convinced that as a group they had a role in political matters, despite the encouragement of their leaders. Laymen often thought the teachers' special interest in their own welfare disqualified them as judges for what the schools needed.⁵⁹ Evaluated in this light, some of the statements and actions of the Maryland Association seem impressive. But eventually the Association would have to make bold and decisive adjustments to new events and changing laws, so that it might participate in the framing of school legislation.

Communication and Education

The appearance of the first booklet of the Association's proceedings at its annual meeting in 1902 marked an important milestone in the history of the Maryland State Teachers' Association's communication within and beyond itself. Under the auspices of the state department of public instruction, the proceedings were published each year, a few months after the adjournment of the annual meeting. Each contained, in addition to a record of the speeches, reports, and discussions, an introductory message by the state superintendent,

⁵⁹Carter Alexander, op. cit., p. 46.

usually describing the importance of the organization and appealing to teachers to become members. At first it was thought that only members should receive copies, but it was soon decided that the circulation should be as wide as possible, and the publications were then made available to anyone who would pay the fifty-cent fee. As a source of information and stimulation for teachers and teachers' groups during the year, the booklets were to be another agency for furthering the interests of public education and for elevating the teaching profession.⁶⁰

After the Maryland School Journal ceased publication in June of 1880, the Maryland State Teachers' Association did not have the benefit of an educational periodical. Although the need for such a publication was frequently expressed, it was not until 1905 that a committee composed of W. H. Dashiell, F. E. Wathen, and C. T. Wright seriously explored the possibilities of printing a journal. This committee decided that a periodical would be published with a subscription cost of fifty cents a year. After acquiring between two and three hundred subscribers, the Maryland Educational Journal made its appearance on September 15, 1905. According to the masthead, it was published for all teachers of the state, as the official organ of both the State Teachers' Association of Maryland and the Public School Teachers' Association of Baltimore City, each organization delegating

⁶⁰MSTA, Proceedings (1902), p. 1.

three teachers to the Journal's advisory board.⁶¹

Almost a year later, in August, 1906, the Journal was reorganized, and a stock company consisting of men and women actively engaged in education assumed ownership and management. The new editor was J. Montgomery Gambrill, the former assistant state superintendent. The subscription rate was held at fifty cents a year; and the publication remained the official organ of the Maryland State Teachers' Association and the Public School Teachers' Association of Baltimore City, with an advisory board from both associations. The State Association bought two shares of stock. Officially recommended by both the Baltimore City superintendent of schools, James H. Van Sickle, and Superintendent Stephens, the Journal covered a variety of educational and general topics dealing with commentaries on methods of teaching, lessons in penmanship and nature study, psychology, esperanto, and salaries, as well as reviews of books and periodicals. The activities of the Association received wide publicity and coverage.

As an exclusively state publication, however, the Maryland Educational Journal was not able to survive, and, in a joint meeting, the executive committee of MSTTA and the publishers of the Journal prescribed several remedies for its ills. Since additional revenue was needed, the name was changed to the Atlantic Educational Journal, so that subscriptions could be solicited from the neighboring areas of Pennsylvania, Delaware, Virginia and Washington, D. C. The subscription

⁶¹Maryland Educational Journal, I (September 15, 1905) 1.

rate was increased from fifty cents to one dollar, and the Association bought two shares of stock from the publishing company. The new Atlantic Educational Journal published its first issue in January, 1907, this time as the official organ of only the Maryland State Teachers' Association with an MSTA director on its editorial board. It continued to feature news and editorials about Maryland education.

Extending its scope to broader educational issues under Editor Gambrill and Assistant Editor Lida Lee Tall, the Journal adopted a vigorous progressive policy emphasizing the recognition of education as a profession requiring special training and experience. Attacking provincialism and upholding education as both a science and an art, the Atlantic Educational Journal was a source for a variety of information, including Arbor Day programs, psychology for teachers, nature study, reading circles, public speaking, moral conduct, primary reading, songs for students, games for children, domestic science, everyday music, industrial geography, gymnastics, high school societies, the psychology of adolescence, instruction in sex hygiene, physiology, pragmatism, pluralism, educational literature, educational courses at Johns Hopkins, and the various national educational committees.

In 1911, however, the editorship changed, and, although the magazine continued until May of 1917, after 1913 it no longer had the endorsement of the State Teachers' Association and took on the character of a guide for elementary school teaching, rather than a general school journal. With

withdrawal of its endorsement, the MSTA terminated support of any educational periodical for thirty-one years.

Anxious to encourage competent instruction not only through a periodical such as the Journal but also through in-service education, the MSTA made a concerted effort from 1900-1919 to revive and maintain the program of reading circles. At the 1900 meeting, the new state superintendent, M. Bates Stephens, called for a reviving of the circles, especially in view of the large number of teachers with little or no professional training.⁶² As a result, the following year saw reorganization of the reading circle with Stephens as the chairman of the board of managers. The managers sent out information about the courses and the books to the counties, and, with the help of the examiners, they established local circles. In the first annual report of 1902, the rejuvenated circles were to have declared a membership of 131 teachers representing thirteen counties and Baltimore City.⁶³

The purpose of the reading circle was to encourage teachers to engage in a serious reading program of professional, psychological, and general literature. Members who submitted themes proving that they had read the assigned literature received certificates for the first year's work. After completing three years of courses, circle members were awarded testimonials signed by the secretary of the board of managers from the state board of education. By vote of the state board

⁶²The Sun (Baltimore), July 5, 1900.

⁶³MSTA, Proceedings (1902), p. 85.

of education, teachers desiring life certificates could submit these testimonials in lieu of their required examination in the professional subjects. When, in 1918, summer school began to compete with the reading circle, the circle sustained itself by equating the reading of the required number of books with an approved summer session of six weeks.⁶⁴ Moreover, the board of managers, staffed by six to nine prominent educators, recommended in their annual reports all during this period that school officials consider reading circle achievement when promotions were bestowed. In addition to promoting intellectual growth, the circle was perceived to be in need of more tangible incentive.

With the payment of twenty-five cents' membership dues, the teachers were entitled to all syllabi and information relating to the courses; these materials were disbursed by the secretary within each local circle. Two courses were open to the teachers in 1901: (1) pedagogy and English and (2) pedagogy and nature study. By 1909 history was added and nature study was changed to science. The following texts substantiate the wide variety of required reading assignments:

Andrews, Botany All the Year Around
 Bachman, Principles of Elementary Education
 Ball, Starland
 Bagley, Classroom Management
 Bolenius, Teaching of Oral English
 Brown, Maryland, the History of the Palatinate
 Bryant, How to Tell Stories
 Colby, Literature and Life in the School
 Cooley, Shelter and Clothing
 Fisk, Critical Period in American History
 Gillette, Constructive Rural Sociology

⁶⁴MSTA, Proceedings (1918), p. 78.

Hall, Supervised Study
 James, Talks to Teachers
 O'Shea, Dynamic Factors in Education
 Perry, A Study of Prose Fiction
 Scott, Ivanhoe
 Scott, Nature Study and the Child
 Shakespeare, Julius Caesar and As You Like It
 Shaw, School Hygiene
 Thackery, Henry Esmond and Vanity Faire
 White, The Art of Teaching
 Wright, The Citizen Bird

Membership in the state reading circle grew through these years, even though after 1905 Baltimore City had its own independent circle. By 1903, the second year after re-organization, membership had grown from 131 to 441 and continued to increase, in 1907 to 830, in 1913 to 1,082, and in 1917 to an all-time high of 3,500.⁶⁵ Perhaps because of a lack of emphasis on the circle in some areas, membership varied greatly from county to county. In 1913 there were no members from the counties of Anne Arundel, Baltimore, Calvert, Charles, and St. Mary's, while Allegany and Cecil had just over a hundred members and Wicomico had 147.⁶⁶ Total enrollment, of course, exceeded the number of those who actually completed the courses, but the directors reported in 1907 that during the past year they had issued forty-eight certificates and sixteen testimonials.⁶⁷ Six years later, participants earned 101 certificates and nineteen testimonials.⁶⁸ In 1918,

⁶⁵MSTA, Proceedings (1902), p. 84; (1903), p. 50; (1907), p. 15; (1913), p. 66; (1917), p. 63.

⁶⁶MSTA, Proceedings (1913), p. 66.

⁶⁷MSTA, Proceedings (1907), p. 14.

⁶⁸MSTA, Proceedings (1913), pp. 67, 68.

however, numerous influences combined to slow the pace of the circles.

Although there were still four courses, pedagogy had become the major course, with English, history, and science as minor requirements. To get a certificate, it was necessary to complete the major course and one of the other three. The climbing enrollment was abruptly reversed with the coming of World War I, and, after the peak year of 1917 with 3,500 members, the directors reported one year later a membership of 524 and the awarding of only seventeen certificates and three testimonials. This trend continued, and by 1922 the reading plan no longer existed in Maryland.

The history of the reading circle in Maryland was similar to that of other states. Most of the circles were sponsored by state teachers' associations and had their beginnings in the last third of the nineteenth century. By 1911, thirty-five states had state-wide circles with membership ranging from 4 to 100 per cent of the teachers.⁶⁹ Maryland's average enrollment was below the national norm of one third of all teachers. Only in its peak years did the Maryland circle approach this national average.

The circle in Maryland had begun and was reorganized under the direction of M. Bates Stephens and was administered by the MSTA. It did not solve the problem of teacher preparation, but it did attempt to fill a gap in teacher training.

⁶⁹Willard S. Elsbree, The American Teacher (New York: American Book Co., 1939), p. 392.

With the extension of improved teacher training facilities and the growth of summer schools, the need for the circles steadily declined. After its reorganization, however, the circle continued to serve as one of the very few in-service activities for teachers in Maryland.

Although of minor consequence, a privilege accorded the MSTA reading circles by the Association's incorporation in 1890 was, with the consent of the state board of education, the awarding of the degree of doctor of pedagogy. This was an honorary degree, and only twice was it conferred: upon Alexander Chaplain, an educational leader in Talbot County in 1906, and, with the recommendation of Dr. Chaplain, upon Edmund D. Murdaugh, principal of the Frostburg Normal School, in 1909.⁷⁰ Fortunately, the Association's circle realized that at a time when graduate work in education was just beginning, liberal awarding of this degree could hardly have helped the prestige of the profession. Most people recognized that being given a doctor's degree from a reading circle was a doubtful honor. There was then little demand to confer the degree, and the right to award it ended with the termination of the circle in 1922.

A movement which flourished during this period with the enervation of the reading circle, and which was later to become an integral part of teacher education, was the initiation of summer schools. Although the State Teachers' Association early discovered summer schools as competitors to

⁷⁰MSTA, Proceedings (1909), p. 142.

attendance at the annual meetings and as rivals for teacher participation in the reading circle, they acknowledged the merits of summer instruction, especially as a replacement for teachers' institutes. The institutes, provided for in the law of 1868 and conducted according to the inclination of the individual examiners, had never awakened the enthusiasm of the MSTA. By 1905 the Association was seriously questioning the value of the one-week institutes in comparison with summer schools of three or more weeks in duration financed from the general-education fund of the state.⁷¹

Since the absence of summer schools in Maryland forced teachers to attend out-of-state summer schools, there was at the 1910 annual meeting a welcome announcement from Dr. Edward F. Buchner, professor of education at Johns Hopkins, that his university was considering a possible six weeks' summer session for teachers. The courses were to be pertinent and instructive, but were not to lead to an academic degree.⁷² This school did function in the summer of 1911 for 335 teachers, fifty per cent of whom came from the various counties.⁷³ The summer school movement grew; by 1914 attendance at summer school could be accepted in lieu of institutes, and the attendance of at least five weeks of summer school became a minimum requirement for teaching.⁷⁴

⁷¹MSTA, Proceedings (1905), p. 113.

⁷²MSTA, Proceedings (1910), p. 32.

⁷³MSTA, Proceedings (1912), p. 50.

⁷⁴MSTA, Proceedings (1914), p. 52.

By 1915 Johns Hopkins added to its summer session a graduate program leading to the degree of Master of Arts. Thus, in addition to the normal schools, and departments of pedagogy in other colleges, summer schools took their place in the teacher education program. Moreover, the chance election of Dr. Buchner, who had attended the 1914 annual meeting as an interested observer, to the Association's presidency substantiated the MSTA's approval of the new summer school program in Maryland.⁷⁵

Curriculum and Instruction

The constitution of the Maryland State Teachers' Association adopted at the thirty-third annual meeting in 1900 created eleven committees. Of these eleven, four were to deal with legislation, supervision, and administration; aesthetics; kindergartens; and the general operation of the schools. The remaining seven were assigned to the specific subject areas of English, geography and history, mathematics, natural science, physical training, manual training and modern languages. The by-laws of this constitution concluded:

Finally, every committee should endeavor to collect, study and present trustworthy statistics as to the time now given to its branch or branches of study; the effect upon the child's mental development and growth, that is, chiefly upon his creative and his receptive faculties; its relative importance to other branches and to his life-work; from all of which some conclusion or opinion might be offered as to the educational value of such branch, the extent to which it should be taught and the time which should be given thereto.⁷⁶

⁷⁵Ibid., p. 69.

⁷⁶MSTA, Proceedings (1902), p. 111.

Although in 1910 this paragraph was not included in the by-laws, with the reorganization of the Association along departmental lines the sentiment nonetheless remained for all committees, departments, and sections to enrich their basic program by investigating related issues pertinent to their subject or instructional area.

By 1919 groups designed to study primary education, rural education, secondary education, music, home economics, and the classics comprised the departmental framework of the MSTA. By this time, also, many sectional meetings (a total of twenty-two at the 1919 sessions) were devoted to specific subjects such as grammar, history, science, English, mathematics, art, music, manual training, agriculture, home economics, and the modern languages. The reports of these committees, departments, and sections represented an important part of each annual meeting and a large segment of the printed proceedings.

During this period a number of distinguished speakers surveyed a myriad of topics concerned with various aspects of school curriculum. Some educational leaders who spoke at the general sessions were James H. Van Sickle, superintendent of schools in Baltimore; W. R. King, Principal of Baltimore Polytechnical Institute; William C. Sherlock, president of the Maryland Association of Workshops for the Blind; P. P. Claxton, United States Commissioner of Education; D. J. Crosby from the United States Department of Agriculture; and Dr. William Bagley and George B. Strayer from Teachers College,

Columbia University.

Attesting to the concern of the Association for both the traditional and the new approaches to instruction were speeches by Charles Judd of the University of Chicago's School of Education on reorganization of the junior high school; by Arthur Dean of Columbia University Teachers College on vocational education; by United States Commissioner of Education John Eaton, Jr., on compulsory education; and by R. W. Sylvester of the Maryland Agricultural College on agricultural education. In addition, speakers explored topics about aesthetics, democracy and education, dynamics of teaching English, classical education, teaching sex hygiene, liberty of the teachers, rural education, higher education for women, and manual and technical education.

Teachers kept informed about many aspects of education by reading the reports of the committee on educational progress, which summarized current trends on state and national levels. From sources such as the annual reports of the state board of education and reports issued by the United States Commissioner of Education, the committee gleaned succinct, informative essays for their teacher-readers' edification. Articles concerning the work of the national committees, such as the Committee of Thirteen dealing with college entrance requirements and the Committee of Fifteen on Elementary Studies, kept company with articles on the "Gary System" of community education and the Dunn County, Wisconsin, manual training program, as well as with the writings of John Dewey

and Edward L. Thorndike. Any teacher who studied the reports of the committee was afforded a brief but salient review of the current educational scene.

While most aspects of the curriculum received some attention, either in the speeches or in the committee reports and discussions, a major emphasis upon implications of current pedagogical ideas prevailed throughout the entire period. At least one year's meeting was referred to as an "annual mingling of the more progressive of the State teachers,"⁷⁷ and phrases like new education, fads, public responsibility, and social education enjoyed repeated usage. The advocates of manual training continued to expound on its meaningfulness, while teachers were being urged by the Association to make instruction more meaningful by stressing cause-and-effect relationships, rather than mere memorization of facts. During this period the Association also entertained some ideas about instructional methods and materials which had not previously received the degree of attention they were soon to gain. These concerned the nature of the child, the role of the school, and the science of education.

Early in the period, when M. Bates Stephens announced the introduction of a new course of study in 1901, he explained that it was based on recommendations of the NEA Committee of Fifteen and, in agreement with the "new attitude,"

⁷⁷"Maryland State Teachers To Meet," Atlantic Educational Journal, VII (June, 1911), 383.

was intended to develop many sides of the child's nature.⁷⁸ At the 1902 annual meeting, Alexander Chaplain, as chairman of the manual training committee, maintained that the great new pedagogical law was to "let pupils use their hands while learning."⁷⁹ At the same meeting, E. B. Boblitz, school examiner of Frederick County, in discussing the need for articulation between elementary and secondary schools, proposed with clairvoyance that in this "whirl-i-gig" world of startling changes it was the purpose of the elementary school to "give to our embryo men and women that equipment which will best enable them to grapple successfully with the problem of this Electrical Age, this preeminently practical and progressive age."⁸⁰ Similarly, one year later, the committee on geography ruled that the subject should be taught by reproducing nature in the classroom, employing all varieties of models, because "a short cut to the brain is by way of the fingers."⁸¹

The image of the school as a friendly place in which learning occurs in an informal atmosphere began to be projected at Association meetings. In 1902 Baltimore City's Superintendent Van Sickle defined the good school as one in which students learned to use facts for effective thinking

⁷⁸Thirty-Fifth Annual Report of the State Board of Education, 1901, p. lix.

⁷⁹MSTA, Proceedings (1902), p. 87.

⁸⁰Ibid., p. 39.

⁸¹MSTA, Proceedings (1903), p. 40.

and added that "A quiet school is not necessarily a good one."⁸² At the 1906 meeting, Miss Ada L. Scott, teacher in Salisbury, delivered an address on the scientific theories of play, in which she analyzed both American and German thinking on the matter. To illustrate her talk, she called to the stage Stephens, Van Sickle, Chaplain, president-elect James W. Cain, and five other leaders of the Association. It is reported that the sight of Miss Scott's giving directions as these "dignified" men waved imaginary flags, played soldier, blew imaginary horns, and skipped about the stage made the audience "hysterical."⁸³

Certainly, methodological innovations such as these were not to meet with blanket acceptance. A guest speaker from a Pennsylvania normal school warned against the "American madness for fads in education." As a result of the new education which "lets the child play and play....," he admonished "it will in all likelihood be all the man will ever do."⁸⁴ Even though some members saw no educational value in the new theories and labeled them entertainment rather than education, the new viewpoint continued to receive attention. In a speech at the 1911 meeting, Olin R. Rice, principal of the high school in Frostburg, summarized, "The old social science, if there was one, said, teach young people, punish

⁸²MSTA, Proceedings (1902), p. 35.

⁸³"News of the 39th Annual Session," Maryland Educational Journal, I (July, 1906), 2.

⁸⁴MSTA, Proceedings (1905), p. 21.

them when they are bad. The new science says, teach them, certainly, but amuse and interest them also, then they will not be bad."⁸⁵

It was also during this period that speeches and discussions at the Association's meetings contemplated socializing the activities of the school, so that it might become an agency for social betterment and a center of community life. Not many members were quoting John Dewey as vigorously as Dr. C. J. France of Baltimore City College, when he said, "Education is life--that is my thesis,"⁸⁶ but some of them did see the school as caring for more than the "mental spirits" of the child. It was argued that because many homes did not know, or did not care, about the pleasure and happiness of children, the welfare of pupils should become a concern of the school.⁸⁷ A teachers' yearbook, published in 1910 and prepared by two members of the Association, stated, "The relation of the district school to country life is the most important educational problem which challenges our attention."⁸⁸ The article urged teachers to hold monthly meetings with parents, to create a school library

⁸⁵MSTA, Proceedings (1911), p. 29.

⁸⁶MSTA, Proceedings (1907), p. 64.

⁸⁷MSTA, Proceedings (1911), p. 29.

⁸⁸M. Bates Stephens and B. K. Purdum, Teachers' Yearbook, for the Information, Use and Guidance of Officials and Teachers of the Public Schools of the State of Maryland, Scholastic Year 1909-1910 (Denton, Maryland: Melvin and Johnson, 1909), p. 3.

association, and to carry on simple experiments in agriculture.⁸⁹ Just how far the public schools were to go in their concern for social and community development was a matter on which the members differed, but it continued to be one about which they were concerned.

Acutely conscious of the emergence of new social sciences, especially psychology and sociology, educational leaders hoped to utilize these same scientific methods in teaching procedures. Applying these techniques to practical problems of instruction and learning was admittedly a difficult assignment, but there were spokesmen at the Association's annual gatherings who insisted that it could and would be done. Dr. George Strayer of Teachers College of Columbia University reminded the members at the 1909 meeting that because teachers were "only emerging from the quack stage," it was imperative to adopt the scientific movement in education.⁹⁰ At the same meeting, J. Montgomery Gambrill mentioned a modern theme proclaiming that "the scientific spirit of the age" made it inevitable for a genuine science of education to be worked out and founded upon the sciences of biology, psychology, and sociology.⁹¹ For the remainder of the period, this theme continued to reappear, indicating that the Association was at least cognizant of, if not in complete harmony with, the emerging educational ideas of

⁸⁹Ibid.

⁹⁰MSTA, Proceedings (1909), p. 32.

⁹¹Ibid., pp. 68,69.

of the era.

Another new interest of some members of the State Teachers' Association was the concern that the students in Maryland be made fully aware of the evils of war and that they come to realize the necessity to work for peace. A resolution passed at the 1911 annual meeting commending the activities of the International Peace Tribunal and the American Peace Congress urged that instruction in Maryland schools emphasize the importance and meaning of the movement for peace.⁹² At this meeting, a branch of the American Peace League was organized under Dr. Thomas H. Lewis, president of Western Maryland College. For the next four years the Association's viewpoint maintained that the schools should be an agency for peace and that military drill should be discouraged.⁹³ Numerous speeches were made during these years against militarism in the schools and suggestions were submitted for making the observance of Peace Day more meaningful.

With the American entry into World War I, however, this emphasis on peace terminated abruptly, and the teachers, like the rest of the population, strongly supported the war efforts. At its annual meeting in 1917, the MSTA sent a message to the president of the United States, pledging the loyalty of its 3,000 teachers to him and the country "in these testing hours of American institutions."⁹⁴ Maryland teachers

⁹²MSTA, Proceedings (1911), p. 69.

⁹³MSTA, Proceedings (1915), p. 56.

⁹⁴MSTA, Proceedings (1917), p. 22.

also participated in activities of the Junior Red Cross, School Garden Army, Food Administration, and the Maryland Council of Defense. They urged children to conserve food and buy war saving stamps, they aided draft boards, and they assisted in making defense surveys.⁹⁵ Appropriately and in keeping with its predilection for vital issues, the Association's meeting of 1917 focused on the new problems of the schools during the war.

Although from 1900-1919 many forces shaped curricular decisions in Maryland, two groups which merit attention because of their influence on the Maryland State Teachers' Association were the High School Teachers' Association of Maryland and the Educational Society of Baltimore. Although it was not officially affiliated with the State Teachers' Association, the High School Teachers' Association, from its beginning in 1905, held one of its two yearly meetings (which usually attracted from thirty to fifty members) in connection with the annual session of MSTA. Its leaders, especially President Sidney Handy, were active in the State Teachers' Association. The purpose of the organization was three fold: social, professional, and educational. The members, who were secondary school teachers from all parts of the state, were to learn to know one another, advance the cause of the teacher, and promote the interests of a wise and generous education.⁹⁶ With

⁹⁵Fifty-Second Annual Report of the State Board of Education, 1918, p. 49.

⁹⁶MSTA, Proceedings (1905), p. 67.

the support of county officials, this Association backed the state superintendent in his legislative requests, even sending a representative to the General Assembly.⁹⁷ On one occasion, while members were visiting schools in Washington, D. C., they were received by President Theodore Roosevelt.⁹⁸ During this time the high school teachers' group worked toward extending the years of high school education, bettering the financial position of high school teachers, building new facilities, and defining more clearly the high school curriculum. An agent of progressivism, it made certain that new ideas relevant to high school instruction were entertained at the annual meetings of the MSTA.

The Educational Society of Baltimore, although completely independent of the Maryland State Teachers' Association, influenced the state organization by virtue of its membership. Leaders in both the Society and the State Association were Edward F. Buchner, Lida Lee Tall, Sarah E. Richmond, David E. Weglein, J. M. Gambrill, Bessie Stern, Henry S. West, N. W. Cameron, Sarah C. Brooks, M. Bates Stephens, and Albert S. Cook. The purpose of the Society was to "promote efforts to place and maintain school organization and administration on a scientific and professional basis, to win for education full recognition as a genuine profession, and to further any other endeavors that may

⁹⁷MSTA, Proceedings (1909), p. 100.

⁹⁸MSTA, Proceedings (1906), p. 88.

properly be called educational."⁹⁹

Organized in December of 1906 the Society featured at its meetings nationally known educational thinkers, including John Dewey, Edward Lee Thorndike, Leonard P. Ayres, James E. Russell, John B. Watson, Abraham Flexner, William C. Bagley, William H. Kilpatrick, and P. P. Claxton. The nature of the Society was evident in study sections formed at the first regular meeting: philosophy of education, problems of German education, history of education, sociological problems, journal club, pedagogical book club, genetic psychology and school administration.¹⁰⁰ Immediate goals toward which the Society worked were the establishment of summer schools for teachers, improvement of public library facilities, promotion of the public athletic league, adoption of school loans, and improved school organization and administration.¹⁰¹ The Baltimore Educational Society was in the vanguard of educational thought, and prominent members of the Maryland State Teachers' Association were among its members.

As the twentieth century began, the educational mood in Maryland was changing. Gone were the expressions of satisfaction made during the previous thirty years. Baltimore County and Baltimore City, with their new superintendents,

⁹⁹William R. Flowers, The Educational Society of Baltimore, Highlights from Records of 1906-1932 (Baltimore: Educational Society of Baltimore, 1932), p. 5.

¹⁰⁰Ibid.

¹⁰¹Ibid., p. 19.

began to set new examples for educational improvements. Even M. Bates Stephens, as state superintendent, occasionally made unfavorable statements as he evaluated educational progress in Maryland from 1868 to 1900. There seemed to be an impetus for change. This feeling carried over to the Maryland State Teachers' Association, which in 1900 was at an all-time low in membership and enthusiasm, with calls for reorganization and adoption of new procedures to breathe new life into the organization. Although they were not quite certain just what should be done, the members knew that the Association must make changes to keep up with the times if it were not to become defunct. Believing reorganization to be the key, the Association drew up a new constitution in 1900, centering control with the executive committee and placing new emphasis upon a more systematic committee arrangement to assure more thorough investigations. When these changes failed to remedy the ills, the Association was reorganized in 1910 along departmental lines, following the example of its parent organization, the National Education Association.

An example of the prevalent attitude to encourage more activity was the aggressive legislative policy of the Association in 1904. For the first time in the history of the Association, there was tough talk and spirited discussion, even in the halls of the state house in Annapolis, about legislative measures which members espoused. Members meant to get results, and, with the help of a sympathetic governor, they did.

Pleasure with the results of the 1904 legislature caused a feeling of complacency, however, and there was a resultant absence of any vigorous legislative campaign by the Association from 1904 to 1919. They supported the bills drawn up by the state superintendent and lived by the statement made in 1902 that there was a need for the Association to be strong in order to carry out the felicitous ideas of the state superintendent of public instruction. On almost all matters, M. Bates Stephens' viewpoint was the official policy of the State Teachers' Association during this period. Stephens missed none of the annual meetings and played a prominent role in the Association's programs.

The staunch allegiance of the organization to the state superintendent eventually presented the Association with a problem, for when it became evident by such findings as the Ayres report and the comparative school figures from the various counties that the degree of education was frequently inferior and the quality varied greatly according to region, the MSTA did not expound a positive program to rectify the situation. Thus, when the legislature appropriated \$5,000.00 for the 1915 survey, the findings of which might reflect on the state superintendent, the MSTA expressed no real opposition but little enthusiasm. When the uncomplimentary results were released, the Association expressed polite but reserved gratitude. The resulting major school legislation in 1916, therefore, was enacted without MSTA efforts. Clearly, the Association was in an awkward situation. It had

always envisioned itself as a forceful educational leader, but now it appeared only to be a conservative, if not reluctant, partner.

Although their sentiments were not openly expressed, there was a faction in the Association which was giving tacit approval to the new legislation. It is interesting to note that the new law was explained and interpreted to the Association by Albert S. Cook, the Baltimore County Superintendent who was singled out by the surveyors for special credit. At this point, then, the state had a comprehensive and deep-reaching educational law, but neither Superintendent Stephens nor the Association knew just what to do about it.

While the MSTA was cautious in the matter of legislation from 1904 to 1919, activity in several other important areas was successful, often with the blessing and leadership of the state superintendent. It was Stephens who realized that, important as the social aspects of the annual meetings were, there was a need to change the climate of the meeting. It was he who proposed that the meetings be held in Baltimore in the fall of the year so that they might become a culminating gathering for all the educational groups in the state in a general professional atmosphere. For the most part, Stephens' emphasis upon professionalism was to remain for the future, for from 1900 to 1916 a resort area was selected as the meeting place, with recreational facilities a prime consideration.

In the area of curriculum, the Association exhibited

a "progressive" trend, as speeches and committee reports illustrate. Educational terminology received prominent attention in curricular discussions. Terms and phrases such as the science of education, socialization of the school, projects and non-verbal learning, wider concern for children's activities, and meaningful instruction, dot the accounts of the meetings during this score of years. The sharing of members and leaders with the Educational Society of Baltimore, a group which was entertaining the most recent educational concepts, accentuated liberal thinking in the MSTA. At a time when the state department of public instruction was neither equipped nor inclined to give direction in curriculum and when such efforts in many of the counties were meager, the MSTA was filling the void by devoting a large measure of its effort to curricular concerns. It was in this area that the Association exerted its greatest influence, for not only did the teachers who attended the meetings hear the newer thinking about curriculum, but the publication of the proceedings and the circulation of the Maryland Educational Journal and the Atlantic Educational Journal spread these ideas to the teachers of Maryland and neighboring states. The journals would not have been published without the MSTA's backing and guidance, and from 1905 to 1913 they represented a high quality of educational literature.

In the reorganization and administration of the reading circle, the Association made an important contribution to teacher education. Not only did the circle give the study

of pedagogy respect, but also it encouraged teachers to read a wide range of literature for intellectual stimulation. When there was little, if any, in-service training, the Association offered guidance and incentive for continuing education. It is also to the credit of the Association that the value of summer schools was realized, even though the latter competed with the Association's own program by affecting both attendance at summer meetings and enrollment in the reading circle. The Association worked for the establishment of summer schools, especially within the state of Maryland. It was no accident that a professor of education at Johns Hopkins was elected president of the Association just at the time summer schools in the state were starting.

The years from 1900 to 1919 were, then, a period of awakening in Maryland education. New horizons were beginning to come into view, and the Association had helped to bring them about. The organization had grown from 71 members in 1900 to 2,580 in 1919. It had many qualified leaders within its ranks; leaders who were eager to move the Association toward increased activity and new endeavors as the Maryland State Teachers' Association began its fifty-fourth year.

CHAPTER IV

BETWEEN THE WARS, 1920-1941

Overview of Educational Progress in Maryland

Between 1920 and 1941, despite the occurrence of a major economic depression, public education in Maryland made substantial progress, supported and on occasions led by the Maryland State Teachers' Association. To a great extent the guidelines for the enlightened changes emanated from the recommendations of the 1915 survey of the Maryland schools by the General Education Board and from the leadership of Albert S. Cook, state superintendent of public instruction from 1920 to 1942.

As the forties drew closer, representatives among both the public and the profession, agreeing that the unprecedented Flexner survey of 1915 had fostered adequate educational advances during the twenties and thirties, were confident that another impartial survey would elucidate the current issues and problems in the schools to ensure continued development of a strong educational system. Therefore, in 1939 the General Assembly, with strong support from the Maryland Congress of Parents and Teachers, enacted legislation providing for the creation of a commission to survey the public elementary and high schools and the state teachers' colleges. The five-man commission appointed by Governor

Herbert R. O'Connor and headed by chairman Henry M. Warfield selected Dr. Herbert B. Brunner, professor of education at Teachers College, Columbia University, to direct the survey commission. Dr. Bruner and his ten-member professional staff, five of whom were his colleagues at Columbia University, conducted the survey and made their report in 1941.¹

Unlike the Flexner surveyors, who twenty-five years before had exposed serious discrepancies between the school law and educational practice, the new commission found conditions much improved and profoundly changed.² They noted evidence of much progress and enlightened leadership as they investigated the areas of school law, administration, supervision, teacher personnel, pupil personnel, consolidation, transportation, buildings, and finances. In the areas of finances the report recognized the system of state aid in Maryland as "one of the most advanced in the country."³ It is the historical review of this area of school legislation, however, which illustrates most succinctly the progress in Maryland education during the post-Flexner period. Although legislation in 1918 had increased minimum salaries for teachers and had provided for the acceptance of federal aid in the vocational education areas of agriculture, home economics,

¹Maryland State School Survey Commission, The 1941 Survey of the Maryland Public Schools and Teachers Colleges (Baltimore: Maryland State School Survey Commission, 1941).

²Ibid., p. 17.

³Ibid., p. 63.

and trade and industries, one of the most important acts in the history of education in Maryland was passed in 1922. This law established a basis for equalizing educational opportunities for all children in the state through the distribution of a state equalization fund to poorer counties. The basic principle of equalization, still in effect today, was that, if a local unit could not afford a minimum educational program by taxing for public schools at the rate established by law, the state could be responsible for the financial aid needed to assure that minimum program. In 1922 this meant that any county which could not carry the state's minimum program for schools on a levy of sixty-seven cents per one hundred dollars of assessed property value would receive aid from the equalization fund. The same progressive law established a new minimum salary schedule for teachers, principals, and school officials, as well as state aid for salaries for county superintendents, supervisors, and attendance officers, and it increased the minimum school year for colored schools to eight months.⁴

In the years between 1927 and 1931, significant legislation was enacted. In 1927 the state teachers' retirement system was established. Enlarging the scope of the state's educational responsibility, the legislature in 1929 accepted federal aid for vocational rehabilitation and employment of persons disabled in industry or otherwise. Also in 1929, with later additions in 1931, the legislature provided for

⁴Maryland, Laws (1922), c. 382, secs. 1, 2, 3, 132A, 133.

the education of handicapped children and arranged for state aid, to a maximum of \$200.00 for each handicapped child, under the equalization program. In 1931 the attendance law was amended to require children of ages seven to sixteen to attend school, except those fourteen or fifteen who were regularly and lawfully employed. In the same year, the graduation requirement for normal schools increased from two to three years.

In 1933 the state minimum program, used as the basis for calculating distribution of the equalization fund, was more clearly defined to include the following items: (1) minimum salaries as provided by law, (2) an expenditure for current expenses other than teachers' salaries, to be not less than twenty-four per cent of the total expenses, (3) one hundred per cent of the cost of transporting pupils to elementary schools, (4) at least one half the cost of transporting pupils to high schools.⁵ Economic conditions in 1933 dictated a reduction of the tax schedule required for a county to participate in the equalization fund, and, accordingly, the rate was lowered from sixty-seven to forty-seven cents on each one hundred dollars of assessed property value. To compensate for this increased demand on state educational funds, temporary reductions in salaries of teachers and school officials were also authorized by the legislature for a period of two years.

The next important legislative year was 1939, when the General Assembly contributed to the welfare of teachers

⁵Maryland, Laws (1933), c. 261, sec. 1.

by revising the minimum salary schedule for white teachers for the first time since 1922. Both elementary and secondary teachers who had degrees were to be paid at least \$1,200.00 a year, reaching a minimum top salary of \$1,800.00 after seventeen years of teaching experience. The other trenchant act of this 1939 legislature was, of course, the naming of the Bruner Commission to survey and summarize the status of schools and teachers' colleges. Its recommendations, however, especially the one for expansion from an eleven to a twelve-year school system throughout the entire state, would not receive the immediate legislative action accorded those of the Flexner Survey, but would have to wait several years until after World War II.

In the decades between the two wars, Maryland, along with the other states, experienced prosperity, depression, and preparation for war. During these twenty years the population of Maryland increased from 1,449,661 to 1,821,224, with a 181,865 increase in the 1920's and a 189,717 increase in the 1930's.⁶ The prosperity of the 1920's and the depression of the 1930's was reflected in the number of students enrolled in schools and the number of teachers. From 1920 to 1930 there was a gain of over 80,000 pupils, from 241,618 to 277,459; but from 1930 to 1940 the increase was only

⁶Maryland Hall of Records Commission, Maryland Manual 1961-62, Compiled by Morris L. Radoff (Baltimore: Twentieth Century Printing Co., 1962), p. 628.

approximately 20,000, bringing the total to 297,031.⁷ The number of white teachers increased from 5,640 in 1920 to 7,188 in 1940. The pattern of growth was not regular, however, for while the number of teachers increased by over 1,000 in the 1920's, there was a growth of only 177 in the 1930's.⁸

It was within this framework that the Maryland State Teachers' Association existed from 1920-1941. Legislative efforts and accomplishments were important concerns of the Association. The impact of economic conditions on the schools also was reflected in the activities of the Association. The curricular implications of the changing socioeconomic milieu received abundant attention at Association meetings and by various committees.

In the United States during these two decades, many educational ideas that had been talked about and employed on a limited scale before 1920 were now finding more general practice in the schools. The individualism of the 1920's was becoming the socialization of the 1930's. This is vividly portrayed in the pages of the 1941 Maryland school survey. The socioeconomic context of education is the basic theme. The responsibility of the state for a comprehensive educational program is the basic assumption. How this program developed

⁷Fifty-Fourth Annual Report of the State Board of Education, 1920, p. 69. Sixty-Fourth Annual Report of the State Board of Education, 1930, p. 331. Seventy-Fourth Annual Report of the State Board of Education, 1940, p. 331.

⁸Fifty-Fourth Annual Report of the State Board of Education, 1920, p. 11. Sixty-Fourth Annual Report of the State Board of Education, 1930, p. 339. Seventy-Fourth Annual Report of the State Board of Education, 1940, p. 331.

and the part played by the Maryland State Teachers' Association need now to be related.

Annual Meetings and the Growth of the Association

Between 1920 and 1941 the Maryland State Teachers' Association, like the state school system, underwent changes in its structure and program. A new constitution altered its framework, interest in legislation increased, and curricular concerns reflected the changing social and economic conditions. But before these can be discussed, it is necessary to place them in a proper perspective by examination of the change in the annual meeting and the growth of the Association.

For some time, beginning in the early 1900's, the holding of the annual meeting during the summer months at a resort area was losing favor. With the increasing emphasis on attendance at summer schools, the Association found itself in competition with a program of professional growth which it favored. Also, the relaxing atmosphere of a resort environment seemed to be less an inducement to county teachers than a trip to Baltimore City. When, after attracting a record 2,580 membership at the 1919 Christmas vacation meeting in Baltimore, the membership dropped to 515 at an Ocean City conclave in the summer of 1920, the executives saw the need for a change in the traditional time and place for the meetings. Accordingly, the fifty-fourth annual meeting of the State Teachers' Association in 1921 returned to Baltimore, its new permanent meeting place, for a two-day meeting over

the Thanksgiving vacation.

With one exception, from 1921 to 1928 the meetings continued to be held during the Thanksgiving vacation, but this time did not meet with the approval of all the teachers, many of whom did not want to spend the holiday at professional meetings. Dissenters also pointed out that the time was inconvenient for many speakers. After frequent motions and discussions, in 1929 the meeting time was changed to October, with the state department's agreeing to release teachers to attend the meetings and dismiss students from schools for one or two days. Since 1929, then, the annual meeting has always been held in October.

With the move to Baltimore, the general meetings were usually held in an auditorium of one of the larger high schools such as Western, Baltimore City College, or Baltimore Polytechnic Institute, with sectional meetings scattered at various schools throughout the city. In addition to the general and sectional meetings during the two days, a business session was held on Saturday morning. The Baltimore school teachers and the local state normal school prepared exhibits of photographs, charts, maps, and graphs showing the activities and progress of the Maryland schools. Teachers were invited to visit classrooms in the city schools, on the occasions when the Baltimore schools were still in session during the first day of the meeting. Beginning in 1927, the All-Maryland Orchestra, composed of student musicians from the state's high schools, provided diversion for the delegates. This

group, sometimes as large as 150 students, was later complemented by a student chorus. In the evening, entertainment usually included card playing and dancing, as well as a banquet on Friday or Saturday, sometimes arranged by the Baltimore Public School Teachers' Association and occasionally attended by the governor of the state and very often by the mayor of Baltimore City. One of the largest of these banquets was the testimonial dinner in 1938 for Lida Lee Tall, past president of the Association, who, after forty-seven years as a teacher and administrator in Maryland, retired as president of the Teachers College at Towson.

Membership in the MSTA, after dropping from 2,580 in 1919 to 515 in 1920, increased gradually from 2,415 in 1921 to 3,550 in 1941. Part of the increase in 1921 can be accounted for by the new constitutional provision providing that any teacher who joined an affiliated local association automatically acquired membership in the State Association.⁹ During the 1920's membership remained under 3,000; and during the 1930's, just over 3,500.

In 1926 the number of teachers belonging to the MSTA was 2,209, only 29 per cent of the white teachers employed in Maryland. Although Baltimore City contributed the most members, 732, it only had 21 per cent of its teachers enrolled, while the counties had 37 per cent. County membership was variable, however, and in 1926, while there were seven counties with 100 per cent membership, five had less

⁹MSTA, Proceedings (1921), p. 42.

than ten members. Compared with other states, Maryland made a poor showing, surpassing only two states, Alabama and Tennessee, in percentage of membership.¹⁰

An interesting quote from the membership drive of 1926 gives some insight into what the leaders considered the contributions made by the MSTA:

The Maryland State Teachers' Association has always worked for--never against--the welfare of the teachers. It has supported progressive school legislation; some of its departments have contributed to curriculum making, it has promoted good fellowship among its members, greater respect for the profession, a better professional attitude, inspiration through its meetings; its existence led to the organization of county associations; committee working on a Teachers' Pension Plan; it could do more if its funds were sufficient; its existence gives the teachers a concerted voice when needed.¹¹

Apparently, however, many Maryland teachers were not convinced of the validity of the membership committee's claims, as evidenced by the relatively meager membership ratio at

¹⁰MSTA, Proceedings (1926), p. 8. A. B. Crawford cites additional comparative figures in A Critical Analysis of the Present Status and Significant Trends of State Education Associations of the United States, Bulletin of the Bureau of School Service, Vol. IV, No. 4 (Lexington, Kentucky: University of Kentucky, June, 1932). Crawford reports that in 1923, 61.5 per cent of the teachers in the United States were members of state associations. This was 436,392 of the 707,050 teachers in the United States. By 1930 this had increased to 76.8 per cent, or 697 of the 907,625 teachers in the nation (p. 21). By 1930 in Maryland 4,253 of the 8,700 teachers were members of the State Association, amounting to 48.8 per cent. This was in sharp contrast with neighboring states: Virginia had a 92.9 membership; Pennsylvania, 92.3; West Virginia, 85.4; and Delaware, 61.4 (p. 17). Nationwide, the percentage of membership averaged just above 70 per cent during the 1930's. This leveling off was also true of the Maryland Association at a lower level, always below 50 per cent.

¹¹MSTA, Proceedings (1926), pp. 8, 9.

this time, and thus the Association would have to dispel these doubts before realizing any measure of its full potential.

Attendance at the meetings did not necessarily coincide with official membership figures. In the 1920's there were ordinarily present between 1,000 and 2,000 people, except in 1929 when the meeting drew 5,000, called by far the largest gathering of teachers ever assembled in Maryland.¹² In the 1930's attendance fluctuated between 4,000 and 6,000.

Attendance figures for the meetings of state associations often indicated the purpose of these annual gatherings. In the case of Maryland, poor attendance meant a low level of participation in the work of the Association, since the meeting served as the culmination of the year's work. Delaware, whose meetings served the same general purpose as Maryland's, was reporting attendance figures in the early 1930's equal to the number of teachers in the state. In sharp contrast to this was another neighboring state. Pennsylvania, which claimed almost 100 per cent membership, estimated its 1933 attendance at 4 per cent of its teachers. It's yearly meeting was not the all-inclusive gathering aimed for by the Maryland Association, but more of a conference of the educational leaders in the state and the association.¹³

¹²MSTA, Proceedings (1929), p. 10.

¹³R. L. Morton, The Organization of State Education Associations (Columbus, Ohio: The Ohio Education Association, 1935), p. 21. Morton reports that the states having the highest percentage of attendance were California, Delaware, Idaho, Ohio and Washington.

As the Association grew, so did the size of its budget, with most of the expenses related to support of the annual meeting. Annual dues were set at \$1.00 in 1921 and remained there until 1944. This was the minimum charge leveled by any state association for membership. A 1922 survey indicated that of twenty-three reporting state associations, fourteen imposed a yearly fee of \$2.00; three, a fee of \$1.50; and five, a fee of \$1.00.¹⁴ Another study, ten years later revealed that Maryland had not acceded to the trend of raising the amount or of using a sliding scale based on annual salary for its yearly assessments.¹⁵

The Maryland Association for the year 1922-23 ranked thirty-fourth among all state associations in financial receipts and expenses.¹⁶ Many states, of course had larger budgets, not only because their associations were more advanced, but also simply because they were larger states with more teachers. MSTTA receipts for 1922-23 amounted to \$2,721.99, \$2,505.00 of which came from membership dues and \$150.00 from state appropriations. Expenses totaled \$2,201.21, with just over half going for the annual meeting.¹⁷ Featured speakers

¹⁴Arthur Chamberlain and Richard G. Boone, Study of State Teacher Associations (San Francisco: Educational Press Association of America, 1922), p. 6.

¹⁵Morton, op. cit., p. 15. California, Colorado, New Mexico, and Texas now had dues of \$3.00. In New York, dues were \$1.00 for those with salaries less than \$1,000.00 a year and \$3.00 for those with salaries above \$2,500.00. Many states also still retained the tradition of charging women less than men for membership.

¹⁶Granrud, op. cit., p. 34.

¹⁷MSTTA, Proceedings (1922), p. 40.

generally received about \$150.00, with programs costing about the same amount during these early years of the 1920's. In December, 1922, the treasurer announced a balance of \$4,750.73.¹⁸

Expenditures for the meetings increased, and from 1926 to 1928 they amounted to between \$2,000.00 and \$2,500.00. In 1929, the first meeting with a membership of over 3,000, the meeting cost just over \$3,000.00.¹⁹ During the 1930's Rozell Berryman, treasurer from 1910 to 1937, reported that, despite the national economic depression of the 1930's, expenditures of the Association remained the same.

By 1941 the treasurer, Charles W. Sylvester, reported a balance of \$2,977.79. Income from dues and contributions was \$2,958.75. Disbursements as of November, 1941, amounted to \$3,627.93. This included \$513.00 for speaker Wythe Williams; \$131.75 to defray the expenses of some of the sectional meetings; \$442.86 for the All-Maryland High School Chorus and Orchestra; \$1,245.45 for general printing and convention proceedings; \$200.00 for regional meetings; and \$571.65 for expenses and salary for the secretary, assistant secretary, and treasurer. Total assets of the MSTA in November, 1941, including the bank balance, mortgage investments, and United saving bonds, totaled \$11,112.68.²⁰

Numerically and financially, the MSTA had grown. It was indeed doing things on a larger scale. Its stability had

¹⁸Ibid., p. 41.

¹⁹MSTA, Proceedings (1929), p. 6.

²⁰MSTA, Proceedings (1941), pp. 24, 25.

been provided for by an agreement concerning a permanent time and place for the annual meeting. Yet, in 1941, with only 3,740 of the approximately 7,600 white public school educators as members, less than 50 per cent of the State's eligible personnel belonged. It remained the challenge of the post World War II Association to swell the established ranks so as to make itself a large and representative body of Maryland educators.

Organization and Operation of the Association

During this period of changing educational conditions, both the Maryland State Teachers' Association and the National Education Association were experiencing common concerns about the structure of their organizations. On each level, affiliation procedures and a more democratic method of official representation by the affiliates for the conducting of business needed to be established constitutionally. The NEA settled this problem in July, 1920, when, under the new plan, the educational association of each state, territory, or district became entitled to affiliation with the national association and to proportionate representation in official business matters. Each state affiliate could elect one delegate for each one hundred members belonging to the NEA. Annual dues were set at \$10.00 for each delegate.²¹

Just one year after the NEA reorganized and the MSTA

²¹National Education Association, Addresses and Proceedings of the Fifty-Eighth Annual Meeting (Washington, D. C.: National Education Association, 1920), pp. 6, 7.

officially affiliated with the NEA, the Maryland teachers adopted a similar constitution on November 26, 1921.²² The major change in the new constitution, which was the work of a committee appointed in 1920 under the chairmanship of M. S. H. Unger, Superintendent of Carroll County Schools, was the establishment of a representative assembly. Following the pattern of the NEA, this representative assembly, composed of delegates from the local associations and affiliated departments, was to function as the legislative body of the Association. Representation was to be determined according to the size of the local groups and departments. The counties and Baltimore City were each to elect one delegate at large for every 200 teachers, in addition to one representative for every 100 teachers from each department.

Prior to the establishment of the assembly, each member attending the annual meeting had had one vote which frequently resulted in the teachers in the area of the meeting determining the proceedings because of their voting strength. With the adoption of this structural reorganization, however, the Association hoped that its policy would be determined along more democratic lines.²³

²²MSTA, Proceedings (1921), p. 47.

²³As indicated earlier, the 1921 constitution made this provision concerning membership: "All persons actively in educational work in this State shall become active members by becoming a member of a local organization and paying the annual dues of the local association, one dollar of which shall constitute the annual membership dues to the State Teachers' Association..." MSTA, Proceedings (1921), p. 42.

The ratio of delegates to the representative assemblies in various state associations is interesting. In 1933 North Carolina had one delegate for every ten members, while Kansas had the lowest ratio of all state associations with one for every 760 members. Morton, op. cit., p. 18.

According to the constitution, the four departments to be established in each county were primary and elementary, rural, secondary, and principals. In Baltimore City the number was expanded to seven to include the departments of kindergarten, elementary, female secondary, and male secondary educations, along with teacher training, principals, and junior high schools.²⁴ In addition to these eleven, other departments long affiliated with the Association, such as music, classical languages, history teachers, and vocational education, were allotted official representation.

Superintendents were not excluded from membership; indeed, there were five superintendents on the committee of seven that wrote the constitution,²⁵ and the superintendent of each county and Baltimore City were members of the representative assembly. In 1923 an amendment was passed to include the state superintendent as a member of the representative assembly.²⁶

This continued reliance upon the state superintendent was characteristic of most of the state teachers' groups. Studies in the 1920's conclude that the state associations were rarely independent, voluntary organizations with the members in complete charge. Maryland was one that continued to receive state financial aid, although only about \$200.00 a year. This was much less than the larger neighboring states

²⁴MSTA, Proceedings (1921), p. 44.

²⁵MSTA, Proceedings (1920), p. 8.

²⁶MSTA, Proceedings (1923), p. 16.

to the north and south. Pennsylvania received approximately \$3,500.00 a year, and Virginia, about \$1,000.00.²⁷

It must be noted that this dependence on a comparatively small number of individuals with more responsible positions was a necessity in many respects. In many states the membership was either so large, or, as in the case of Maryland, so scattered, that no concrete work would have been carried on at all except through the offices of these people.

The first representative assembly of the MSTA met on Saturday morning, December 2, 1922. It was this group which heard the committee reports and conducted the business, while the sectional meetings were devoted to curricular concerns, and the general meetings, to major speeches. It was at this first meeting of the assembly, for instance, that the MSTA reading circle came to an official end. Because of the growing importance of extension courses and summer schools, Maryland joined the great majority of other state associations in ending this activity. The \$1,066.00 left in the reading circle fund was turned over to the MSTA with the hope that it would be used for another state-wide project.²⁸

Although the December meeting was the first meeting after the reorganization, discontent about the vitality of the Association still persisted within the group, for a proposal was made and a committee appointed to study the

²⁷Chamberlain, op. cit., p. 10.

²⁸MSTA, Proceedings (1922), p. 58. Chamberlain reports in his study that in 1922 only ten out of thirty reporting associations still had reading circles. Chamberlain, op. cit., p. 8.

matter of the purpose and aims of the Association in order that the organization might be further rejuvenated.²⁹ In 1923 the committee asked for another year to study the problem.³⁰ The sparks of reform evidently had faded, however, and the request proved to be a delaying action, because this committee never was called upon to report, and demands for change ceased to be expressed.

Elections of officers continued to be uncontested, determined often by acclamation rather than by vote. Only on rare occasions was there recorded an isolated expression of discontent about the routine nature of the elections. The arrangement for the presidency to alternate between teachers and administrators remained in the new constitution, with an unwritten arrangement to proportion the offices among the counties and Baltimore City.

As membership grew and interests became more diverse, an effort was made from 1929 to 1934 to concentrate the major activities of the annual meeting around the three major divisions of the MSTA: the kindergarten-primary group, the intermediate group, and the secondary group. Each group met at a different high school in the city at the initial meeting on Friday. The general session was not held until Saturday, after the meeting of the representative assembly. The need for an initial general meeting to create a feeling of unity among the delegates manifested itself increasingly over the

²⁹MSTA, Proceedings (1922), p. 65.

³⁰MSTA, Proceedings (1923), p. 35.

five year period, however, and in 1935 the annual convention once again began with a large general assembly followed by twenty-five sectional meetings.

Despite alterations in the structure of the Association and the experimental modifications of the annual meetings, there persisted a concern, at least among some of the members, about the actual effectiveness of the Association. From these doubts, there emerged in the middle of the 1930's a sentiment for developing a continuous program for the MSTA, rather than just an annual meeting. If the Association was to become more effective, critics argued, it needed a sustaining program for teacher participation between the annual meetings. In 1937, therefore, the representative assembly adopted two significant resolutions to expand the Association's program. One asked the incoming executive committee to consider whether the time had come for employing a full time executive secretary "to guard and promote the educational interests and welfare of the children and teachers of the State."³¹ The executive committee rejected the idea of an executive secretary as premature and reported this disapproval at the 1938 meeting.³² At a time when almost forty states had full time executive secretaries, Maryland was not yet ready to consider such a move seriously.³³

The other resolution at the 1937 meeting, aimed at

³¹MSTA, Proceedings (1937), p. 19.

³²MSTA, Proceedings (1938), p. 28.

³³Elsbree, op. cit., p. 517.

developing a more complete program, requested the appointment of a committee to determine a continuing activity program throughout the state to "effect a greater coordination of activities and increase integration of purposes which will enlist the common interest of all persons engaged in the several fields of public education in the state."³⁴ The committee to work on this task was to be a representative body drawing its members from elementary through college levels, including both teachers and administrators and representing separate school systems or separate institutions of higher learning. Members were to work for extension of educational and recreational opportunities for the children and youth of the state, the maintenance and development of conditions favorable to the welfare of teachers, the maintenance and development of conditions favorable to professional growth and advancement of teachers, and "a better understanding of the opportunities and responsibilities of the teacher in relation to the economic, social, political and aesthetic conditions of the state and nation."³⁵

The result of this resolution was the appointment of a special policies committee, which first reported at the 1938 annual meeting and which made both general and specific recommendations. This committee urged that the Association strive for better articulation of local, state, and national teachers' organizations; invite suggestions from the state

³⁴MSTA, Proceedings (1937), pp. 19, 20.

³⁵Ibid., p. 20.

and Baltimore City department of education for the improvement of the Association's program; consider proposals for teachers' welfare; plan a continuous program throughout the year; institute a series of regional meetings; and hire an executive secretary.

With the exception of employing an executive secretary, the Association accepted these recommendations, with special attention given immediately to the starting of regional meetings.³⁶ A subcommittee of the special policies committee was appointed to study and plan a program of such meetings. This committee suggested the establishment of five areas: two on Maryland's "Eastern Shore," with the five upper counties one region and the four lower counties another; Western Maryland; Central Maryland; and Southern Maryland. Each region was voluntarily to initiate these professional sessions, co-sponsored by the MSTA and the officials of the participating counties. The MSTA agreed to provide professional leadership and financial aid not to exceed \$500.00 a year.³⁷ Importantly, all meetings were to be planned carefully to make clear the distinction between the professional efforts of the county organizations and the regional meetings by avoiding duplication of activities.

These regional meetings were held from 1939 to 1942 when war limitations on transportation made it necessary to cancel them. Some regions met twice a year, but usually

³⁶MSTA, Proceedings (1938), p. 28.

³⁷Ibid., p. 30.

only one spring assembly was held. Southern Maryland members convened at the University of Maryland, making good use of available faculty members for the program, while the upper-shore region often met at Washington College in Chestertown. In the 1938-39 school year, 4,200 people attended the various regional gatherings.³⁸ By 1940 the educational policies committee reported that the regional meetings had been successfully established and were fulfilling very adequately the professional needs of the teachers in the various regions. Evidence indicated that these meetings were "extending the influence of the program of the annual meeting of the State Teachers' Association and reinforcing the educational services of the State Association."³⁹

If this 1940 evaluation was correct, the regional meetings were accomplishing their purpose, to operate as an intermediate professional group between the state and local associations and to maintain continuing interest in the themes and concerns entertained at the annual meetings of the Association. Illustrative of this close relationship between these groups are some of the themes of the regional gatherings, such as "Equalizing Educational Opportunities for Children," "Meeting the Needs of the Child," "Meeting Challenges to Education," "Interpreting Institutions of Democracy," and "Education and Common Defense"--the very concerns entertained during this time by the MSTA at large.

³⁸MSTA, Proceedings (1939), p. 21.

³⁹MSTA, Proceedings (1940), p. 21.

According to the Association's theorists, coordinated activities on the local, regional, and state professional levels were commendable, but teachers also should participate in a national organization. The largest and best-known national organization for teachers was the National Education Association. Two leaders of the MSTA had also been presidents of the NEA in the 1800's, Libertus Van Bokkelen in 1869 and M. Alexander Newell in 1877, but membership from Maryland had never been large. It did grow, however, from 447 in 1921, when Maryland officially affiliated with the NEA, to 1,476 paid-up members in 1941.⁴⁰

When a rival organization, the American Federation of Teachers, was organized in 1918 under the auspices of the American Federation of Labor, the Association made it clear that they were not interested in joining. They resolved that it was the "sense of this Association that it does not serve the teachers' interest best to organize as a branch of the American Federation of Labor, or any other non-professional organization."⁴¹ Their loyalty was then and as now with the NEA.

Without a state journal or a central staff, the Association's cooperation with the NEA from 1920-1941 was limited largely to the activities of the state's NEA director,

⁴⁰National Education Association, Official Membership Count Notebook (unpublished notebook of the Membership Division of the National Education Association), pages are not numbered consecutively.

⁴¹MSTA, Proceedings (1919), p. 48.

committee membership, and the attendance of a few delegates at the annual national meeting. Financial support for the national organization usually amounted to \$10.00 for each 100 members from the state. This, however, was not precisely the way MSTA contributions to the national organization were calculated, since even the NEA did not publish accurate accounts about paid-up membership until 1930, preferring to include all teachers who signed as members. For example, in 1926 the NEA gave Maryland credit for 1,371 members, but total contributions of only \$70.00 were reported.⁴²

This loose relationship between the two organizations remained in effect for some time. During this time, the president of the NEA frequently asked the president of the MSTA to nominate people for national committees. Throughout the 1920's and 1930's, Marylanders served on NEA committees concerning retirement, tenure, classroom teaching problems, legislation, credentials, equal opportunity, health problems in education, the Horace Mann centennial celebration, international relations, necrology, resolutions, and home for retired teachers, and after 1936, on a committee to coordinate the activities of the state and national organizations. Maryland's delegations to the NEA's annual convention remained small in the 1930's usually numbering no more than five.

Between the wars, the Maryland State Teachers' Association had made progress in its organization and operation. Already effected was its first democratic legislature. But

⁴²MSTA, Proceedings (1926), p. 46.

during this time two other important concepts, a year-round program of leadership and genuinely active affiliation with the NEA, remained only in their infancy. Maryland was lagging behind the majority of other state teachers' associations in growth and maturity.

Legislation and Other Committee Concerns

From the important legislation in 1922 establishing an equalization principle to the act in 1941 establishing a uniform minimum salary schedule for all teachers, the Maryland State Teachers' Association endorsed and supported legislation deemed desirable for the improvement of the school system and the betterment of teachers. On all occasions this was done in cooperation with the state department of education, led by State Superintendent Albert S. Cook. Almost annually during these decades, the Association passed a resolution in support of Superintendent Cook, not only for his valuable professional leadership, but also for his efforts in the promotion of helpful school legislation. Moreover, when the governor of the state manifested an interest in educational affairs, as in the case of Governor Albert C. Richie, appreciation was expressed by the Association. The legislative committee operated during this period to keep watch over legislative proposals and enactments, giving aid to any groups interested in supporting favorable legislation and discouraging detrimental measures.

One of the major concerns in the 1920's was to secure

legislation for a more adequate retirement plan for teachers. The existing plan in 1920 stated that teachers with twenty-five years of service might at the age of sixty receive a pension of \$400.00 a year if they were unable to teach any longer, had no other means of support, and had the recommendation and approval of county and state boards of education. These conditions amounted to a state of incapacity and a plea of poverty, hardly satisfactory criteria for retirement from the teaching profession. In 1922, at the suggestion of Superintendent Cook, an Association committee was appointed to confer with a committee of county superintendents on the matter of teachers' pensions.⁴³ This became the standing committee on teachers' pensions, with Edwin M. Broome, superintendent of schools in Montgomery County, as chairman. In 1925 the committee was given \$1,000.00 to use in its efforts to secure a better retirement system. By 1927, their objective was realized. According to the annual report of the state superintendent, it was this committee of county superintendents acting for the Maryland State Teachers' Association that did the necessary research and engineered the passage of the law.⁴⁴

The 1927 legislation placed the pension system on an actuarial basis, with retirement possible at age sixty and compulsory at age seventy. Predicated on an equal sharing

⁴³MSTA, Proceedings (1922), p. 36.

⁴⁴Sixty-Second Annual Report of the State Board of Education, 1927, p. 238.

of contributions to the fund by teachers and employers, it included a disability allowance based on salary and years of service and, regardless of length of service a provision for teachers leaving the system to withdraw their contributions plus 4 per cent interest. The fund was to be directed by a board of trustees, with two teachers elected by the State Association as members.⁴⁵ In 1929, just two years after the plan was established, 4,619 of the 5,000 teachers employed in the county schools were contributing members.⁴⁶ The city teachers were not included because they had an independent plan.

With the retirement system well established, the teachers' pension committee of the MSTA was disbanded in 1931. Not until 1940, when the United States Congress was thinking of extending old-age benefits under the social security plan to cover all employees of the states, would the MSTA again give attention to this matter. At this time, as a precautionary measure, the legislative committee was directed to study the merits of this new coverage, especially to see if it would be detrimental to the retirement plan and, if so, how the teachers' interests might be protected.⁴⁷ Although the Association later reversed its position, in 1940 it did not feel that social security coverage was in

⁴⁵Ibid.

⁴⁶Maryland State Department of Education, A Decade of Progress in Maryland's Public Schools, 1920-1930, Maryland School Bulletin, XII, No. 2 (Baltimore: Maryland State Department of Education, 1930), p. 13.

⁴⁷MSTA, Proceedings (1940), p. 19.

the best interest of teachers.

During the 1920's Maryland teachers had benefited by improvement in salaries, especially through the MSTA-backed legislation of 1922. Minimum salaries for white teachers set by the 1922 legislation ranged from a beginning salary of \$950.00 to \$1,150.00 after eight years' experience for elementary school teachers, and from a beginning salary of \$1,150.00 to \$1,350.00 after seven years' experience for high school teachers.⁴⁸ Although this scale remained in effect until 1939, average salaries, with the expressed approval of the MSTA, tended to be above the minimum requirements.

In the decade from 1920 to 1930, the average salary for better trained, experienced teachers rose from \$631.00 to \$1,194.00 for white elementary school teachers and from \$1,017.00 to \$1,552.00 for high school teachers.⁴⁹ The biggest gains were made by elementary school teachers, as Maryland's average of \$1,373.00 almost equaled the \$1,400.00 average salary for teachers in the United States in 1930.⁵⁰

In the 1930's, opposing the state's tendency to reduce expenditures for education as a measure to counter-balance the economic depression, the MSTA made efforts to

⁴⁸MSTA, Proceedings (1938), pp. 17, 18.

⁴⁹Maryland State Department of Education, A Decade of Progress in Maryland Public Schools, 1920-1930, Maryland School Bulletin, XII, No. 2 (Baltimore: Maryland State Department of Education, 1930), p. 12.

⁵⁰Dennis H. Cook, "Status of Teachers," Encyclopedia of Modern Education, ed. Harry N. Rivlin (1943), 818. Negro salaries in Maryland still remained lower than those of white teachers, usually by three or four hundred dollars.

curb legislation unfavorable to education in general and to salaries in particular. Resolutions were passed at every session from 1932 to 1936 requesting the General Assembly not to decrease school funds, especially salaries, since reduced pay would not attract competent teachers and, thereby, would reduce the educational opportunities for students. They maintained with some vehemence that good salaries were necessary to insure good teaching.⁵¹

In 1933 the legislative committee sent a letter to the General Assembly's Senate committees on education and finance, asking for a hearing if either committee decided to give serious attention to proposed legislation involving the state's educational program or personnel.⁵² With little hope for any new legislation, the Association was grateful if the legislature maintained the status quo. In 1933 they complimented the legislature for adjourning without passing "any destructive legislation regarding public education."⁵³ It was pointed out by the chairman of the legislative committee that the Association should receive credit for helping to forestall unfavorable legislation. He maintained that "A potent factor in the splendid record was the high degree of support by the unanimity among the teachers of our state... and the Governor, Mayor of Baltimore, and members of the General Assembly knew of the strong support given by our

⁵¹MSTA, Proceedings (1932), p. 20.

⁵²MSTA, Proceedings (1933), p. 14.

⁵³Ibid., p. 15.

body of conscientious teachers to prevent pernicious inroads upon public schools."⁵⁴ The report continued by asserting that the "support of a strong city and state association is the best insurance against legislative butchery."⁵⁵

Despite these endeavors of the MSTA and the efforts of allied groups, such as the Maryland Congress of Parents and Teachers, the Baltimore Council of Parents and Teachers, and the Baltimore Public School Association, salaries of school teachers were reduced. By 1934 legislation permitted salary reduction for county teachers of from 10 to 15 per cent extending over a two year period.⁵⁶ The local systems also curtailed the number of teachers as an economy measure.

During 1935, 1936, and 1937, efforts were made to increase school funds and to restore salaries to their previous levels. The MSTA gave credit to the Maryland Congress of Parents and Teachers for their endeavors at the legislative sessions. In 1935, 1,000 representatives of that group appeared before the governor and legislative committees to protest continuing cuts in school funds.⁵⁷ In 1936 members of the MSTA's legislative committee wrote to their state delegates and senators and visited the legislature to explain the undesirability of some of the proposed legislation.⁵⁸

⁵⁴Ibid.

⁵⁵Ibid.

⁵⁶Sixty-Eighth Annual Report of the State Board of Education, 1934, p. 13.

⁵⁷MSTA, Proceedings (1935), p. 16.

⁵⁸MSTA, Proceedings (1936), p. 21.

A 1936 resolution called for "vigorous action in support of beneficial legislation and in opposition to injurious legislation."⁵⁹ By 1936, with the economy improving and both the MSTA and the Maryland Congress of Parents and Teachers backing the movement, salaries began to recover. By 1937 the restoration was complete.⁶⁰

In the midst of the debate over restoration of salaries, the Association was forced to enter the realm of politics from another door to protect the interests of its members. Although it did not then become a major issue, as it did later in the 1940's, a loyalty oath for teachers was suggested in the 1930's, and the Association opposed it. Although proposed loyalty oaths had failed to pass the legislature in 1933 and 1934, in 1935 the Daughters of the American Revolution sponsored the Oath of Allegiance Bill, called the White Bill.

Along with members of some of the other state and city organizations, members of the legislative committee of the MSTA appeared at hearings on the bill. In the final hours of the legislative session, the bill was passed, and immediately the legislative committee went to work with committees from other organizations to influence the governor to veto the bill. These conferences, the committee reported, encouraged Governor Nice to talk to influential citizens who spoke against the bill and persuaded him to withhold his signature, thus

⁵⁹Ibid., p. 22.

⁶⁰MSTA, Proceedings (1937), p. 19.

nullifying the enactment.⁶¹ The teachers felt that a special oath for teachers was not necessary, a point of view which would later be expressed with more vehemence and conviction when the issue became prominent in the late 1940's. With school funds restored and economic conditions somewhat stabilized, the Association again entered politics, deciding that it would be advisable to give more attention to the candidates for political office in order to ensure an adequate legislative program. Cognizant of the dependence of educational programs upon the support of the state legislature and other governing bodies, the MSTA pledged to make an "intelligent non-partisan study of the program and proposals of all persons who present themselves as candidates for any office in the state that may affect the progress of education of the welfare of children, teachers or other persons engaged in the work of public education in the state...and to communicate to their members the true findings of their investigations."⁶² Since the Association had no staff, journal, or newsletter, this resolution did not result in effective action. It did, however, indicate that the Association considered it proper for political candidates to be evaluated carefully concerning their views and records on matters of education.

Still the decade moved along. Although salaries had been restored to their pre-depression levels, there had been no change in minimum salary legislation since the 1922 decrees,

⁶¹MSTA, Proceedings (1935), p. 22.

⁶²MSTA, Proceedings (1938), p. 25.

which included a differential between the elementary and high school teachers' compensation. In 1938, then, a committee was appointed to investigate the matter of salaries and to attempt to secure legislation necessary for the establishment of a new schedule for all public school teachers in Maryland.⁶³

In December, 1938, the executive committee voted to pay \$422.00 for the printing and distributing of a salary schedule prepared by a committee of superintendents and to place \$500.00 at the disposal of President Wendell E. Dunn for the work of the salary study committee.⁶⁴ Committee members decided that, rather than to arrange a demonstration in Annapolis, they would ask the members of the Association to "work in cooperation" with local teachers' associations, county administrators, and local chapters of the Maryland Congress of Parents and Teachers.⁶⁵ Evidently, efforts to influence the legislators were successful, for the 1939 legislation passed a new minimum single salary schedule, in which elementary and secondary school teachers were placed on the same schedule according to preparation and experience. The scale for white teachers ranged from \$1,200.00 to \$1,800.00, and for Negro teachers, from \$1,000.00 to \$1,600.00. Two years later, in 1941, the MSTA supported legislation giving the same minimum salary schedule to all teachers,

⁶³MSTA, Proceedings (1938), p. 25.

⁶⁴Ibid., p. 83.

⁶⁵MSTA, Proceedings (1939), p. 18.

regardless of race.⁶⁶

In addition to the single salary schedule, the 1939 legislature enacted the legislation for the Bruner survey of public education, strongly supported by the Maryland Congress of Parents and Teachers. In contrast to the cautious and somewhat skeptical attitude toward the 1915 survey, the State Teachers' Association welcomed the proposed investigation. The legislative committee reported in 1939 that, with the full cooperation of administrators, the State Teachers' Association, and other citizens, the passage of the PTA survey bill was quickly brought about.⁶⁷

When the survey was completed and the results published in 1941, the MSTA committee on educational progress was in agreement with the recommendations that all Maryland schools should be extended from an eleven to a twelve-year program and that the curriculum should be broadened to include a wide variety of educational experiences that stress the development of a social philosophy.⁶⁸ The recommendations were referred to the Legislative Council of the General Assembly for study, but legislation implementing the suggested changes was a post World War II achievement.

Throughout the period between the wars, the MSTA looked beyond its own state boundaries to support the NEA and its concern for national legislation. During the 1920's

⁶⁶MSTA, Proceedings (1941), p. 22.

⁶⁷MSTA, Proceedings (1939), p. 19.

⁶⁸MSTA, Proceedings (1941), p. 10.

the MSTA set its policy in favor of federal aid to education, passing numerous resolutions supporting the NEA in its endeavors to secure passage of legislation giving financial aid to the schools.⁶⁹ During the 1930's the MSTA continued this policy by supporting provisions by the federal government to allot money to local school systems through government agencies like the Public Works Administration, Works Progress Administration, and the Federal Emergency Relief Administration.⁷⁰

In 1936 a committee on coordination of the MSTA was formed for the purpose of furthering national legislation sponsored by the NEA. This committee was to cooperate with the executive secretary of the NEA in his efforts to promote and publicize legislation. Clearly, the policy of the MSTA was to follow the lead of the NEA in matters of national legislation and, in order to make certain that this was understood, the Association in 1937 went on record with a resolution in support of the principle of further federal aid for the advancement of education.⁷¹ Again, the absence of an Association periodical limited the publicity to reports at the annual meetings in 1936, 1937, and 1938. Though these reports analyzed and explained the merits of the NEA legislation, this limited scope and audience hindered their effectiveness.

Following the lead of allied groups, the Maryland

⁶⁹MSTA, Proceedings (1922), p. 61.

⁷⁰MSTA, Proceedings (1935), p. 19.

⁷¹MSTA, Proceedings (1937), p. 21.

State Teachers' Association supported myriad legislative proposals from 1920-1941. Working with the state department of education, school officials, the Maryland Congress of Parents and Teachers, and the National Education Association, the MSTA advocated legislation for the improvement of education and the welfare of teachers, the latter cause commanding more and more of the group's attention. Although the lack of a central staff and a periodical limited communication, and although the Association itself did not initiate legislative activity, members were active in committee work and in visitations to the legislature. From the MSTA, members received information and guidance useful in their education about legislative concerns and helpful as they worked with other groups. Later decades would see even greater demands for teacher benefits and a more potent machinery for realizing these demands.

Curricular and Instructional Concerns

With the general meetings drawing an unwieldy attendance of 6,000 members and the smaller representative assembly concerned primarily with committee reports and determination of policy, it remained for the department meetings to explore specific curricular concerns. One year after the new constitution of 1921 reorganized the structure of the Association, there were fifteen affiliated departments. By 1941 this number had grown to twenty-five and included the following departments: agriculture, art, classical,

commercial, English, geography, guidance, history, home economics, industrial, intermediate, kindergarten-primary, mathematics, modern language, music, occupational, parent-teacher, physical education, school library, science, secondary, special education, teacher-training, vocational education, and elementary principals.

The sectional meetings held by the departments served as means of conveying instructional material and procedures to teachers. Convening at various schools throughout Baltimore, teachers heard both local and nationally known speakers, examined exhibits, and occasionally observed demonstration lessons. The purpose of these meetings was to advance instruction and bring to the teachers' attention new methods and concepts of learning. Each section was asked to submit a summary of its meeting to the MSTA, which would then incorporate the summary into the proceedings for that year. These summaries varied from very sketchy statements to detailed recordings of each speech and all ensuing discussion. It was possible for the teachers in Maryland, by carefully reading the sectional summaries, to gain a better understanding of the current curricular situation on both the state and national levels.

Throughout this period, the MSTA functioned not only as a recipient of suggestions from both its own departments and outside groups, but also in turn as a spokesman before the public and the legislature concerning advances in curriculum and instructional technique. In the 1920's the Parent-

Teachers' sections, along with an allied but independent group, the League of Women Voters, urged the Association to encourage more teaching about the functioning of government.⁷² The Association, meanwhile, favored the initiation of American Education Week in 1921 to enable the public to observe class instruction.⁷³ Also, it heartily endorsed the work of the Public Athletic League and favored measures to include physical education instruction in the schools.⁷⁴ The Association also expressed its favor of some of the newer measurement techniques being introduced by adopting a resolution supporting the use of achievement and other similar tests.⁷⁵

Consistent with their sentiments earlier in the century, the Association went on record in favor of international arbitration and disarmament. It still opposed the inclusion of military training in the curriculum, believing that, because the schools should "use their energies to promote the spirit of international cooperation and good will for universal peace, any movement or effort having for an object training for military service in our schools should be discouraged."⁷⁶

Although sectional meetings were concerned only with special interests and although resolutions dealt with only a

⁷²MSTA, Proceedings (1921), p. 35.

⁷³MSTA, Proceedings (1922), p. 33.

⁷⁴MSTA, Proceedings (1921), p. 36.

⁷⁵MSTA, Proceedings (1923), p. 33.

⁷⁶MSTA, Proceedings (1922), p. 44.

small sampling of curricular concerns, an examination of the speeches made at annual meetings and reports of certain committees reveals a wide spectrum of curricular trends and themes considered by the Association. In the 1920's, with Maryland still a rural state boasting only one large city, rural education problems received prominent attention in numerous speeches. At the same time, the rapid industrialization of both the nation and the state resulted in heightened emphasis upon industrial-vocational training. The battle over the inclusion of this type of training in the schools was over, the debate having advanced at this point to questions concerning the extent and methods of vocational training. Times had changed since the early meetings of the Association, when this digression from the academic curriculum had caused such vehement denunciation.

In the twenties, the Association entertained at its annual meetings myriad distinguished speakers as purveyors of progressive ideas for Maryland's teachers. From Teachers' College, Columbia University, came Elbert K. Fretwell in 1921 to talk about extra-curricular activities in the secondary schools, followed by William Heard Kilpatrick on the new conception of subject matter in 1924, and, at the 1928 meeting, by David Snedden on Deweyism and Dean William F. Russell on education and international understanding. Other speakers were Henry Suzzalo of the Carnegie Foundation; Frank J. Goodnow, president of Johns Hopkins; Ramond A. Pearson, president of the University of Maryland; Charles A. Prosser,

director of Dunwoody Institute in Minneapolis; Arthur Holmes, professor of psychology at the University of Pennsylvania; John L. Stenquist, director of the bureau of statistics and research of the Baltimore department of education; former United States Commissioner of Education, P. P. Claxton; and, of course, on many occasions the state superintendent of public instruction, Albert S. Cook.

While these speakers and subjects indicate general concerns, a more detailed analysis of the 1929 annual meeting serves to illustrate specifically the educational currents at that time. This was the first meeting with an official membership of over 3,000, and the attendance of 5,000 made it the largest meeting of teachers ever assembled in Maryland. At the first general session, the teachers heard Dr. Ross L. Finney, professor of education at the University of Minnesota, address himself to "The White Collar Dilemma." Dr. Finney deplored the trend in American education designed to educate and elevate people away from overalls and into white collar jobs, with the implication that there was something degrading about a non-professional vocation. All students should, said Dr. Finney, receive a cultural education which would help them to understand science and appreciate art and philosophy. They should understand the "new humanities," as they were called, of psychology, anthropology, sociology, economics, politics, ethics, metaphysics, and history. Preparing students to understand the real values in life, not just vocational

advancement, should be the goal of education he averred.⁷⁷

Meanwhile, in the meeting of the intermediate department, Dr. E. E. Lewis of the department of school administration of Ohio State University was discussing new methodology. In an address entitled "Bringing Our School Room Practice Up to Accepted Theory," Dr. Lewis observed that old and false notions concerning childhood that had been in vogue for hundreds of years had been discredited and replaced by a contrary doctrine. Education no longer involved merely reading and reciting, but also experiencing and learning. Valid, he proclaimed, were the ideas of people like Dewey, Meriam, Kilpatrick, and Bode, who insisted that, while the teacher is an aid to learning whose function is to guide and to help, the student must educate himself. With activity the watchword, the quiet, disciplined classroom was no longer accepted as a criterion of successful teaching. Dr. Lewis then reviewed some of the newer experiments in education, such as the Winnetka plan of individualized instruction, the Dalton laboratory plan, the Morrison unit plan, teacher-pupil planning, socialized recitation, and the introduction of practical arts activities. The good teacher, said Dr. Lewis, should be a specialist in three things: (1) knowledge of child nature, (2) knowledge of one or more subject fields, and (3) skill in the best methods of stimulating and creating a live interest in these fields. Commensurate with the provision of an increased amount of freedom for planning by teachers

⁷⁷MSTA, Proceedings (1929), pp. 13-17.

and pupils should be an interpretation of the school room as a laboratory and a library for activities, not simply a place to mouth empty verbalisms and rote recitations.⁷⁸

At the primary section, Miss Annie E. Moore of Teachers College, Columbia University, speaking on "The Modern Primary School" and using the Dalton and Winnetka plans as examples, reiterated the need for a new conception of education, one that would allow for individual differences and meet the needs of the child. She saw the classroom as a self-sustaining community in which the child could participate in a variety of activities.⁷⁹

The president of the MSTA, Charles W. Sylvester, sounded the note of progressivism as he expressed favor for education for the handicapped, educational and vocational guidance, placement services, adult education, public relations, and cooperation with business and industry. Maryland teachers, noted President Sylvester, were in accord with the progress of the times, and he rather amazingly predicted that television would no doubt be a factor in education in the years to come.⁸⁰ Such was the tenor of the 1929 meeting. Here was proof that the Association, with its meetings sparked by speakers in the vanguard of educational thought, left the decade not only cognizant of new ideas but also interested in their implementation.

⁷⁸Ibid., pp. 17-24.

⁷⁹Ibid., pp. 24-30.

⁸⁰Ibid., pp. 30-37.

In the 1930's, exposure to more forward-looking ideas continued, with increased encouragement for teachers and schools to adapt instruction to changing economic and social conditions. A key sentence in the 1934 report by the committee on educational progress clearly illustrates this; it warned that social and economic conditions indicated the need for a basic revamping of the subject matter of instruction if the public schools were to provide, "in fact as well as name, that equal opportunity to which public education in America is dedicated."⁸¹ In 1936 the committee on educational progress reported that there were two trends which demonstrated educational progress in Maryland. The first was the vast amount of professional study and controlled experimentation being conducted about the problems of classroom teaching. The second was the continued examination and revamping of the various curricula in the light of "revealed needs."⁸²

In 1938 the MSTA joined other Maryland groups in welcoming the American Council on Education, which was then working under the American Youth Commission in a survey of the problems of the state's young people between the ages of sixteen and twenty-five. After 13,528 youths of Maryland were interviewed and the results published, the MSTA urged its members to become familiar with the book, Youth Tell Their Story, by Howard M. Bell,⁸³ and to take its findings

⁸¹MSTA, Proceedings (1934), p. 21

⁸²MSTA, Proceedings (1936), p. 17.

⁸³(Washington D. C.: American Council on Education, 1938).

into consideration as they planned curriculum.⁸⁴ As expected, the findings indicated a need for a greater concern for the general welfare of youths especially more guidance for non-college-bound students. One immediate result of this was the inauguration of a state-wide program of vocational guidance, with a member of the state department serving as supervisor.

As the end of the decade approached, the 1939 report of the committee on educational progress summarized the situation. Members reported a definite movement "toward a more nearly complete and differentiated program of educational service to the citizens of the state."⁸⁵ In reviewing the educational activities during the previous year, the committeemen made repeated use of the following terminology: guidance, counseling, occupational aptitudes, junior placement and followup, pre-kindergarten units, provisions for handicapped children, physical education, recreation, evening schools, and safety education. The report concluded that there was a noticable general trend developing along three main lines: (1) an increase in the scope of the educational program to include pre-kindergarten and adult education, (2) a definite effort to differentiate educational service according to pupil needs at various age levels, and (3) an effort to include the complete welfare of the individual in the educational program.⁸⁶ This, then, was evidence that the

⁸⁴MSTA, Proceedings (1938), p. 18.

⁸⁵MSTA, Proceedings (1939), p. 11.

⁸⁶Ibid.

ideals of the 1920's had at least in some measure begun to become the realities of the 1930's.

Leaders in education spoke at the annual meetings in the 1930's about many of the same concerns as the committee reported on, while other speakers were engaged to add balance and interest to the program. From Columbia University came such advocates of new ideas as Edward L. Thorndike, George S. Counts, Arthur I. Gates, and Percival M. Symonds. There were also E. E. Lewis and Boyde H. Bode from Ohio State University, Edgar W. Knight from the University of North Carolina, Robert M. Hutchins from the University of Chicago, Thomas Hopkins from the Lincoln School of Columbia University, Glenn Frank from the University of Wisconsin, President Isiah Bowman of Johns Hopkins, President H. C. Byrd of the University of Maryland, and Superintendent Albert S. Cook.

Changes in national and international events are reflected in the basic curricular concerns of the Association from 1939 to 1941. For the first time in its history, the Association adopted in 1939 a general theme for the meetings. The theme, "Education in Relationship to Democracy," manifested an awareness of the contrasts between the educational methods of a democracy and those of a totalitarian power. Two administrators of the National Youth Administration, Aubrey Williams and Director Charles Judd, explained the differences between the American and the rising fascist approach to education.

In 1940 issues were even more clearly defined. Under

the theme "Social Studies in a Democracy," the entire Association felt it necessary to explore the difficult problem of switching from a peace-time to a war-oriented social studies curriculum. Major speeches were given by Wilbur F. Murra, executive secretary of the National Council of the Social Studies, an affiliate of the NEA, and by Walter H. Mohr of the George School in Pennsylvania. These speakers were in agreement that, if democracy was to win over totalitarianism, it must be understood and practiced in and out of the classroom and slogans and platitudes with no meaning must be replaced by an investigation of existing realities. The president of the MSTA in 1940, Miss Lillian Cheezum, spelled this out when she proposed that the social studies should be expanded to include topics like housing, conservation of natural resources, cooperatives, community planning, stock exchange, pressure groups, government services, and international relations.⁸⁷ In 1941, with war imminent, the theme of the meeting was "National Defense," but even in this case, while the need for war efforts was recognized, Thomas H. Briggs in his keynote speech, "To Think of the Light," reminded teachers that democracy must be strengthened in the schools in order to prepare for the peace.⁸⁸

As this period ended in 1941, just before the emergencies of war halted the normal course of educational progress, the Maryland State Teachers' Association favored a broadened

⁸⁷The Evening Sun (Baltimore), October 25, 1940.

⁸⁸MSTA, Proceedings (1941), p. 30.

and differentiated curriculum. It was in agreement with the recommendations of the 1941 survey of the public schools which, looking beyond the war to the long range of peace, recognized the chief need in Maryland education as an "intensive and continued development of the kind of enriched educational program which will help every pupil in Maryland to realize as fully as possible the blessings of American democracy..."⁸⁹ The Association believed that American education must be based on the ultimate aims of American democracy and that, to this end, people must learn to preserve the best in this democracy and work for its improvement. Education must include a wide variety of experiences to develop a social, economic, and spiritual understanding of the demands of the times. Such an education, stated the MSTA committee on educational progress, "will employ subject matter of life itself--subject matter that is authentic, adequate, significant, and of real use."⁹⁰

During the years from 1920 to 1941, these curriculum objectives reflected the Maryland State Teachers' Association's general approach to the emerging educational concepts and practices. The number of committees on curriculum, the repeated use of current educational vocabulary in reports, and the frequent presence of speakers in the vanguard of educational thought indicated a concerted effort by the Association to make teachers and administrators aware of the

⁸⁹Maryland State School Survey Commission, The 1941 Survey of the Maryland Public Schools and Teachers Colleges (Baltimore: Maryland State School Survey Commission, 1941), p. 12.

⁹⁰MSTA, Proceedings (1941), p. 11.

changing assumptions and philosophies of education. The Association was committed to a broadened curriculum with a foundation in the economic and social structure of society. The gap between educational ideals and practices, they felt, must be closed. The necessity of educating a heterogeneous school population had become a major problem; there was much concern over how best it might be done. It was a complex problem, but the Association believed that one of the first steps toward its solution was for teachers to become acquainted with new concepts in education by seeking a thorough understanding of the social science disciplines.

The MSTA must receive credit for helping to disseminate new ideas. Sometimes as many as 6,000 teachers heard directly the inspiring words of prominent speakers; departments explored new topics; committees investigated them in more depth; regional meetings highlighted current problems; and printed proceedings were circulated as yearly summaries. The Association was truly a leader in promoting newer educational ideas and its message fell on the ears of many educators in the schools of Maryland.

But while the Association was a leader in urging teachers to modernize their thinking and instruction, in most of the other areas of activity, it was a follower. During the 1900-1920 period, the MSTA had been awakened but somewhat startled by changes embodied in the survey of 1915 and the legislation of 1916. Between 1920 and 1941 the Association's policy was clear. It supported new developments

and followed the leaders of newer movements. In most instances, this support meant endorsing the positions of Albert S. Cook and the state department of education, the Maryland Congress of Parents and Teachers, the county superintendents, and the National Education Association. The members supported Cook in his fight for equalization in 1922 and for increases in the minimum financial aid program in 1933. A committee of county superintendents acted for the Association in 1927 in the successful efforts to gain a retirement and disability plan for teachers. In 1938 the Association donated money and gave support to a committee of county superintendents preparing a new salary schedule. During the economic depression in the 1930's, the Maryland Congress of Parents and Teachers supplied leadership in the fight against reduced educational spendings and salary cuts and later in the battle for the restoration of former salaries. When the MCPT advocated a survey of the schools in 1941, the Association joined in this appeal. During this entire period, the National Education Association supplied both example and direction for several activities of the Association, especially the efforts in support of federal aid to education.

Without an executive secretary, a central staff and headquarters, and a periodical, there existed neither machinery nor means for the Association to be any more than a follower. Furthermore, there seemed little inclination to change this status. The few suggestions to employ an executive secretary or to adopt more forceful measures were rejected. Working

for legislation through local teachers' associations and county superintendents was favored over more direct pressure or demonstrations. The policy of directing attention to the voting records of the state legislators lacked broad impact, since there was no periodical to publish the results.

Acknowledgment of these limitations from 1920-1941 does not, however, negate the work of the MSTA during that time. Its role as willing follower and ardent supporter was important. It was attracting as high as 6,000 educators and interested citizens at its annual meeting. With the move away from summer meetings at resort areas, the tone of the meetings became more professional. Many teachers and administrators were involved actively in committee work and were learning more about the educational picture in Maryland and throughout the nation. Members were cooperating with allied groups and were learning the value of combined efforts. Regional meetings served as communication between the schools and colleges. In general, the purpose of the Association had crystalized; the next step would be to establish the necessary machinery to execute a more effective program.

CHAPTER V

EMERGENCE OF A MODERN ASSOCIATION, 1942-1951

The New Educational Situation in Maryland

The Maryland State Teachers' Association certainly echoed the feelings of the teachers of the state when, in a 1942 resolution at the first meeting during the war, they called for the assumption of additional responsibilities in the present emergency. The resolution instructed teachers to participate in the all-out offensive on the war front, on the production front, and on the home front. They were urged to make sacrifices for the common good and, above all, to continue teaching well in order that future generations would want to preserve the liberties and ideals cherished as part of the American way of life. America, continued the decree, needed a virile education of free men for a stronger nation; the kind of education the MSTA had always advocated.¹ With this goal in mind, the schools in Maryland continued in operation, but certainly under changed circumstances.

One of the most immediate problems was the decreasing number of teachers for the increasing number of pupils, for the war time draft and defense employment claimed a high percentage of teachers. The records show that during the heart of the war years, between June, 1942, and December,

¹MSTA, Proceedings (1942), p. 27.

1943, 2,262 of the 5,287 teachers employed in the counties (approximately 43 per cent) withdrew from the profession. The percentage of withdrawals from Baltimore City was about the same.² School systems were forced to recall retired teachers to duty and to turn many classrooms over to unqualified people, many of whom had only a high school education. Those teachers who remained engaged in a variety of activities in addition to their classroom assignments. They worked, with no extra pay, on evenings and week ends in the administration of the selective-service registration and the rationing programs for sugar and gasoline. They took part in salvage campaigns, civilian defense work, the organization of nurseries, and the sale of war stamps and bonds. They sponsored Junior Red Cross Work, planted victory gardens, set up health clinics, helped to publish community newspapers for service men, and even did some canning. Along with other people on the home front, they met the challenges of good citizenship.³

The curriculum also was adapted to war-time needs, especially as a training agency for defense industries. With financial aid from the federal government's War Production Training Program, classes were held in the schools at nights and during week ends. Approximately 200,000 men and women

²"The Crisis in Education," The Maryland Teacher, I (May, 1944), 2.

³"Schools Participate in Wartime Living," The Maryland Teacher, I (March, 1944), 10.

received training under the Maryland National Defense Training Program.⁴ In order to permit high school students to participate in the war effort at an earlier age, a committee on acceleration and adjustment, composed of county superintendents and members of the state department of education, worked out a system whereby students could graduate and receive a diploma at least one-half year earlier to enter the service or work in defense industries. A plan also was arranged for some students to receive credits for graduation for their part time employment in defense industries.⁵

Despite problems like the additional demands on teachers, the decreasing availability of teachers with adequate professional training, the lull in the school building program, and the war orientation of the curriculum, the educational leadership in Maryland realized that post-war problems would be even greater. As World War II was drawing to a close, a state-wide conference was held at Towson State Teachers College from July 2 to July 14, 1945 to develop some guidelines for Maryland educators for the years after the war. Attending were Governor Herbert R. O'Connor and Tasker G. Lownds, president of the state board of education. Under the direction of Thomas Pullen, state superintendent since 1942, a large group of administrators and teachers considered all areas of the

⁴Maryland State Department of Education, A Decade of Progress in the Maryland Public Schools 1939-1949, Maryland School Bulletin, XXXI, No. 1 (Baltimore: Maryland State Department of Education, 1950), p. 72.

⁵MSTA, Proceedings (1942), p. 21.

curriculum in their effort to plan a complete educational program for Maryland.⁶

Unprecedented changes occurred in the post-war educational situation. Many veterans of the armed services returned to the schools and colleges. A large number of out-of-state families attracted to Maryland by war-production job opportunities did not return to their native states after the war. The birth rate continued to rise from 16.3 per 1,000 estimated population in 1935 to 27.1 per 1,000 in 1947.⁷ Population and employment in Maryland increased by 30 per cent from 1940-1950, or about twice the national average. Production, commerce, and income during the same decade increased by amounts ranging from 200 per cent to nearly 400 per cent in some areas of the state.⁸

With responsibilities and resources increasing rapidly, it was the task of educational forces in the state to develop an appropriate educational program. Under the leadership of Governors O'Connor and Lane, the General Assembly of Maryland indicated its willingness to enact necessary legislation in the outstanding educational laws of 1945, 1947, and 1949.

It was during these ten years from 1942 to 1951, a

⁶"The Towson Conference Report," The Maryland Teacher, III (November, 1945), 3-19, 28, 29.

⁷Maryland State Department of Education, A Decade of Progress in the Maryland Public Schools 1939-1949, Maryland School Bulletin, XXXI, No. 1 (Baltimore: Maryland State Department of Education, 1950), p. 25.

⁸"A Look at the Grotz and Green Commission Reports," The Maryland Teacher, XII (March, 1955), 6.

period characterized by unprecedented problems and dynamic growth in education and all areas of society, that the Maryland State Teachers' Association finally but rapidly became a modern full time organization. In 1942 the leadership of the Association realized that if the group were to serve as a positive force in Maryland education, it must alter its plan of operation. With this in mind, exploratory meetings were held, beginning in 1942, to consider not only the employment of a central staff but also the need and methods for cooperative ventures by all educational interests in the state, with the Association playing a key leadership role. Between 1942 and 1951 the Association was transformed from the type of organization it had been for over three-fourths of a century into an energetic group of teachers conducting major activities through a professional staff, established headquarters, a monthly journal and other publications. During these ten years the modern Maryland State Teachers' Association emerged.

Organization, Objectives, Operation, and Growth of the Association

Because of war-time restrictions on transportation, the Maryland State Teachers' Association did not hold a general meeting in 1943 and 1944; thus, the seventy-sixth and seventy-seventh annual meetings were limited to a convening of only the representative assembly. The 450 delegates in attendance represented most of the areas of the state at the 1943 meeting. While these meetings were smaller than previous

ones had been, they were no less important, for the delegates, looking forward to the new era in education, made plans to strengthen the Association. They knew that, for the Association to play an active role in educational events in the post-war period and not be left on the sidelines, certain changes were imperative.

One of the essential needs of the Association, mentioned frequently in prior decades but especially evident in the increasingly complex forties, was the addition of a person who would work as a full time staff member. Although in 1938 the proposal for hiring an executive secretary was labeled premature, by 1942 the Association was ready to give more serious consideration to such a move. In that year, the chairman of the special policies committee, Dr. Earle T. Hawkins, state supervisor of high schools made several trips to the National Education Association headquarters to discuss the matter of employing an executive secretary. Dr. Hawkins reported to the MSTA that this would necessitate raising dues, and, while Maryland was one of only six states without an executive secretary, an alternate plan might be to maintain the same structure and to hire a full time secretarial employee to expedite clerical and administrative matters. Another improvement urged by Dr. Hawkins was the publication of a periodical when war conditions permitted it.⁹

Even though the employment of an executive secretary did not take place immediately, the Association was ready to

⁹MSTA, Proceedings (1942), p. 33.

consider this possibility seriously. Thus, the matter was also discussed at the second annual meeting of the Institute on Professional Relations at College Park in July, 1943. With the sponsorship of the PTA groups in the state, the Association was urged to employ a full time executive secretary, establish permanent headquarters, and publish a bulletin. The Institute also suggested that the Association act on these suggestions at its regular annual meeting in October.¹⁰

Therefore, when the representative assembly met on October 22 and 23, 1943, they were prepared to make important changes in the organization, a fact which they indicated by adopting a new constitution. This was the first significant constitutional change since the ratification of the 1921 constitution. The new constitution, the major accomplishment of the 1943 meeting, made two significant changes in the Association's structure: (1) it provided for an advisory council, and (2) it provided for a full time executive secretary.¹¹

For several years, presidents of the Association had availed themselves of the counsel of leaders of local associations; now, this procedure was made a permanent provision of

¹⁰The Evening Sun (Baltimore), July 9, 1943. By special permission from the librarian of the Sunpapers, access to the MSTTA clippings in their morgue was granted. These clippings, however, indicate only the date and whether they are from The Sun or The Evening Sun. No page numbers are given.

¹¹"Maryland State Teachers' Association Constitution," The Maryland Teacher, I (February, 1944), 3-5. Constitution adopted October 23, 1943.

the constitution. The advisory council consisted of the executive committee, which included the president, first and second vice-presidents, treasurer, and secretary, and the president and one elected member from each of the twenty-four local teachers' associations. This council, which was to hold at least three meetings a year, was to serve not only in an advisory capacity but also as a liaison agency between state and local associations in the promotion of state-wide endeavors.

The first meeting of the advisory council was held on December 4, 1943, its main item of business being to authorize the steps necessary to engage an executive secretary. A committee headed by John H. Fisher, director of attendance of Baltimore city schools, was appointed to determine the qualification, salary, method of selection, and tenure of the proposed executive secretary. Thus began the search for a candidate experienced in both education and editorial work, to be nominated by the advisory council and elected by the representative assembly.¹²

Following the earlier suggestion of Dr. Hawkins and other leaders, the members of the first advisory council also empowered the Association, through its executive committee, to issue a series of printed bulletins. This resulted in the appearance of The Maryland Teacher in February of 1944, under the editorial leadership of Thomas W. Pyle, high school principal

¹²"Advisory Council Advances an Expanded Association Program," The Maryland Teacher, I (February, 1944), 1.

in Montgomery County. However, the early issues represented only a part time endeavor, since the magazine was published by teachers who could give it only a portion of their time.

The first issue of The Maryland Teacher included two important articles, one by President Pyle entitled "Getting Our Bearings" and the other a statement of the platform of the MSTA. Pyle listed four reasons behind the growing need for a stronger professional organization: (1) the war effort had given great emphasis to the importance of education in preserving our way of living, (2) the job of insuring the provision of full opportunity for the education of all young people required the effective participation of every teacher, (3) there was a developing realization that education advances at a level commensurate with public understanding and support, and (4) teachers were ready to accept the challenge of a new leadership in education, a leadership that was theirs by professional training and vision.¹³

The platform of the MSTA was listed under seven points: (1) to unify and strengthen the teaching profession throughout the state, (2) to furnish teachers a state-wide medium of professional experience, (3) to furnish dependable information and data to all the teachers of the state, (4) to present to the public a clear interpretation of the school, (5) to act as a clearing-house for the various local associations, (6) to constitute a strong bulwark against selfish pressure groups which would undermine the effectiveness of the public

¹³I (February, 1944), 1.

schools, (7) to work consistently for the welfare of the teachers and pupils of Maryland.¹⁴

With the crystallization of the Association's role in Maryland education and the publication of The Maryland Teacher to aid in perpetuating that role, the executive committee made an important two-pronged announcement in November, 1944. Offices consisting of two large and one smaller room had been secured at 1005 North Charles Street, and Milson Carroll Raver had been appointed executive secretary. Mr. Raver began his duties on a part time basis in November, becoming the full time executive secretary on February 1, 1945. At the time of his appointment he was director of public relations and an instructor in physics and geology at Western Maryland College, Westminster, Maryland. Born in Carroll County in 1909, he had been graduated from Reisterstown High School in 1926 and from Johns Hopkins University in 1930. Then, to prepare for public school education, he had studied in the school of education at Western Maryland College but had soon returned to Hopkins to do graduate work in physics. In 1936 he had been appointed instructor of physics and geology at Western Maryland, assuming in 1941 the additional duties of director of public relations, a dual post he had held until his summons to the MSTA four years later.¹⁵

At the time of Raver's appointment, the report of the

¹⁴"Our Platform," The Maryland Teacher, I (February, 1944), 1.

¹⁵"Long Search Ended," The Maryland Teacher, I (December, 1944), 6.

committee on the executive secretary defined the principles which should govern the relationship between the executive secretary and the Association. The secretary was to be primarily a professional leader with administrative capabilities, who was to coordinate the work of local teachers' associations, consult with teachers and other groups, and interpret to the public the work of the Association and the problems of the schools. With the guidance of the executive committee and the advisory board, he was to work to improve the organization in a professional and interpretative manner, "not at all in the direction of cheap lobbying for the welfare of teachers as a special group."¹⁶

In addition to the appointment of an executive secretary and the statement of his duties, other revisions were written into the constitution of the Association and accepted by the representative assembly in October, 1945. The executive committee was enlarged to include not only the officers, but also three additional members, representing Baltimore City, the counties on the Eastern Shore and the counties on the Western Shore. There were no changes in the allotment of membership in the representative assembly. In agreement with the 1943 constitution, each of the twenty-four local units was entitled to one delegate for each thirty-five paid-up members in the State Association; each organized section or affiliated department could have one delegate; each college, university, and the state department of education was allotted

¹⁶Ibid.

one delegate; and the county and Baltimore City superintendents and the presidents of the local teachers' associations functioned as ex officio members.¹⁷

Three years later, in 1948, the constitution again was revised to provide for the extension of the executive committee and the selection of candidates to serve as members-at-large, the current incorporation requirements, and an official seal. The executive committee now included the president, first and second vice-presidents, treasurer, executive secretary, NEA director, and four members-at-large. Candidates for the position of member-at-large were to be selected by a canvassing of the Association membership through a ballot published in The Maryland Teacher and were to be elected officially by the representative assembly.

Up-to-date incorporation was necessary, because the Association hoped soon to be engaged in legal and business transactions not yet provided for. Especially in mind was the desire to purchase real estate in the form of a permanent headquarters building. As stated officially in its certificate of incorporation, the Maryland State Teachers' Association was organized to accomplish the following purposes: to unify and strengthen the teaching profession throughout the state; to present a clear interpretation of the schools to the public; to work for the welfare of the teachers and pupils of Maryland; to promote confidence, respect, and good fellowship among all

¹⁷"Constitution of the MSTA," The Maryland Teacher, III (December, 1945), 12-15.

who are directly or indirectly engaged in educational work in the state; and to purchase, lease, and otherwise dispose of all kinds of property, both real and personal.¹⁸ With the necessity for an official legal symbol, the new constitution provided for the first seal of the Association, consisting of two concentric circles bearing between them the words Maryland State Teachers' Association, with the number 1948 enscribed in the smaller circle.¹⁹ More democratic features and provisions for legal transactions were added to the credentials of the Association.

Just as the organization of the Association was assuming modern characteristics, the annual meetings became events of greater proportion. Only one meeting after the appointment of an executive secretary remained on a small scale, and that was in 1945, when plans were made hurriedly for a state-wide general meeting, rather than just for a representative assembly, because the government had lifted war-time travel restrictions. Although paid membership totaled about 5,000, the meeting held at Polytechnic auditorium drew an attendance of only 2,000. Income from the exhibits, contracted only a few weeks before the meeting, was \$230.00, while expenditures for the entire meeting totaled \$620.00.²⁰ This was the last of the smaller conventions,

¹⁸"Your Professional Associations Work for You," The Maryland Teacher, XX (October, 1962), 26.

¹⁹"Constitution," The Maryland Teacher, VI (April, 1949), 32.

²⁰Milson C. Raver, "A Decade with MSTTA," The Maryland Teacher, XII (November, 1954), 12.

for in 1946 the general meetings moved to the large Fifth Regiment Armory in Baltimore, where large crowds and exhibits could be accommodated.

The growth of the organization was evident in the increasing membership, attendance, and expenses of the annual meeting. In 1943-44 there were 5,085 members; by 1951 this number had grown to 8,100. Similarly, in 1946 attendance was about 6,000, but by 1949, over 10,000. The 1949 meeting was one of the ten largest state teachers' association meetings in the United States at that time. Although total cost for the meeting in 1949 was \$10,540.28, exclusive of various luncheons, the fees paid by exhibitors was \$9,961.02, which meant that the meeting actually cost the teachers less than \$600.00.²¹

The conventions again became three-day affairs, with headquarters usually set up at the Lord Baltimore Hotel, where the representative assembly held most of their sessions in the Calvert Ballroom. By 1951 the MSTA was comprised of thirty-three sections, which scheduled over fifty meetings at schools and other places throughout the city. In the same year, over 240 exhibits, most of which were sponsored by business concerns supplying schools with teaching materials and by other groups such as the Womans Christian Temperance Union, United States Navy, and the Seventh Day Adventists, lured teachers and the public to the ground floor of the Armory.

²¹"Why Join MSTA," The Maryland Teacher, XII (October, 1949), 7.

Although the old days of the relaxing resort were gone, teachers from the counties enjoyed excursions to Baltimore City to shop and socialize between meetings. Banquets and dances were planned for the evenings, and the All-Maryland Band, Orchestra, and Chorus, composed of students throughout the state, continued to supply musical entertainment at the meetings. This group, which began in 1927, had grown to over 400 student musicians by 1951.

Along with growth in membership and activities came increased financial stature for the Association. In order to employ the executive secretary and initiate the expanded post-war program, in 1944 the MSTA raised its dues from \$1.00 to \$3.00. In 1945 Treasurer Charles Sylvester reported that total disbursements from December 1, 1944, to August 31, 1945, totaled \$12,307.56, including \$2,759.62 for salary for the executive secretary and \$2,326.68 for publication of The Maryland Teacher. Assets, including \$5,245.00 in United States war bonds, totaled \$13,659.66.²²

Just five years later, in 1950, three years after dues had been raised to \$5.00, receipts totaled \$61,918.14, with \$36,958.00 coming from membership dues; \$6,397.83, from advertising in The Maryland Teacher; and \$8,130.00, from sale of exhibition space at the annual convention. Expenditures totaled \$60,832.83, including \$15,484.44 for salaries of the staff and clerical aid and \$13,162.00 for publication

²²"Financial Report," The Maryland Teacher, III (March-April, 1946), 25.

of The Maryland Teacher. In addition, the treasurer reported total assets of \$20.026.62.²³ Despite this favorable financial situation, dues were raised in 1951 from \$5.00 to \$10.00 in order that the Association might promote an even more active program. The fifties were to see the Association increase its financial undertakings even more.

In the midst of the post-war boom, although the Association was growing and the membership included many more teachers, the old sentiment that the leadership of the MSTA was dominated by administrators, rather than by classroom teachers, continued to recur. Thus, at the 1946 meeting, the special policies committee concluded that in the past an unduly large proportion of administrators had been selected to serve as officers and on committees and that, while the organization had profited from the work of these experienced administrators, it was felt that future nominations and appointments in positions of leadership should include more classroom teachers, "particularly those relatively new to the ranks of the teaching profession."²⁴

²³MSTA, Proceedings, Treasurer's Report (1950), p. 1. From 1945 to 1954 the pages of the proceedings of the representative assembly are not numbered consecutively; each committee report starts with page 1. Therefore, until 1955, when the pages in the proceedings are again numbered consecutively, it is necessary to document the note further by identifying the reporting committee. Also, when quoting the minutes of the representative assembly, since they are in the following year's proceedings, the year stated in the footnote will be one year in advance of the event; e.g., the 1950 minutes are found in the 1951 proceedings.

²⁴MSTA, Proceedings, Minutes of the Representative Assembly Report of Special Policies Committee (1946), p. 1.

The criticism did not go unchallenged, however, and in 1949 the MSTA considered it pressing enough to counter with an article in The Maryland Teacher, "Why Join MSTA?" analyzing the leadership of the past year. The article reported that for the year 1948-49 one hundred and three teachers, twenty-eight principals and vice-principals, thirteen supervisors, superintendents, and other administrators, and ten college personnel had served as officers and committeemen. It went on to point out that the president was a classroom teacher, that the executive committee included four classroom teachers, and that on the advisory council classroom teachers held twenty out of twenty-four seats as locally elected presidents and seventeen out of twenty-four posts as members-at-large. Of the total 154 officers and committee members, concluded the article, the 67 per cent who were classroom teachers certainly dispelled the myth of present domination by administrators.²⁵

Determined to sustain the movement toward modernization, the Association incorporated into the 1948 constitution a more democratic way of selecting candidates for the executive committee by provision of a "straw ballot" technique. By this method, the names of possible candidates for the three posts of member-at-large on the executive committee were circulated among the membership in the pages of The Maryland Teacher for a preferential vote which was to guide selections by the nominating committee. Candidates for other

²⁵III (October, 1949), 5, 33.

officers of the executive committee were supplied by the local associations, chosen by the nominating committee, and ratified by the representative assembly. Still, the traditions of the uncontested elevation of the second vice-president to the presidency and of the single nominee for treasurer continued, as did acceptance of the candidates selected by the nominating committee. Those teachers most critical of this general policy were either reluctant to express their views or were not members of the organization. Even though questions concerning the ratio of teacher-administrator leadership and the absence of a wide-open election procedure still concerned members, these areas had failed to become more than undercurrents in the mainstream of the Association's thinking.

As the 1940's became the 1950's, moreover, it was not representational problems which received the attention of the Association, but the more pressing questions of office space and staff personnel. In 1948 the Association officers had been moved from the North Charles Street location to an office of six rooms at 1101 North Calvert Street. Here three staff members, serving nearly 7,000 members, performed their duties. But by 1950, in light of the growth pattern of the Association, a committee was appointed to begin a search for new and larger headquarters. At the 1951 meeting this committee recommended that the Association buy the property available at 5 East Read Street. The price of the house and lot was \$45,000.00, and it was estimated that the building

could be renovated and refinished for approximately \$25,000.00. With this purchase and other activities in mind, Association dues were raised to \$10.00 in 1951, \$2.00 of which was to be used to finance the new building.²⁶ The Association approved these recommendations and made preparations to buy and move into the new headquarters.

In addition to the decision to purchase a permanent headquarters building, the Association made two other significant decisions in 1951. One was the deletion of the word "white" from the constitution when referring to membership requirements, thus opening membership to Negro teachers. The other event was the appointment of Robert Y. Dubel to the headquarters staff as associate editor of The Maryland Teacher and coordinator of the Maryland Association of Future Teachers. A graduate of the Baltimore County school at Catonsville and of Western Maryland College, where he majored in English and economics, Dubel had received a master of science degree in public relations from Boston University. At the time of his appointment, he was serving as director of public relations and instructor in English at Upsala College in East Orange, New Jersey. Thus, in the fast-moving years since the beginning of the 1940's the Maryland State Teachers' Association was working to attain greater stature and more respect as a representative of the educational interests in the state. With a permanent staff, central

²⁶MSTA, Proceedings, Representative Assembly Minutes: Report of Permanent Headquarters Committee (1951), pp. 1-3.

headquarters, adequate finances, and the dawning of racial integration, it was now not only willing but also able to play a more important role in Maryland education.

Curricular Concerns and Special Communication Projects

Defining curriculum as the total program within a school, the MSTA was by its very nature and purpose concerned with curricular responsibility, since the effective functioning of the learning process must certainly be the paramount goal of all persons directing educational endeavors. Moreover, not only did the Association prescribe that learning be effective, but also extensive. As the 1951 resolution stated:

We believe there should be an expanding and more inclusive program of education for the citizenry. Levels of education from kindergarten through junior college should be provided. The program should include academic, commercial, vocational, and recreational areas. Such an educational program should be extended to all, regardless of race, creed, or handicap, in order to develop well-rounded citizens.²⁷

From 1941 to 1951 there is ample evidence from resolutions, articles in The Maryland Teacher, and recommendations of various committees that the Association, in conjunction with allied educational forces, was in agreement with and working for the ideas set forth in the 1951 resolution. During that period at least a degree of success was achieved in all areas except the state-wide establishment of kindergartens. The emerging program backed by the Association included study of the social heritage, knowledge of home and

²⁷MSTA, Proceedings, Resolution Committee Report (1951), p. 1.

family, consideration of community problems, development of scientific thinking, attention to physical and mental health, understanding of the world of work, and experiences in leisure-time pursuits. Provisions for social experiences and skills were advocated, not only in reading, writing, arithmetic, and spelling but also in drawing, painting, musical instruments, journalism, and physical education.²⁸

But with the proliferating sectional meetings held during the annual convention, curricular concerns became more difficult to trace, since each section was involved in specialized interests not entertained by the entire Association. By 1950 there were over fifty such sections. Each section independently arranged its own meetings, not dictated by any central idea, although occasionally the Association adopted a general theme, such as "Education for One World" in 1948 and "The Stuff that Education is Made Of" in 1949.

Major addresses at the conventions during this decade of the 1940's did reflect general and curricular concerns. In 1945 William Lewis, Washington correspondent for the London Times, explained the merits of the United Nations in a speech entitled "The World Tomorrow"; in 1947 William G. Carr, associate secretary of the NEA spoke on "The Waging of The Peace"; Otto F. Kraushaar, president of Goucher College, delivered in 1948 an address on "Education for International Understanding,"

²⁸Maryland State Department of Education, A Decade of Progress in the Maryland Public Schools 1939-1949, Maryland School Bulletin, XXXI, No. 1 (Baltimore: Maryland State Department of Education, 1950), p. 59.

in which he condemned narrow nationalism; in 1948 John W. Vandercook, news commentator, answered affirmatively the question "Is the Marshall Plan Working?"; and in 1949 Dr. James K. Norton of Columbia University attacked state subversive laws aimed at teachers as an intimidation of instruction. Other speakers were Governors O'Connor and Lane; Andrew Holt as president of the NEA; Dr. Alexander F. Stoddart, superintendent of the Philadelphia schools; Dr. Detlev W. Bronk, president of Johns Hopkins University; and, of course, Baltimore City's Superintendent William Lemmell, Baltimore's Mayor Thomas D'Alesandro, and State Superintendent Thomas Pullen.

One of the major achievements during this decade was the establishment of the educational journal, not only to facilitate publication of articles relating to curricular concerns, but also to aid coordination and communication among the members of the Association. For the first year, beginning in February, 1944, The Maryland Teacher was published under the editorship of Thomas W. Pyle, administrator in Montgomery County, with the aid of the NEA press and Maryland teachers working in their "spare time." With Executive Secretary Raver's becoming editor in May, 1945, the publication took on the characteristics of a more complete magazine; and in September, 1945, it received added support when, in addition to being the official publication of the MSTA, it became the bulletin of the Maryland Congress of Parents and Teachers. The journal retained this dual audience

until September, 1947, when the MCPT began to publish its own bulletin. From May, 1945, until the present, the Teacher has appeared monthly except in June, July, and August or when occasionally, one issue served a two-month period.

This magazine, designed to aid in the professional growth of the teacher and to inform the public about teachers' activities, served as an excellent source of information about the MSTA and education in Maryland. It recorded all the important events concerning public education in Maryland and included all programs and proceedings of the Association except the mimeographed reports and minutes of the representative assembly.

An important contribution of The Maryland Teacher has been the devoting of one issue each year as a handbook for the teachers of Maryland. The first handbook was published in April, 1949, in cooperation with the Negro state teachers' group called the Maryland Education Association. The issue, designed to serve as a guidebook for teachers, described the two state associations and answered questions about contracts, salary, sick leave, retirement, policy statements, and ethics. The Maryland Teacher engaging in this important service of communication, became a flourishing and sophisticated journal, helping to disseminate information about educational efforts and events in Maryland and certainly aiding the Association in its promotion and coordination of a state-wide program.

Another means of communication between the leaders and more active members of the Association were the Leadership

Training Conferences begun in 1949. Because it seemed desirable for leaders of the local and state organizations to meet and discuss a wide variety of professional subjects and to plan for the year's work, the first institute gathered at Braddock Heights on September 30, and October 1, and 2 of 1949. Dr. Andrew Holt, newly elected president of the NEA, was the keynote speaker at the conference, which was attended by 108 people representing twenty-two counties and Baltimore City. Topics discussed were: (1) how to run a professional association, (2) purposes and activities of a profession, (3) committees and their correlation in professional associations, and (4) professional ethics of associations.²⁹

Under the recommendation from the leadership-training committee that the institute continue, the Association provided for a second institute at Braddock Heights in 1950 and at Camp Greentop in the Catoctin mountain area in 1951. At these September meetings, over 100 educators discussed the state's educational program and means to improve and strengthen the MSTA. The meetings had the full support of school officials and were attended by county and state administrators, including Superintendent Pullen.

A prime mover in the inauguration of these leadership training institutes was the National Education Association. The NEA had been promoting this activity among many of the state associations, and by 1949 the institutes were common

²⁹MSTA, Proceedings, Representative Assembly Minutes: Report of Leadership Training Committee (1949), p. 1.

practice. Not only did NEA staff members help in the over-all planning for these meetings, but the national organization supplied speakers and financial aid. In the case of Maryland, 50 per cent of the expenses were underwritten by the NEA, with the MSTA and the local associations sharing the remaining costs. This meant, for example, that the 1950 Leadership Training Institute cost the MSTA about \$1,600.00.³⁰

It was at the leadership institutes that many committee members enthusiastically planned for the year's activities. The work and results of many of these committees has already been noted, but virtually all committees and subcommittees were represented at the leadership conferences. These included salary, retirement, census taking, credit unions, certification, buying privileges, teacher load, annual physical examinations, overseas teacher relief, teacher-employer relations, and professional ethics. Much of the work of these committees reached fruition in the 1950's. Often their requests and suggestions were referred to the committee on legislation, a committee whose work merits special attention.

The MSTA and Legislation

From the very beginning of the organization, the MSTA had been interested in favorable state legislation and has promoted it in various ways, including visits to the General Assembly. However, the services of an executive secretary

³⁰"Treasurer's Report," The Maryland Teacher, VIII (December, 1950), 7.

and the establishment of a periodical placed the Association in a better position to participate in the struggle for better school legislation. The policy in the past had been to follow the lead of the state superintendent of schools in legislative and other matters, a policy which was to continue from 1942 to 1951. When Albert Cook retired as state superintendent in 1942, the MSTA praised him for his work, had a banquet for him and paid for the publication of a brochure in his honor. At the same time, their pledge of support for the new state superintendent of schools, Thomas Pullen, ensured that the tradition of close cooperation with the state department of education was in no danger of being altered.³¹

In the same year as the change of state superintendents, the State Association participated in a conference at the University of Maryland to discuss the immediate needs of education in Maryland. From this conference evolved a steering committee composed of three representatives each from the Maryland Congress of Parents and Teachers, the County Superintendents' Association, the state department of education, and the MSTA, for the purpose of initiating and fostering action for the betterment of the schools.³² This committee, the forerunner of the Maryland Council on Education established in 1947, was concerned with all phases of education,

³¹MSTA, Proceedings, Executive Committee Minutes (1942), p. 67.

³²Edward Stapleton, Educational Progress in Maryland Public Schools Since 1916, Staff Study No. 1, Review of Fiscal Policy for Public Education in Maryland (Baltimore: Maryland State Department of Education, 1959), p. 50.

particularly with keeping the salaries of teachers consistent with rising expenses, a policy referred to as salary adjustment living.³³

By 1944 the Association had achieved two of the three criteria considered necessary for a successful state teachers' organization: a full time executive secretary and a journal. The third requirement, an enterprising, active, and forceful legislative program, the Association promptly aimed to list among its achievements.

One important concept which the leaders of the Association deemed imperative was the education of the membership on the matter of lobbying. The feeling was that in the minds of too many teachers the word lobbying connoted something undesirable or unprofessional. To this end, the March, 1944, issue of The Maryland Teacher discussed the practice of lobbying in its political and historical context. Lobbying was defended as an accepted, indeed necessary, process in American politics. Since there were many groups exerting pressure to effect legislation detrimental to the welfare of the children of the state, it was the responsibility of the MSTA and allied groups to combat these influences. To the Association, the article explained, fell the task of disseminating the truth to legislators and to the public. Teachers must therefore be organized, in the good American spirit, to "play politics," not unethically or selfishly, but in an enlightened manner. The Association, stated the

³³MSTA, Proceedings (1942), p. 29.

article, had the deep responsibility of making certain that adequate educational opportunities were "available and working together to help the boys and girls become worthwhile men and women."³⁴

With these assumptions, the MSTA vowed to play a more active role in the pursuit of educational legislation in the General Assembly. In March, 1944, the Association was active in persuading the special session of the legislature to continue salary payments under the Adjusted Salary Bill. Representatives of the Association, including the chairman of the legislative committee, members of the state department of education, and the Superintendents' Association composed of county superintendents, met several times with the governor and legislative committees.³⁵

Most importantly, in December, 1944, the MSTA announced its program of education for Maryland, upon which it hoped the legislature of 1945 would act. The program asked for (1) reduction of class size in elementary schools, (2) establishment of a uniform twelve-year program throughout the state, (3) adoption of policies to encourage a greater number of desirable young people to become teachers, (4) adoption of a permanent, adequate teacher-salary schedule, and (5) provision for a more adequate library service throughout the state.³⁶

³⁴"The Time Has Come, The Walrus Said," The Maryland Teacher, I (March, 1944), 1.

³⁵"Our Activities in Connection with the Adjusted Salary Bill," The Maryland Teacher, I (March, 1944), 2.

³⁶"Program of Education for Maryland," The Maryland Teacher, I (November-December, 1944), 6.

Almost simultaneously, Governor Herbert O'Connor announced his program for education, which agreed closely with the MSTA's proposals and for which the governor was credited with "great statesmanship" in advocating a program "which deserved the support of each citizen in Maryland."³⁷

Thus, with the leadership of Governor O'Connor and the combined efforts of such groups as the Maryland Federation of Womens' Clubs, the Maryland League of Women Voters, the American Association of University Women, the Maryland Congress of Parents and Teachers, and the Maryland State Teachers' Association, the passage of adequate legislation was enhanced. It was at this time that the MSTA took one of its first steps in giving publicity to delegates to the General Assembly, for they were linked subtly with educational measures when The Maryland Teacher printed both the roster of the General Assembly and the staff's assurances that, "Deeply conscious of their responsibilities, they will advance the interests of our state and nation."³⁸

With little opposition, the 1945 General Assembly enacted legislation necessary to compensate for the arrested war-time educational program. One of the most important segments of the new law provided for the reorganization of the school system on a twelve-year basis of instruction. Prior to this uniform requirement throughout the state, only

³⁷"Governor O'Connor Commended," The Maryland Teacher, I (November-December, 1944), 1.

³⁸"Roster of the General Assembly of Maryland," The Maryland Teacher, II (March, 1945), 5, 8.

Montgomery, Allegany, and Washington counties and Baltimore City had had twelve-year systems. The new system, which was to be put into effect gradually for completion in 1951, established the junior high school as a new unit consisting of seventh, eighth, and ninth grades. This reform, recommended by the Bruner survey of 1941 but delayed by the war, guaranteed opportunities for twelve years of schooling for all pupils in Maryland, thereby affording them more time to achieve and mature before graduation. Another aspect of the law established a new state-wide minimum salary schedule. Salary for beginning teachers with necessary degrees was increased from \$1,200.00 to \$1,500.00, while the minimum salary for teachers with sixteen years' experience rose to \$450.00 above the former \$1,800.00. Increments of \$100.00 were provided for alternate years. Minimum salaries for principals ranged from \$1,950.00 to \$2,750.00 in small high schools, and, in the larger schools where the principal had at least ten or more assistants, from \$2,350.00 to \$3,150.00. Many counties had higher salaries, of course, but at their own expense.

Other provisions of the law equalized the salaries of white and Negro superintendents; initiated a new salary schedule for county superintendents; lowered the class size from forty to thirty-five, based on average daily attendance; reorganized the public library as a division of the state department of education; expanded vocational rehabilitation to improve assistance for disabled citizens preparing for work; legally adopted adult education as a function in the public

school system; planned for the use of audio-visual aids by the state department and local schools; provided for one full time guidance counselor for each 500 pupils; and required an increase in the county tax rate from fifty-one cents to fifty-six cents on each one hundred dollars of assessed valuation for participation by the county in the equalization aid program.³⁹ The Maryland State Teachers' Association was certainly satisfied with this legislation. The magnitude of this legislation clearly indicated the unanimity among educators, legislators, and citizens in support of immediate acceleration of Maryland's educational progress.

In preparation for the 1947 session of the General Assembly, the Association again worked with the State Education Steering Committee, composed of representatives of the State Department of Education, the Maryland Congress of Parents and Teachers, and the Association of County Superintendents, to formulate common proposals. At Baltimore Polytechnic Institute on February 10, 1947 during one of the several mass meetings held throughout the state to publicize the program, Milson Raver announced that the MSTA, with the support of the Maryland Council on Education, was pushing legislation with three major points: (1) increased pay for teachers, (2) limitation of the sizes of classes and (3) procurement of state aid in the building of schools. Elaborating on these points, Raver revealed that the Association was

³⁹"1945 Legislation Effecting Changes in Education," The Maryland Teacher, II (May, 1945), 3.

asking for a state-wide minimum starting salary of \$2,200.00 a year, with provisions for a \$100.00 increase yearly for sixteen years, reaching a level of \$3,800.00, approximately the same salary scale then in effect in Baltimore City. These recommendations demanded a class size of thirty students, based on average attendance, and urged the legislature to deviate from previous practices and give direct state aid for school construction.⁴⁰

Again, the General Assembly complied by passage of the desired legislation. The new minimum salary legislation was precisely the plan proposed by the MSTA, granting to degree teachers starting salaries of \$2,200.00, followed by sixteen increments to a maximum of \$3,800.00. Supervisors and administrators of larger schools received differentials of \$1,100.00 and \$1,200.00, respectively. This legislation was evaluated by the MSTA as the highest mandated single salary scale for teachers in America and, hence in the world.⁴¹ In accord with the second recommendation of the Association, the law was amended to require that on and after July 1, 1951, the number of elementary school pupils for whom an additional teacher would be appointed would be reduced from an average daily attendance of thirty-five to an average number of thirty students enrolled.

Finally, in 1949, for the first time in the history

⁴⁰The Sun (Baltimore), February 10, 1947.

⁴¹"Why Join MSTA?" The Maryland Teacher, VII (October, 1949), 7.

of Maryland, a law provided for regular financial assistance for construction of public school buildings; a departure in school financial aid strongly supported by the MSTA. Also, the compulsory attendance law was changed to be fully implemented by July, 1949, requiring attendance of all pupils between the ages of seven and sixteen except those with physical or mental handicaps. In order to achieve more comprehensive supervision on the county level, rather than just state supervision for specialized subjects such as home economics and agriculture, high school supervisors were required by law in every county that received state aid for salaries. State aid was also to be allocated for salaries of supervisors of pupil personnel and visiting teachers. The adoption of a more complete and simplified basic financial-aid law provided for additional aid to all local subdivisions, resulting in elevation of the state aid for the total state educational program from 30 per cent to 50 per cent.⁴²

The new legislation met with a happy response. The Association praised the statesmanship of Governor Preston Lane, the leadership of his administrative staff, and the foresight of the General Assembly, whose legislation would "produce educational dividends for the children of Maryland for years to come."⁴³ The September issue of The Maryland

⁴²"Legislation Successfully Completed," The Maryland Teacher, IV (February-March, 1947), 119, 132.

⁴³Ibid., p. 119.

Teacher printed a speech made earlier by the Governor, referring to it as "one of the finest treatises on the Maryland school system ever written by a layman," and captioned an accompanying picture of the Governor, "Our Governor Speaks Our Language."⁴⁴

When the governor addressed the eightieth meeting of the MSTA in October, 1947, not only was he well received, but also the representative assembly adopted a resolution complimenting him, along with the state superintendent and the Maryland Congress of Parents and Teachers, for their leadership in educational affairs.⁴⁵ Dr. Pullen added to the encomium when he cited the action of the governor and the General Assembly, with the support of people of the state, as the "greatest single progress in Maryland, with one exception, since the public schools were established in 1867... Laws were passed which have not only strengthened the public school system but have also set Maryland in the forefront of states with respect to public education."⁴⁶

The law was without doubt an important step forward in Maryland education. The State Teachers' Association influenced its passage in several ways, including financial aid, for teachers throughout the state had contributed more than \$9,000.00 to the MSTA campaign fund for the promotion

⁴⁴V (September, 1947), 4, 5.

⁴⁵MSTA, Proceedings, Representative Assembly Minutes: Report of Committee on Legislation (1947), p. 1.

⁴⁶Maryland State Department of Education, A Decade of Progress in the Maryland Public Schools 1939-1949, op. cit., p. 1.

of the 1947 legislative program.⁴⁷

With the significant support of the state superintendent and the Maryland Congress of Parents and Teachers, one of the main MSTA objectives in the 1949 legislative program was achieved with changes in the retirement system for teachers. Prior to this, teachers could retire at age sixty, having served a minimum of thirty-five years, and could receive approximately one-half of their average annual salary for their last ten years of teaching. However, changes in the 1949 law provided for retirement after thirty years of service and because of changes in living costs, the amount of retirement was based on the average salary of the ten highest consecutive years of service, rather than on the average salary of the last ten years. Teachers also could now transfer from the Baltimore City to the county retirement system, and visa-versa, without penalty or loss of credit.⁴⁸

Because of the merits of the state retirement system, it was the MSTA's viewpoint in 1948 and 1949 that the extension of federal social security coverage to teachers might work to the detriment of the existing system. In 1948 Raver called social security a "threat to our retirement system,"⁴⁹

⁴⁷"Why Join MSTA," The Maryland Teacher, VII (October, 1949), 7.

⁴⁸"Legislative Summary," The Maryland Teacher, VI (March, 1949), 6.

⁴⁹"Retirement Changes," The Maryland Teacher, VI (November, 1948), 8.

and he continued to maintain this position when in 1950 he appeared before a congressional hearing of the United States Senate to explain why public employees then covered by retirement should be excluded from social security.⁵⁰ As far as the MSTA was concerned, social security coverage of teachers was undesirable.

Another measure which the MSTA felt deleterious to teacher welfare, and which it thereby strenuously opposed, was the 1949 act dealing with sedition and subversive activities, referred to as the Ober Law. While this bill was being considered by the General Assembly, Executive Secretary Raver wrote his vigorous opposition to the bill in the February issue of The Maryland Teacher in an editorial entitled "Do You Want The Gestapo in Maryland?"⁵¹ After reviewing similar scare techniques in the history of the United States, the executive secretary explained that the MSTA did not object to teachers signing a loyalty oath but did oppose the Ober bill because of its "gestapo" methods for investigating public employees. Especially repugnant was the section assigning to a special state assistant attorney the responsibility "to assemble witnesses, information and evidence relating generally to the purposes, processes, and activities of communism and any other related subversive organizations, groups or persons."⁵² This type of directive would not serve

⁵⁰MSTA, Proceedings, Representative Assembly Minutes: Report of Legislative Committee (1950), p. 1.

⁵¹VI, 4-5, 10-11.

⁵²Ibid., p. 5.

to prevent subversion, believed Raver, but rather it could emerge as a guise for overzealous attempts at thought-control. What, queried the editorial, was to keep a pupil from taking home a story about a teacher he didn't like and starting an ill-conceived investigation?⁵³

But the tenor of the times prevailed, and the General Assembly of Maryland joined New York and other states in the passage of a special law dealing with subversive activities. Although the Ober Law was challenged and although it was declared unconstitutional in October, 1949, by Judge Joseph Sherbow of the Supreme Bench of Baltimore, its legality was upheld in the higher courts. However, under the right of referendum guaranteed by the Maryland constitution, the law was to be submitted to the citizens in November, 1950, thus presenting the Association and other opponents of the Ober Law with another opportunity to campaign for its defeat.

As the referendum approached in the fall of 1950, two articles by the executive secretary appeared in The Maryland Teacher. "How Will You Vote?" in the October issue made clear the MSTA's unqualified opposition to communism but explained that the present law should be rejected because of its vague and comprehensive definition of subversion and its dangerous provisions for enforcement.⁵⁴ The next month, in a lengthy answer to a letter from the special assistant attorney of Maryland, Raver expressed his confidence that the

⁵³Ibid., p. 10.

⁵⁴VIII, 5, 33.

present assistant attorney would not abuse his privileges according to the law but voiced concern that future enforcement officers might not demonstrate as much insight and wisdom. Even more to the heart of the matter, felt Raver, was the erroneous philosophy upon which the law was erected. More and more, observed Raver, a man was being considered guilty and then forced to prove his innocence, often outside the usual protection of the courtroom. Refusal to cooperate, even though within constitutional rights, could jeopardize a teacher's professional career and personal life. This was, insisted Raver, a negative way of preserving democracy.⁵⁵

At the 1950 annual meeting of the MSTA, held just a few days before the referendum, the Association stated its official support of Raver's thesis, adopting the resolution that the present anti-subversive law was not the way to uncover subversively dangerous persons. Instead, "it can only extend the authoritarian approach so vividly expressed in the recent charges and investigations carried on in Washington. Today, it is becoming necessary to prove one's innocence rather than place the burden of guilt on the state. Since no protection for citizens in general and public employees in particular was provided, we urge the defeat of the anti-subversive act through the referendum that will appear in November."⁵⁶ The Association was again on the losing side,

⁵⁵"Letters," The Maryland Teacher, VIII (November, 1950), 4, 5.

⁵⁶MSTA, Proceedings, Representative Assembly Minutes: Report of Resolutions Committee (1950), p. 3.

however, when an unusual turnout of voters approved the subversive activities legislation.

Although the battle had been lost in Maryland, the Association unhesitatingly had asserted its position in defense of teachers' rights. This can be appreciated more fully when it is recalled that this was a time in the United States of intolerance of free thought. In the search for subversives, in and out of the government, there was fostered by a highly vocal group the belief that many citizens, not before considered disloyal to the United States, were dangerously subversive. It was desirable, continued this point of view, for these people to be charged and questioned by legislative investigation committees. Furthermore, anyone who objected to these methods, for whatever reasons, was also considered suspect.

This thinking gained amazing popularity and silenced many people who would normally have protested such action. Teachers were under unusual pressures to make certain that no comment or remark might be intentionally misconstrued or interpreted to place their careers in jeopardy. In this climate of opinion, the stand taken by Mr. Raver and the MSTA required both conviction and courage.

Approval of the Ober statute was not the only significant result of the November vote in 1950; the other was the election of a new governor of Maryland, Theodore McKeldin. As the MSTA approached the first legislative session under a Republican governor since 1938, it hoped for continued progress

in the state's educational program. Interestingly, in light of later disagreements with the state's largest newspaper, The Maryland Teacher published a guest editorial consisting of an editorial reprint from The Evening Sun, which commended outgoing Governor Lane for his work for education. He had taxed, said the Sun editorial, but he had also built. The article called upon the men in Annapolis to keep the schools in high order, even if it meant, as it surely must, that some money would have to be spent.⁵⁷ The MSTA heartily concurred in this opinion and announced a legislative program for the 1951 session of the General Assembly calling for (1) further state aid for school building, (2) a raise in the state minimum scale for fully trained teachers ranging from \$2,700.00 to \$4,300.00 in sixteen increments of \$100.00 each, (3) extension of state aid to public libraries, (4) extension of teachers' college facilities, (5) supplementary aid to retired teachers, and (6) extension of retirement credit for military service.⁵⁸

When the major bills covering building, salaries, and libraries were introduced on March 14 in the House of Delegates, spokesmen for the Maryland Congress of Parents and Teachers requested and were granted a public hearing on the bill. Despite the attendance of more than a thousand supporters at this initial hearing, the proposed legislative program did

⁵⁷John W. Owens, "An Old, Old Story and A Lesson," The Maryland Teacher, VIII (February, 1951), 7.

⁵⁸"MSTA Legislative Program Announced," The Maryland Teacher, VIII (February, 1951), 8.

not remain intact. The amendment to the state library law providing for an additional sum of \$.40 per capita for library purposes, raising the minimum to \$.75 per capita, died in committee, as did the amendment increasing the school building incentive fund by \$5.00 per child. However, there was little opposition to granting veterans retirement credit for service in the Korean War or to increasing pension benefits for all teachers. The salary requests, after being reduced from \$500.00 to \$300.00 and being tied to a 1 per cent rise in the corporate income tax, passed in the House of Delegates with only two dissenting votes and in the senate by a twenty-one to five count.⁵⁹ At this point a significant event occurred for Maryland education, and especially for the MSTA. Despite the overwhelming majority of the General Assembly votes and the support of lay and professional groups, Governor McKeldin vetoed both the salary and pension legislation.

After the educational climate produced by the outstanding legislation of 1945, 1947, and 1949 and by the leadership of Governors O'Connor and Lane, the McKeldin veto jolted the educational forces. Raver promptly wrote an editorial, in light of the needs of education, refuting McKeldin's arguments against additional or new taxation. He charged the governor with "vacillation rather than wisdom" and questioned the justification for rejection of legislation

⁵⁹"Legislative Roundup," The Maryland Teacher, VIII (May, 1951), 6, 7.

so strongly endorsed by the General Assembly. Clearly opposing the McKeldin stand, the MSTA vowed to return to the next session of the General Assembly to urge the delegates to override these post-session vetoes. This single event of gubernatorial action provided for the MSTA a difficult challenge. With an active and influential opponent on the legislative scene, the MSTA would have to adopt a more aggressive policy, if it hoped to realize its programs. How strongly the MSTA would react would be seen in the next few years. But the handwriting was clearly on the wall; it was the end of one era and the beginning of another.⁶⁰

Between 1942 and 1951 the over-all purpose of the Maryland State Teachers' Association continued to be to unify and strengthen the teaching profession and to work for the welfare of the teachers and pupils in Maryland. As directed by the 1948 certificate of incorporation, it was to interpret the schools to the public and to promote confidence, respect, and good fellowship among all who were directly or indirectly engaged in educational work in the state. In these efforts, the MSTA was eminently successful. The feeling of unity among the educational forces of the state was outstanding, and cooperative coordination with the state department of education, local teachers' associations, and the MCPT was facilitated by common agreement on policies and programs. The MSTA emerged from this coalition as a full-pledged partner

⁶⁰"Vacillation vs. Wisdom," The Maryland Teacher, VIII (May, 1951), 4, 5.

no longer limited only to the role of follower.

It was a fortunate time for the Association to become a modern organization, for the growing pains of executing a full time program were experienced during a period when there was a consensus among educators, governors, legislators, and citizens for immediate improvement of the schools. The laws of 1945, 1947, and 1949 all reflected this desire for advancement. In this educational climate, the MSTA did not need to be a critic and, with exception of the 1948 Ober Law, did not find it necessary to disapprove of any major legislation. It could devote its energies to a major responsibility emerging during this period: the interpretation of educational needs and programs to teachers and to the total citizenry. Public relations was an important responsibility, and the Association willingly accepted this assignment.

To carry out the tasks of coordination and interpretation, the MSTA organization was modernized. The presence of a full time executive secretary and supporting staff, the acquisition of permanent headquarters, and the publication of a monthly magazine increased the influence of the Association. Leadership training institutes, new procedures for the election of executive committee members-at-large, and the official functioning of an advisory council served to include more members in policy-making positions. The large attendance at annual meetings and increasing membership attested to the growing popularity of the Association. Between 1942 and 1951 the number of teachers eligible for membership increased

approximately 5 per cent, while membership in the Association grew almost 100 per cent. At the close of this period the Association would need all this backing and experience, for an important member of the legislative team, the governor, was in disagreement with several of the MSTA's major proposals. The period of harmony had come to an abrupt end. The Association, with its allied groups, would have to devise new ways of meeting this new challenge.

CHAPTER VI

RECENT DEVELOPMENTS, 1952-1962

Educational Challenges

In the years immediately following World War II, with gubernatorial leadership and legislative enthusiasm, measures of major proportion were taken to meet the post-war influx of students and to improve the quality of instruction. The laws of 1945, 1947, and 1949 remain today as important landmarks in the history of Maryland education. But, despite the significance of these acts, the decade of the 1950's brought new and more impressive challenges which, if they were to be successfully met, would require diligent labor from educators, legislative aid from the government, and vital support from the citizens of the state. Between 1950 and 1960 the population in Maryland grew from 2,434,001 to 3,256,634. Between 1952 and 1962, the number of students enrolled, the number of school positions, and the average salary of teachers almost doubled. In 1951 the total school enrollment was 386,724;¹ the number of school positions, 13,333;² and the average salary, depending on race and teaching level, between \$3,000.00

¹Eighty-Sixth Annual Report of the State Board of Education, 1952, p. 50.

²Ibid., p. 210.

and \$3,646.00.³ By 1962, total school enrollment was 655,310;⁴ the number of school positions had increased to 25,932;⁵ and the average salary was \$6,099.00.⁶

The support of an educational structure capable of meeting current problems required a sound financial program. Several commissions were appointed by the governors to investigate thoroughly the matter of finances and education and to make recommendations upon which the General Assembly might act. Following a Maryland tradition, these commissions received the name of the chairmen. The three most important were the Green Commissions of 1952 and 1955 and the James Commission of 1959. The reports and recommendations of these commissions served as background for debates and discussions concerning both the method and amount of financial aid for the schools.

Although vast amounts of money were needed to improve and expand school facilities, educators were cognizant that physical expansion would be wasted effort if the schools could not be staffed with a sufficient number of competent teachers. Teacher supply had become more crucial than ever, and, even with the large number of recruits from out of state who were joining faculties in Maryland schools, the number of

³Ibid., p. 124.

⁴Eighty-Seventh Annual Report of the State Board of Education, 1953, p. 89.

⁵Ibid., p. 242.

⁶Ibid., p. 192.

uncertified and poorly trained people responsible for instruction was a reminder of the professional gap. Salary and teacher welfare became intricately involved with the matter of teacher supply; a direct outgrowth of the teacher shortage was the problem of teacher education in Maryland, especially as it related to the state teachers' colleges and the University of Maryland. The concern for adequate professional personnel blossomed into a major re-evaluation of the entire public higher educational program in Maryland, with two commissions, the Warfield in 1959 and the Curlett in 1961, appointed to study the matter. The findings and recommendations of these commissions served as a basis for a general debate on higher education in the state.

Sustaining an adequate educational program required not only sufficient facilities and competent teachers, but also agreement on the content and method of instruction. Because the years 1952 to 1962 saw more students entering the schools and remaining longer, the trend to broaden the curriculum to interest and to educate more completely the diverse student population continued. Vocational education and guidance services in both elementary and secondary schools were expanded for both college-bound and terminal students. There was renewed effort in physical education instruction to engage a larger number of students in general athletic participation, rather than to involve only a small percentage in varsity and interscholastic sports.

During this decade specialized programs and courses

of study were designed for pupils in the lower half of the intellectual spectrum. Complementing this development was the heightened attention directed to above-average and superior or gifted students, especially after 1957, when scientific and general intellectual rivalry with the Soviet Union hit a new peak. Many schools refined their programs or initiated new ventures to challenge the intellectually gifted students. This academic emphasis made it necessary, in many cases, for schools to redefine their purposes and objectives. In the American system of mass education, the role of the school has been an interesting phenomenon. Friendly and often not-so-friendly critics argued that at long last the schools were realizing their proper responsibility, intellectual training. Defenders of a broader program pointed out that intellectual development had always been the concern of the schools and that anyone who took time to understand publicly supported mass education in the United States would realize the extreme heterogeneity of pupils and the necessity for varying approaches and methods to educate them.

Throughout the period, participating in this national debate on educational purposes and methods were various individuals and groups in Maryland. One of these organizations was the Maryland State Teachers' Association. During the decade from 1952 to 1962, the MSTA emerged as an important voice in the state educational picture. Between 1952 and 1962, membership increased from 8,122 to 21,425 members. In

cooperation with other organizations, especially the Maryland Congress of Parents and Teachers and the state department of education, the Association assumed new prominence and increased importance. After a long existence of almost a hundred years, the MSTA now possessed the efficacy of a modern teachers' organization willing and able to further its causes for public education, even though its opponents might be the state legislature, the governor of the state, or the largest newspaper in the largest city in Maryland. The MSTA had begun as a page boy, but after a long stint of service as a squire, it was now prepared to don full armor and meet its opponents on the educational battlefield.

Meetings, Members, and Organization

Although with the development of a continuous program throughout the year the activities of the MSTA were no longer solely centered around the annual meeting, the autumn gathering in Baltimore was the highlight of the year and certainly the activity which involved the most teachers. Meeting each year for general sessions in the Fifth Regiment Armory, the membership of the organization increased in 1952-1962 from 8,122 to 21,425, and attendance at the meeting doubled from 10,000 to almost 20,000.

Of the state associations having a state-wide annual meeting, Maryland usually had one of the largest attendance figures. Many of the more heavily populated and geographically larger states than Maryland had substituted district

or regional meetings for a state-wide gathering. A few others held meetings only of the representative assembly or of a smaller gathering of teachers during one of the school term vacations, with no expectancy for a high percentage of attendance. In Maryland, however, schools were closed for one or two days during the state-wide meetings, depending on the county, and attendance was considered a professional obligation.

During the course of these three-day meetings from Thursday to Saturday, teachers convened for two general sessions open to the public, at which time they heard speeches by the governor of the state, the state superintendent, and national figures like Arthur Schlesinger Jr., John Gunther, Walter Reuther, G. Mennen Williams, Carlos P. Romulo, Chester Bowles, John F. Kennedy, James B. Conant, Eric Johnston, Gerald Wundt, Alistair Cooke, Max Lerner, and Ralph E. Lapp.

Before and after the general sessions, and sometimes during the meetings, the teachers visited the approximately 250 exhibits on the ground floor of the Armory. In what might be described as a school boy's nightmare, suppliers of educational materials advertised and demonstrated their products and generously presented their prospective clients with free materials, invariably including a yard stick, the standard indication to city observers that the teachers were in town. Exhibits were not limited to school supply companies, but also were prepared by groups such as B'nai Brith, Womans Christian Temperance Union, Standard Oil Company, the Maryland Council

on Dental Health, and the military services. At a rental fee of \$75.00 a booth, the exhibits often would underwrite the entire expenses of the annual meeting, sometimes at a profit. The treasurer's report in 1954 listed convention expenses at \$14,976.42 and the fee from exhibits at \$15,165.00.⁷ For the year 1961 the balance was even more encouraging, with convention expenses at \$19,797.42 and receipts from exhibitors totaling \$24,660.00.⁸

On Friday mornings the members attended department meetings held in various schools in Baltimore City and in Baltimore County. In 1961, thirty-nine departments scheduled over sixty meetings. Backed by partial financial assistance from the MSTA treasury, the departments arranged a variety of instructional programs which included many speakers prominent in education and related fields. Because the general meetings were devoted to matters of general interest and the sessions of the representative assembly dealt with the program of the MSTA, it was at departmental meetings that more specific curricular topics were entertained. Each department had its own particular areas of interest and was afforded the opportunity of pursuing these concerns by presentations and discussions. At an earlier period of the MSTA, when attendance at annual meetings was smaller, the entire membership was frequently involved in debating both broad and fine points

⁷MSTA, Proceedings, Treasurer's Report (1954), p. 1.

⁸MSTA, Proceedings (1962), p. 24.

of the curriculum. In this later period, however, while the entire program of the MSTA was directed toward improving instruction in the schools, curricular debates and recommendations were largely in the hands of other agencies in the local systems and the state department of education; accordingly, department meetings were more inspirational than directive in nature.

In addition to the general sessions and department meetings, each annual meeting usually included two sessions of the representative assembly, the legislative body of the MSTA, on Thursday and Saturday mornings in the Lord Baltimore Hotel's ballroom. Each local teachers' association was allotted delegates according to its membership. In 1952, local groups dispatched one delegate for every thirty-five members; the ratio then dipped to one for every forty members, and, finally, in 1962, settled at one representative for every fifty members in the local association.⁹ Each affiliated department was permitted one representative, provided that it held one meeting at the same time as the Association's annual convention and that all its officers were members of the MSTA. Each college and university and the state department

⁹The size of the representative assemblies and the ratio of delegates continued to vary greatly among the state associations. In 1958, when Maryland had 400 delegates and an approximate ratio of 1:35, figures from some of the other state associations were Alabama, 380, 1:50; California, 351, 1:300; Florida, 2,400, 1:10; Illinois, 600, 1:100; Pennsylvania, 850, 1:75; and New York, 2 for the first 100 plus 1 for each additional 100. National Association of Secretaries of State Teachers Associations, Ratio of Representatives at State Delegate Assemblies, Information Service Report, No. 16, April 11, 1958 (Washington, D.C.: National Education Association, 1958), p. 1.

of education was allotted one delegate to the representative assembly, while the superintendent of schools in each local system served as an ex officio member.¹⁰ At these meetings of the representative assembly, which grew from 224 delegates in 1952 to 524 in 1962, committee reports were presented and discussed, budgets were approved, resolutions were adopted, and plans and policies for the coming year were decided.

Two issues concerning eligibility for membership in the Association drew the attention of the representative assembly during this decade. The first dealt with professional qualifications. Although non-degree and uncertified personnel were teaching in the systems, there remained some question whether they should be permitted to become members of a professional state organization. Those who argued for more stringent requirements for regular membership drew their analogies from other professional associations in which membership was denied to those not qualified or lacking competence. In 1958, part of this problem was resolved when the term "regular" or full membership was limited by definition to teachers holding a bachelors' degree or a certificate of first or higher grade, or to those considered fully certified professional employees by boards of education, teachers' associations, or private schools. Other categories for membership were prescribed as limited, associate, life, student, and honorary, each with varying degrees of rights and privileges

¹⁰"Bylaws of the Maryland State Teachers' Association," The Maryland Teacher, XIX (October, 1961), 50.

in the Association's activities.¹¹ A teachers' association could not, as associations in other vocations might, dictate general policies for the profession, since this was reserved for local and state boards of education. Nonetheless, by upgrading membership requirements, the Association served indirectly as an agency promoting professional standards for the teaching vocation.

The other problem concerning membership was not related to professional qualifications, but rather to social and philosophical assumptions and beliefs. Maryland, although in many ways a border state between Northern and Southern United States, was south of the Mason-Dixon line and had until 1954 segregated schools for Caucasian and Negro students. As a result, along with other southern states it also had two teachers' associations in most of the local units as well as on the state level. Although the MSTA had cooperated with the Maryland Education Association, the Negro state teachers' association founded in 1916, in endeavors such as the promotion of equal salary schedules, and although since 1949 it had published a joint publication handbook with the MEA, professional contact between teachers of the two races was virtually non-existent.

As far back as 1948, members of the MSTA were reminded of discriminatory practices when Pearl Buck, after accepting an invitation to speak at the annual meeting of the state association under the assumption that all teachers in Maryland

¹¹Ibid.

were included, refused to come if Negro teachers were excluded. An invitation was hurriedly sent to the MEA, inviting them to attend the session. The embarrassment which grew from this incident motivated some members to begin to work for closer contact with Negro teachers. Two years later, in 1950, the first results were in evidence when Willis H. White presided over the first session in the history of the Maryland State Teachers' Association held jointly with the 1,800 members of the Maryland Education Association. Progress along these lines continued, and the following year the by-laws of the MSTA were amended by striking out the word "white" in the membership clause. Although precise methods of affiliation and membership were not yet clearly defined, by 1951 race was eliminated as a qualification for membership in the MSTA.

At the fall meeting in 1954, following the spring decision of the United States Supreme Court declaring racially segregated schools unconstitutional, the MSTA passed a resolution asking for fair and lawful integration of Negroes in the public schools, in accordance with the court decision, and recommended that teachers, pupils, and other citizens throughout the state cooperate in effecting this change. The resolution was adopted without argument.¹²

At the same meeting, the by-laws of the MSTA were amended to extend full membership to Negro teachers by arranging for affiliation of their local teachers' associations,

¹²MSTA, Proceedings, Committee on Resolutions (1954), p. 5.

where Negroes were then barred from becoming members of the existing affiliate of the MSTA.¹³ An attempt to delay this action by at least nine months was shouted down by the delegates representing the 9,887 members of the MSTA.¹⁴ As a result Negro groups in the nineteen counties that had not integrated received a voice in the MSTA. While only Allegany, Washington, Carroll, and Baltimore Counties had integrated their associations by 1954, Baltimore City having led the way as far back as 1946, many other local groups were on the verge of making the change. Status quo resistance remained strongest in the Southern and Eastern Shore Counties.

At every annual convention between 1954 and 1960, a resolution was adopted favoring integration of the schools and imploring that all people concerned cooperate in implementing this policy. While general resolutions of this nature passed the representative assembly without opposition, changes in membership did not. When in 1960 a resolution was proposed favoring complete integration, in a close vote, after vigorous discussion and miscount in the tally had indicated its passage, the resolution was defeated 241 to 236. A compromise resolution then was introduced recommending that local associations which had not integrated "study the advantages" of integration and that the MSTA staff be available to assist those associations which requested help in making these studies.¹⁵

¹³Ibid., Committee on By-laws (1954), p. 3.

¹⁴The Sun (Baltimore), October 17, 1954.

¹⁵MSTA, Proceedings, Minutes of the 1960 Representative Assembly (1951), p. 11.

Integration thus remained a local option, despite the opposition of those who considered the dual-association concept neither effective nor professional. By the end of 1962, twelve local associations had integrated, but twelve still had two organizations. This accounted for the fact that, although there were only twenty-four local systems in Maryland, the MSTA included thirty-six affiliated associations.

During this period in which racial discrimination was receiving heightened attention, the leadership of the MSTA continued to be sensitive to an undercurrent of sentiment questioning the amount of democracy in the workings of the Association, especially in the election of officers. To answer this criticism and allay fears that small in-group maneuvers were dictating MSTA policy and silencing criticism, the Association attempted to extend the democratic features of the election process. Although there was an appointed nominating committee which retained final control over the selection of delegates, nominations for officers, the executive committee, and NEA representatives were chosen from a wide sampling. The tradition of permitting the second vice-president to move up to the presidency uncontested continued, but nominations for other offices were chosen from names submitted by local associations. For the selection of the four members-at-large on the executive board, the straw ballot continued to be used, thereby permitting nominations by local write-ins. Candidates with the most write-in votes were submitted to the membership in a straw ballot printed in The

Maryland Teacher. The four members-at-large each served for two years, with two terms expiring each year, two candidates were to be selected to fill each year's vacancies. After approval by the advisory council and ratification by the representative assembly, they would begin their term of office along with the other officers. In 1957 a slight alteration in the election process elevated the straw ballot to the final procedure for election of members-at-large, and, for the first time in the history of the Maryland State Teachers' Association, all officers and members of the executive board were elected by a ballot of the entire membership, with 53 per cent participating.¹⁶ Procedures for the selection of committee members was not changed, and NEA delegates continued to be chosen from recommendations from local associations.¹⁷

Because the Association was refining its election process, augmenting its membership, and enlarging its activities, the rented facilities at 1101 North Calvert Street

¹⁶MSTA, Proceedings (1958), p. 41.

¹⁷In October, 1963, NASSTA published the results of a survey completed in "a recent year" concerning participation of classroom teachers in governing bodies of state educational associations. For all the states reporting, the median percentage of classroom teachers who were members of delegate assemblies was 75 per cent, exactly the same as Maryland's percentage. For all the states, the median percentage of governing board members who were classroom teachers was 50 per cent, while Maryland's was 20 per cent. For all the state's, the median percentage of members of committees and commissions who were classroom teachers was 60 per cent, the same as in Maryland. National Association of Secretaries of State Teachers' Associations, Participation of Classroom Teachers in Governing Bodies of State Education Associations, Information Service Report No. 95, October 8, 1963 (Washington, D.C.: National Education Association, 1963), pp. 1-3.

proved no longer adequate, and in September, 1952, the Association's office moved to the newly purchased headquarters building at 5 East Read Street. This had been one of the main reasons for the doubling of the dues in 1951 from \$5.00 to \$10.00; \$2.00 of the \$5.00 increase was to be channeled to help finance the purchase of the new property, which, including the \$45,000.00 cost of the property plus renovation, totaled \$82,108.38.¹⁸

At the time of the move into the East Read building, the headquarters staff included four people: Executive Secretary Milson Raver, Associate Editor Robert Y. Dubel, Office Manager Clara Simering, and a bookkeeper-secretary. As the organization grew from 1952 to 1962, staff additions and changes occurred. In 1954, Robert Dubel was promoted to the newly created position of assistant executive secretary. In addition to assuming administrative responsibilities, Dubel was to spend much of his time in the field explaining the role and function of the MSTA and working toward increased membership.

In the same year, Sidney Dorros, leaving a principalship in a Montgomery County elementary school, was named director of publications to edit The Maryland Teacher and to direct the Association's public relations program. Although Dorros resigned in 1956 to become director of publications for the National Education Association, while he was with

¹⁸MSTA, Proceedings, Permanent Headquarters Committee (1952), p. 1.

the State Association he edited the periodical, compiled the MSTA handbooks, produced two booklets promoting the five-year legislative program, worked with the Maryland Council on Education, and served as chairman of the publicity committee of the Maryland Conference on Citizenship. With the departure of Dorros, Dorothy L. Lloyd vacated her position as administrative secretary of the Teachers Association of Baltimore County to become assistant editor.

For one year, from October, 1956, to October, 1957, Richard W. Seltzer served as director of field services. When Seltzer accepted a position at the University of Maryland, a former mathematics teacher and elementary school administrator in Baltimore County, Orville Berwick, joined the staff, and, in addition to his duties as field service representative, he served as a consultant to the Parent Teachers' Association and the Institute of Maryland Public Affairs. Also in 1957, Harry Hendrickson joined the staff as director of communications and research. When he left in 1961, he was replaced by Morris C. Jones. In 1962, John H. Downs became the associate director in field service and legislation to work with Dubel and Berwick in those areas.

Thus, by 1962 the headquarters staff of the MSTA consisted of Executive Secretary Raver, Associate Executive Secretary Dubel, Field Representative Berwick, Editor Dorothy Lloyd, Associate Field Directors John Downs and Morris C. Jones, and nine office personnel headed by Mrs. Clara Simering.

For the support of this staff and other personnel, the Association paid \$107,798.09 or 30 per cent of its total operating budget. Of this, Raver, now in his eighteenth year as executive secretary received \$16,500.00; Associate Executive Secretary Dubel, in his eleventh year with the Association, \$14,000.00; Editor Lloyd, \$8,900.00; Berwick, \$9,800.00; and the associate directors of field services, \$9,400.00 each. The remainder went for the salaries of office, advisory, and part time personnel.¹⁹

With increasing membership and staff, only four years after the move to 5 East Read Street, the Association facilities could no longer adequately accommodate its activities, and the executive secretary was instructed to make a study of the staff's office requirements for the coming years. As the findings of this study began to appear, the first inclination

¹⁹National Association of Secretaries of State Teachers' Associations, Salaries of Selected Staff Members of State Education Associations, 1961-1962, Information Service Report No. 79, November, 1962 (Washington D.C.: National Education Association, 1962), p. 2. Maryland's salaries and the number of professional staff employees compared favorably with other state teachers' associations. In 1962-63, the median salary for executive secretaries was \$14,500.00; for associate executive secretaries, \$11,730.00; for public relations directors, \$10,000.00; and for managing editors, \$8,800.00. California's executive secretary received \$30,000.00, and Rhode Island still employed only a part time executive secretary with a salary of \$4,000.00. Many of the states, including Maryland, also had insurance and retirement plans for staff members financed from Association funds.

The average ratio of professional staff employees to members, among all the state associations, was 3.4 per thousand members. Maryland, with a membership of just over 21,000, had six staff members for a ratio of 3.6 per thousand. National Association of Secretaries of State Teachers' Associations, Salaries of Selected Staff Members of State Education Associations, 1962-1963, Bulletin No. 23 (Washington, D.C.: National Education Association, 1963), p. 1.

was to expand the existing facilities. However, when preliminary plans for such an expansion were presented at an approximate cost of \$175,000.00, the executive board considered two other possibilities: either demolition of the existing building and replacement by a new structure on the same site, or purchase of another building.

On the advice of real-estate counsel, the decision was made to purchase another building, and, when the Hopper-McGraw building on the corner of Charles and Mulberry Streets became available, the MSTA bought it, finalizing the purchase in January, 1960.²⁰ The total expenses of \$106,000.00 for property; \$350,000.00 for renovations; \$31,500.00 for architects' and engineers' fees; and \$12,500.00 for furnishings made the expansion a half-million dollar project, much of which, it was hoped, would be financed from contributions from members. The new headquarters had three times as much floor space as 5 East Read, and two of the four floors were leased out for income. The move into the new headquarters in January, 1963, was a real contrast to the MSTA's first permanent office of two rented rooms at 1005 North Charles in 1945.

Not only had the meetings grown, the membership increased, the staff expanded, and the new headquarters been acquired during this decade, but also The Maryland Teacher had become an important educational periodical in the state. It covered all essential information about the Association, including the September issues giving the complete program

²⁰MSTA, Proceedings (1961), p. 31.

of the fall meeting and another special issue written as a handbook for Maryland teachers. Local, state, and national events received attention in articles concerned with curricular trends, practical teaching methods, reports of committees and staffs, humorous comments and stories, community-school relations, federal support for education, research summaries, teacher education, foreign teaching, new and experimental methods, and many feature articles on a wide variety of educational topics.

By 1962, publication was a fifty-thousand-dollar undertaking and, aided by over seventeen thousand dollars' worth of advertising fees, The Maryland Teacher was serving an essential role in increasing the effectiveness of the MSTA and in disseminating educational information throughout the state. Not only was it an important means of communication to further the program of the MSTA, but also it was a source of information about Maryland and national educational events and trends. After years of thwarted efforts to establish a periodical, the Association was understandably zealous in its use and support of The Teacher to ensure its role as a modern, dynamic organization of Maryland teachers.

The Legislative Battle

Governor Theodore McKeldin's veto of the salary and pension legislation in 1951 marked, for the Maryland State Teachers' Association, the end of an era. Under the aegis of Governor William Preston Lane, in the second half of the

1940's the cause of education had received benefits from legislation which went far beyond recovery from World War II curtailments to place Maryland in a comparatively favorable position with other states in such matters as school construction and salaries. During these years, as the MSTA rapidly matured into a full time organization, the Association, along with other educational interests in the state, supported these programs and was well satisfied with legislative results. The 1951 McKeldin veto abruptly shattered the mood, however, and the next year a new era was inaugurated in which the Maryland State Teachers' Association emerged as a chief spokesman for educational interests in both the state legislature and the public press. For an organization which had had no executive secretary nor staff until 1944, the Association had matured rapidly and would, in the ten years between 1952 and 1962, unhesitatingly and vigorously do battle with the state's powerful forces, including the governor and the largest and most prominent newspaper. As legislative statements and activities of the MSTA attracted increasing attention from various groups and individuals in the state, the inevitably divergent opinions became couched in increasingly sharp criticisms. For the MSTA, legislative expansion brought an intensified battle.

Into the 1950's, the MSTA continued its long-standing legislative practices of helping to prepare and sponsor bills, interview state officials, attend legislative hearings, and in general interpret the program to professional and lay people.

It also continued to work with the Maryland Council on Education, which, by 1950, three years after its formation, boasted approximately fifty member groups. The Council studied problems and issues in Maryland education in an attempt to promote a better understanding of the public school situation by enlisting support and aid from its member groups. While the Council did not endorse, promote, or propose any legislative measures, it did with the help of the MSTA's staff assistance and facilities for meetings, attempt to foster a favorable educational climate. With this background support, the actual legislative program was promoted through the State Legislative Steering Committee, staffed by MSTA members and representatives from the state department of education, County Superintendents' Association, Maryland Library Association, and the Maryland Congress of Parents and Teachers. It was this group which held meetings, formulated legislation, and sent delegations to the General Assembly and to state officials to urge enactment of educational proposals.²¹

²¹A 1959 survey indicated that twenty-seven state educational associations were involved in a cooperative council of organizations for the purpose of advancing educational legislation. Half of these states reported that their councils were, to a degree, permanently organized with by-laws and rules. Seventeen said that their councils included agencies whose major interest was other than public education. Almost all these councils included, in addition to the professional education group, the state board of education and the parent-teachers organization. In Maryland, there was no formal structure to the procedure of working with other groups, other than the steering committee on legislation. Therefore, Maryland was considered a state without an organized council. National Association of Secretaries of State Teachers' Associations, Promotion of State Legislation by Councils of Co-operating Organizations, Information Service Report No. 32, October 21, 1959 (Washington D.C.: National Education Association, 1959), p. 1.

In 1952 the legislative phase of the Association's activities received new impetus. Part of the reason for the \$5.00 increase, raising dues to \$10.00, was to help finance the new headquarters building, but an equally important reason was the desire to initiate an accelerated program of public relations designed primarily to effect the passage of favorable legislation. To this end, a public relations counsel was employed in 1952 to develop television and radio programs, prepare bulletins and news releases concerning the legislative program, and give aid to local units in the furtherance of this program.²²

Naturally, an increased emphasis on public relations required the allocation of additional funds for its execution. From 1952 to 1954, public relations expenses claimed at least \$10,000.00 from each year's budget. Unquestionably, a consequence of this expanded public relations spending was the chart published in the March, 1952, issue of The Maryland Teacher, exposing the voting record of each member of the General Assembly on the education bills, with instructions for the teachers to study the record and vote accordingly.²³ All this gave clear indications that the MSTA was not planning to play a passive role in the face of opposition to its legislative program. The public relations program was designed to publicize many aspects of the program, not the least of

²²MSTA, Proceedings, Representative Assembly Minutes: Report of the Executive Committee (1953), p. 3.

²³"How They Voted on School Bills," The Maryland Teacher, IX (March, 1952), 6, 7.

which was the voting records of the law makers.

At the close of 1954, Raver reviewed the MSTA's legislative accomplishments during his first decade as executive secretary. Working in cooperation with the state department, county superintendents, Maryland Congress of Parents and Teachers, organized labor, and many civic groups, the MSTA had sponsored legislation leading to the inclusion of a twelfth-year of minimum schooling, a reduction of class size, state aid for school construction, a revision of the compulsory attendance laws, three major revisions of the state minimum salary scale for teachers and administrators, improved retirement benefits, including supplementary pay for retired teachers, and workmen's compensation for all school employees. Not to be overlooked, continued Raver, was the fact that, in addition to these positive measures supported by the teachers, the Association also had effectively exerted its efforts to prevent passage of legislation such as salary stagnation and pension limitations deemed unsound for schools and the children of the state.²⁴

While the MSTA was not dissatisfied with its legislative accomplishments during the previous few years, it decreed for itself in 1954 a radical alteration in approach. In the place of yearly demands, the resolution called for a long-range program, specifically a five-year plan. Accordingly before the adjournment of the 1954 session of the General

²⁴"A Decade With MSTA," The Maryland Teacher, XII (November, 1954), 25.

Assembly, the legislative committee of the MSTA had begun to study the school needs for the next five years. Based on the prediction that the school population would increase from the present 400,000 to over 500,000 students between 1954 and 1959, at the rate of about 22,000 a year, the MSTA, together with the Maryland Congress of Parents and Teachers, announced what was appropriately called the MCPT-MSTA Five-Year Program for Maryland Public Schools. It was a bold program, and they knew it, but both groups considered implementation vitally necessary. Long before the state's general elections in the fall of 1954, the committees were hard at work developing the program, and, after endorsement by the advisory council at a special meeting on April 3, 1954, the plan was announced to the public on April 29. With the backing of nearly 10,000 MSTA and 100,000 MCPT members, the MSTA had undertaken one of the largest assignments in its history.

The plan called for legislation under four main categories: classrooms, teacher supply, public libraries, and state aid for driver education. Based on the predicted needs for 5,919 additional classrooms by 1960, the capital investment expenses were set between \$150,000,000.00 and \$270,000,000.00; this lack of preciseness was explained by the variance of construction costs, depending on the area and cost of land. Provisions to supply an adequate number of teachers included aid to state teachers colleges; improved teachers' welfare measures, with special attention to retirement benefits; and an increase in the state minimum

salary scale for fully certified teachers: \$3,200.00 to \$5,000.00, with an additional increment of \$200.00 for a master's degree. Under the plan, the state also would increase public library aid from 55 per cent to 85 per cent per capita and would increase state aid for driver education by an annual \$960,000.00 to enable every student to take the course.²⁵

In full operation, the new project would add about \$15,000,000.00 a year to the state budget for schools, about half again as much as the state was currently contributing to public education in grades one to twelve. Specifically, the state would pay about 40 per cent of the total cost, instead of the present 33 per cent. The basic assumption of the program was that the twenty-three counties and Baltimore City had almost reached their limits in financing schools, and the state must now assume more of the burden. Admittedly, this was the most ambitious legislative program ever launched by either the MSTA or the MCPT. They meant to put the program squarely in the political arena, as they planned to poll the gubernatorial, state legislative, and local candidates for office before the June 28 primary election and to publicize the views of these political aspirants concerning the Five-Year Plan.

It was the announcement of the Five-Year Plan which triggered the battle between the Baltimore Sunpapers and the

²⁵"Five-Year Program for Maryland Public Schools," The Maryland Teacher, XI (May, 1954), 4, 5, 23.

Maryland State Teachers' Association. On the same day that the plan was made public, an editorial in The Evening Sun called the plan premature and suggested that the MSTA should have waited until the two governor-appointed study groups, the Green Commission on Schools and Finances and the Grotz Committee on the whole question of bonded indebtedness, reported before deciding on a new program. The editorial then advised the candidates to take the politically safe way out by replying to the MSTA questionnaire that they were for public education but must wait for the Green and Grotz reports.²⁶ The following day, the morning Sunpaper added to the attack by criticizing the plan to canvass the candidates. The editorial charged:

Maryland voters are about to see a demonstration of the boldest kind of pressure group politics. Under the guidance of a lobbyist named Milson C. Raver, two organizations...have sponsored an educational spending program of awe-inspiring dimensions...having published this fanciful program, the pressure group has issued its threat. Every candidate for the General Assembly is to be given the answer yea-or-no treatment prior to the primary...our advise to the candidates is to forget it...the voters should be entitled to turn down any candidate craven enough to cower before such tactics.²⁷

Still, the candidates were polled, and, prior to the primary election in June, their answers were distributed in a pamphlet "How Your Candidates Stand on Public Education." In September, just before the general election in November, all the candidates who had not answered the questionnaire received another chance to do so, and those who had replied

²⁶(Baltimore), April 29, 1954.

²⁷The Sun (Baltimore), April 30, 1954.

had an opportunity to change their answers. While the polling proceeded, Raver and the newspapers continued to exchange editorial punches. On October 14, the first day of the 1954 MSTA annual meeting, The Evening Sun assailed in "Teachers in Politics" that, since Raver did not realize that the Association was a professional and not a political organization, the teachers should address some questions to their "hired hand." Teachers, it taunted, were excused from school not to hold a political convention but to participate in a professional meeting.

The editorial also criticized Raver for thrusting the Byrd-McKeldin gubernatorial battle into the convention. This last charge was in reference to Raver's article in the October issue of The Maryland Teacher, which reminded the teachers of the McKeldin vetoes and which, although taking a cautious approach, did credit Dr. Harry C. Byrd with improvements to the physical plant at the University of Maryland during his presidency. The article also pointed out that when McKeldin took office in 1951 the state aid for current operating expenses of public schools stood at 38.7 per cent, but that by 1953-54 this had dropped to 35.5 per cent.²⁸

Several days after the convention adjourned, there appeared in the letters-to-the-editor column of The Evening Sun on October 21 a letter entitled "Teachers' Hired Hand

²⁸"Lest We Forget," The Maryland Teacher, XIII (October, 1954), 8, 9.

Replies." In it, Raver asked if it was wrong to study the record and publish the results and if it was "too political" to point out that most of the credit which Governor McKeldin was taking for the 35 per cent increase in the state fund of public education was the result of enlarged school enrollment and mandatory appropriations enacted under former Governor William Preston Lane. At the conclusion of the letter, the Sun editors countered with a notation that Raver knew the difference between publishing the record and saying favorable things about one candidate while "tearing into another"; and, it concluded, if he didn't surely the teachers who hired him did.

When the questionnaires were again tabulated in November just before the general election, of the 310 candidates about 109 gave virtually unqualified support for the Five-Year Program, and the remainder replied that they would stand on their record and continue to support education, although making occasional qualifications. Generally, the weakest support came from the Eastern Shore, and the strongest support, from Baltimore City and the suburban counties.²⁹

As the 1955 General Assembly was about to consider seriously the school legislation, the MSTTA made a grand effort to inform people concerning its proposed program. Six thousand copies of the pamphlet "A Five-Year Program for Maryland Public Schools, 1955-1960" were mailed to the 515 local PTA units throughout the state, to all Maryland State

²⁹The Evening Sun (Baltimore), November 3, 1954.

legislators, to all members of local school boards, to county superintendents, to school principals, to MSTA faculty representatives in the school, and to presidents of local teachers' associations.

During the course of one of the hearings, after the booklet was distributed, State Superintendent Pullen was at Annapolis testifying on the proposed school budget, when a committee member asked if his department had anything to do with the state-wide campaign questioning candidates the previous May and November on their voting record; did he have any control over this lobby? Pullen replied that he did not, that he was against participation in political campaigning by the schools and those connected with the schools, but, that of course, no group should be denied the right to petition the legislature. The superintendent answered as he certainly had to, and the Sun was glad to have Pullen on record with this statement.³⁰

Despite the efforts of the MSTA, the 1955 General Assembly and the governor did not cooperate in keeping the Five-Year Plan on schedule. Although retirement for teachers was now to be based on the average salary for the five highest consecutive years, rather than ten, the computing of the benefits at one-sixtieth instead of one-seventieth for yearly benefits failed. The requested teacher salary increase of \$400.00 placing the minimum scale at \$3,200.00 to \$5,000.00 died in the House of Delegates' ways and means committee, and

³⁰Ibid., March 14, 1955.

the increase in the incentive fund for school construction, which had already been cut to 85 per cent of the Five-Year Plan's quota, was vetoed by the governor. This veto prompted a new series of charges. Executive Secretary Raver, calling for the legislators to override this nullification, labeled the veto a "callous disregard for the welfare of a half million Maryland children which would have provided approximately \$4,600,000.00 annually in additional state incentive aid for critically needed school construction."³¹ The Sunpapers jumped to the defense of the governor with editorials in the evening of May 31 and the morning of June 1, agreeing with McKeldin's action on the basis of the dearth of revenue he had cited. Raver answered on the morning of June 11, as the battle of words continued.

Between the ending of the 1955 legislative session and the beginning of the thirty-day 1956 general session, the MSTA worked to have the governor's veto overridden and the educational program expanded. A resolution at the 1955 meeting urged teachers to participate in an expanded public relations program to further the Five-Year Program. The booklet "How Can We Provide Good Schools? A Five-Year Program for Public Schools" was revised, and 50,000 copies were printed for distribution to teachers' associations, PTA's, and business and civic groups. A conference on legislation was held in Baltimore in August. Moreover, a campaign

³¹"Override the Veto," The Maryland Teacher, XII (May, 1955), 5.

of public information employing personal contacts, local speakers' bureaus, radio and television spot announcements, and news releases raged, while NEA brochures were made available for distribution and the film "The Busiest Place in Town" was edited to adapt to Maryland situations and to be viewed by various local associations.³²

Without difficulty, the 1956 General Assembly overrode the McKeldin veto of the school construction bill, for the fund for this purpose had been increased by \$10.00 per pupil, but the salary bill, after passing the House of Delegates, was killed in the Senate finance committee. Also, although the Five-Year Plan envisioned added retirement benefits within the existing system, in 1956 the Association scrapped its opposition to the federal social security coverage for state employees and supported the law which gave the teachers the opportunity to join this program. Later in the year, 85.9 per cent of the eligible teachers voted for inclusion in the social security program.³³ In its annual legislative roundup in The Maryland Teacher, publicity was given to supporters and opponents of the MSTA program, with special attention focused on the Senate finance committee which had ended any hope for passage of the salary bill.³⁴

Immediately the MSTA moved ahead to the next year's

³²MSTA, Proceedings (1955), pp. 25, 26.

³³MSTA, Proceedings (1956), p. 55.

³⁴"Progress at Annapolis," The Maryland Teacher, XIII (March, 1956), 7, 8.

challenge. In October of 1956 the Association announced that "The most extensive promotional campaign in MSTA's history had already been launched in support of the 1957 legislative program."³⁵ In addition to a new salary schedule, the legislature was asked to strengthen the programs at the five state teachers' colleges and to correct the annuity discrepancy in the retirement system. The major plank was, however, the new salary schedule proposed by the state board of education, endorsed by the MSTA and incorporated as part of the Five-Year Plan.

The schedule proposed an \$800.00 increase in teachers' salaries over a two-year period and would have raised the state minimum salary from \$3,600.00 to \$5,400.00 as of September, 1958. Particularly significant was the stipulation that this increase be financed through basic aid, instead of through equalization. This meant that, since the legislation was to be written so that increases would be passed on to teachers independent of the local scales in the counties and Baltimore, each teacher would receive a \$400.00 increase in September, 1957, and another \$400.00 increase in the fall of 1958. Including increments to principals and supervisors, the cost of the program would be about \$11,000,000.00 for each of the two years.³⁶

Superintendent Pullen appealed for realism as he

³⁵"Salary Proposal Merits Support," The Maryland Teacher, XIV (October, 1956), 13.

³⁶Ibid.

advised those who controlled the purse-strings to stop being so starry-eyed as to believe that people will teach regardless of compensation, for while teachers are professional, "there is a point beyond which they cannot permit their idealism to go."³⁷ With this backing and publicity, it was no surprise that the salary issue was the central educational issue at the 1957 General Assembly. After hearings and discussion, with the pay raise diminished to only \$400.00 and the minimum salary set at \$3,200.00 with a range to \$5,000.00, the bill was passed in the House of Delegates by 107 to 0, and in the Senate by 25 to 1. But, again, Governor McKeldin vetoed it.

The veto was the last straw for Executive Secretary Raver, who replied in a blistering editorial, appropriately named after the day of the veto, "Palm Sunday...A Dark Day for Teachers and Children." The governor had, said Raver, with the encouragement of the Baltimore Sunpapers, nullified the legislation with the old argument that the local units and not the state should take care of salary increases. He knew, continued the editorial, that the local counties had basically one source of income for taxation, real estate, and that the wealthiest counties had about four times as much wealth per child as the poor ones. The question was, he insisted, how long 19,000 teachers, the parents of 500,000 children, and other interested citizens would support in public office those who followed this reasoning. After reviewing the the vetoes of 1951, 1952, 1955, and 1957, Raver concluded

³⁷Ibid.

that McKeldin had no program at all for education: "Either we take up the cudgel and drive from positions of leadership those who strangle public education or we submit to a steadily deteriorating system of schools...we must militantly oppose those who would impair our system of public education."³⁸ This veto must be overridden, he demanded, finally, and the governor must be turned out of office.

Thereupon followed a series of exchanges between Raver and his opponents, McKeldin and the Sunpapers. The newspaper contended that during McKeldin's administration much had been done for education, through increased school funds, and that necessary salary increases had been made by local subdivisions. They chided the teachers to think about the "crude efforts of their chief lobbyist, Mr. Milson Raver, to put the Governor in a false light."³⁹ Raver continued to remind his opponents that much of the credit for the present spending belonged to the previous gubernatorial administration and that McKeldin's opposition to further state aid was inconsistent, since he was happy to extend state aid for many other activities and even, in the matter of roads, welcome federal aid. Education, contended Raver, was a problem for more than local units; it was a state-wide problem, and surely the governor knew it.⁴⁰

³⁸The Maryland Teacher, XIV (1957), 9, 44.

³⁹The Sun (Baltimore), October 12, 1957.

⁴⁰"Don't Let George Do It," The Maryland Teacher, XIV (September, 1957), 15, 44.

The Raver-McKeldin duel grew not only more heated, but also more personal. For the most part, the administrations attack was leveled at Raver, rather than at the MSTTA as an organization. In reaction, the executive board decided in 1957 to alter the customary practice of asking the governor to attend the opening session of the annual meeting to extend a few words of greeting.⁴¹ When the Sunpapers became aware of this decision, they labeled it a "petty, clumsy, snub" and suggested that Raver apologize for this "silliness."⁴² The Association answered these public charges by adopting a resolution commending the executive board for not inviting McKeldin and, affirming its confidence in the executive secretary as a "leader of personal integrity," pledged its "full and continuing support."⁴³ During the school year of 1956-57, the MSTTA had spent \$16,217.⁴⁴ on public relations, much of which had gone for promotion of the legislative program under the direction of Mr. Raver, and the Association meant it to be known that it approved of the executive secretary's policies.⁴⁴

With the convening of the 1958 legislature, the precedent for overriding the previous session's veto was continued, as only two members in the House of Delegates and

⁴¹The Sun (Baltimore), October 10, 1957.

⁴²The Evening Sun (Baltimore), October 10, 1957.

⁴³MSTTA, Proceedings (1958), pp. 9, 10.

⁴⁴MSTTA, Proceedings (1957), p. 18.

two members in the Senate voted to uphold the veto. However, the amendment to make it mandatory for the appropriated funds to be used for teachers' salaries, regardless of present rates or recent raises, was not included in the legislation. Raver mitigated this disappointment by announcing that most of the local subdivisions were going to give, or had given, raises of \$400.00 or more in the 1957-58 period. The minimum salary range was now set at \$3,200.00 to \$5,000.00, considerably lower than the \$4,000.00 minimum desired by the Association.⁴⁵

At the end of the 1958 legislative session, the MSTA issued an optimistic statement accentuating the accomplishments of the Five-Year Program announced in 1954, beginning with September, 1955; (1) the goal of increasing state aid for school construction had been accomplished by raising the incentive fund from \$10.00 per child to \$20.00; (2) facilities at the five state teachers' colleges had been improved; (3) better retirement benefits had been added, along with social security coverage; and (4) the increase of \$400.00 in the state minimum salary schedule for teachers, principals, and supervisors represented an additional \$12,000.00 in new state aid. The article then concluded by saying that, in terms of the aim of the Five-Year Program to increase the state's financial share to all local subdivisions, the MSTA's efforts had been "eminently successful."⁴⁶

⁴⁵MSTA, Proceedings (1958), pp. 28-33.

⁴⁶"Tis Spring," The Maryland Teacher, XV (March, 1958), 11.

From the opposite vantage point, however, Governor McKeldin continued to criticize the teachers' lobby and its methods. He disliked the questionnaires sent to candidates and censured the MSTA for playing a major part in overriding his vetoes, claiming that it not only had packed the galleries of the state house with teachers but also had "misled members of the Patent-Teachers' Association."⁴⁷ For the second time, Governor McKeldin was not invited to the annual meeting of the MSTA, and again the morning edition of The Sun rebuked the MSTA in an editorial "Zero in Manners."⁴⁸ Raver again replied that there was nothing personal involved and that it would have been impolite to invite the governor and give him a lukewarm response, adding stingingly that a command performance might be expected of teachers in some parts of the world, but hardly in America.⁴⁹

In place of McKeldin, the two candidates for governor in the November election, Republican James P. S. Devereux and Democrat J. Millard Tawes, were invited to the annual meeting in October, and the positions of both parties on education were published in the October issue of The Maryland Teacher. Both candidates came, but Devereux seemed the less hospitable. He was quoted as saying, "The proud status that

⁴⁷The Sun (Baltimore), April 21, 1958.

⁴⁸Ibid., September 25, 1958.

⁴⁹Ibid., September 30, 1958.

⁵⁰"Public Education: A Major Campaign Issue," XVI (October, 1958), 12.

your profession merits never will attain fruition through the favor of a political bulldozer in the marble halls of Annapolis."⁵¹ Accusing the MSTA of "blackjacking" the legislators by the political polling of candidates, Devereux was quoted as saying, in effect, "go home and play with your curriculum and don't come to me for money."⁵² At this meeting, in light of such comments and the Sunpapers' charges of playing partisan politics by favoring Tawes, Raver defended the political activities of the Association, emphatically concluding that the MSTA would neither "return to benevolent paternalism appearing in Annapolis only as professional mendicants begging for a respectable hand-out," nor "let our muscles waste away through inaction and a false sense of professional pride and a lack of courage."⁵³

The MSTA happily saw J. Millard Tawes elected governor in November, 1958 and, until March, 1959, described his work as "refreshing leadership for schools" in that he, the MSTA, and the MCPT entertained similar goals for the schools, especially with regard to salaries.⁵⁴ This confidence was short-lived, however, for any hope for a new salary law for teachers perished when the House of Delegates and the Senate could not agree on legislation. Consequently, the House, with the

⁵¹The Sun (Baltimore), October 18, 1958.

⁵²Ibid.

⁵³MSTA, Proceedings (1959), p. 20.

⁵⁴"Salary Legislation--Refreshing Leadership for Schools," The Maryland Teacher, XVI (March, 1959), 12, 13.

permission of the governor, adjourned abruptly without passage of any school law. State Superintendent Pullen and Executive Secretary Raver immediately met with Governor Tawes and urged him to call a special session of the legislature to fulfill this obligation.⁵⁵ The governor decided not to call the special session, but rather referred the matter to the Legislative Council's committee on taxation and fiscal matters. Although both Pullen and Raver appeared before the committee headed by William S. James, the relationship between the executive secretary and the legislators was such that Raver reported to 150 legislative chairmen of the MCPT that the committee would not tell him what they were doing.⁵⁶ It was a disappointing way to conclude the Five-Year Plan, which in effect had been a four year plan, since no new legislation was passed in 1959. While gains had been made during these four years, the lack of cooperation between the educational forces and the state executive and legislature prevented the realization of many of the goals envisioned by the MSTA.

With the expiration of the Five-Year Plan and the hasty adjournment of the 1959 General Assembly a vivid memory, the MSTA fortified itself for the legislative battles of the 1960's. For the most part, these would comprise increased state aid for schools in the areas of buildings and personnel, better teachers' salaries with a higher minimum salary scale,

⁵⁵The Evening Sun (Baltimore), April 16, 1959.

⁵⁶The Sun (Baltimore), October 4, 1959.

improved teachers' benefits with special emphasis upon retirement and sick leave, and support of the state department of education's campaign to keep the state teachers' colleges under their control, rather than under the University of Maryland's jurisdiction.

Associate Executive Secretary Robert Y. Dubel directed the legislative campaign of 1960, since Raver divided his time between the specific salary issue and plans for the new headquarters for the Association. The 1960 legislative program, sponsored jointly by the MSTA and the MCPT, required raising the minimum salary scale from the present \$3,200.00 - \$5,000.00 to \$4,000.00 - \$6,000.00; additional aid per classroom from \$1,000.00 to \$1,400.00; capital improvements for teachers' colleges totaling \$3,589,000.00; and better retirement benefits. To further this program, the Association published booklets, met with city and state officials, gathered petitions, and sent delegations to Annapolis. Eighty thousand copies of "Investing in Our Future Through Quality Education" were printed and distributed. Finally, a petition containing 54,000 signatures requesting across-the-board salary increases was presented to the legislature, while on one occasion a 200-car motorcade descended on Annapolis.⁵⁷

Still, these efforts proved unsuccessful, because the program was not realized by legislation. Although the MSTA agreed to compromise on minimum salaries of \$3,800.00 to \$5,600.00, the legislation which was finally enacted kept

⁵⁷ The Evening Sun (Baltimore), February 8, 1960.

the minimum at \$3,200.00 while limiting the ceiling to \$5,300.00. After the disappointing vote, delegates who had voted for the program were given favorable publicity, by pictures and credits, in The Maryland Teacher.⁵⁸ To placate the teachers' lobby, the governor referred the whole matter of salaries to the Legislative Council's committee on taxation and fiscal matters, headed by William S. James, and to a commission directed by Dr. Harry Green, similar to the one he had headed in 1952, to study and make long-range proposals for methods and means of financing Maryland's school program.⁵⁹

The legislative battle in 1961 proved to be a contest between the James committee's proposals and those of the MSTA. Generally, the James committee's recommendations met half of the MSTA's demands, as they suggested a program costing \$6,000,000.00, while the MSTA advocated a \$12,000,000.00 undertaking. As soon as the James committee's recommendations were announced, the MSTA denounced them as "half-a-loaf" provisions which did not help the larger subdivisions of the state.⁶⁰ In reaction to this latest rebuff, the MSTA launched a county-by-county campaign to drum up support for its program, essentially the same program as in 1960, especially in the matter of salary. Kicked off by a state-wide MSTA and MCPT legislative workshop in November, meetings were scheduled for all counties and Baltimore City from then until February

⁵⁸" 'A' for Annapolis Effort," XVII (February, 1960), 11.

⁵⁹MSTA, Proceedings (1960), p. 20.

⁶⁰The Evening Sun (Baltimore), November 22, 1960.

to develop grass-roots support for the program.⁶¹

At this point, an unusual event occurred. On December 7, a month before the convening of the General Assembly, Governor Tawes announced that he would back the James Committee's proposals.⁶² This eliminated any doubt; Tawes was on one side, and the MSTA on the other. The fervor of the battle grew and while the MSTA received statements of support from local boards of education, 125,000 pamphlets "To Teach or Not to Teach" were sent out to the public.⁶³ In Baltimore County, a bus load of parents was dispatched by the MCPT to tour the county in support of the \$13,000,000.00 MSTA-MCPT program.⁶⁴ The MCPT secured 100,000 names for a petition of support, but the results of their efforts were largely unsuccessful. Although a state minimum salary schedule was set at \$3,600.00 to \$5,700.00 and equalization increased from \$.75 to \$.87 on assessed valuation, expenditures for the program totaled only approximately \$4,000,000.00. Especially distressing was the fact that, even though much of the state aid theoretically was appropriated for education, there was no legal provision making it mandatory for local political subdivisions to use the money for the schools.⁶⁵ The James Committee had won the

⁶¹Ibid., November 26, 1960.

⁶²Ibid., December 7, 1960.

⁶³Ibid., January 9, 1961.

⁶⁴Ibid., January 28, 1961.

⁶⁵"Legislative Review," The Maryland Teacher, XVIII (April, 1961), 12.

1961 battle, with money to spare.

For the third straight year, Governor Tawes had not cooperated in supporting the MSTA's proposals, a fact that was brought to his attention at the 1961 annual meeting of the MSTA in connection with the coming primary and general elections in 1962. Spokesman Raver reminded the governor that he had not lived up to his campaign promises--that, even though he had begun his governorship voicing agreement with the MSTA on educational matters, with his approval the schools in 1960 had received only \$4,200,000.00 out of a promised \$12,500,000.00, and in 1961, \$3,752,000.00 out of a promised \$13,300,000.00.⁶⁶

Although he was running for re-election, Governor Tawes, speaking to the teachers at the 1961 meeting, showed little resemblance to the candidate who had addressed the convention in 1959. Making it clear that he had not come to solicit support, but to explain what had been done, he expressed satisfaction with his efforts for the schools and criticized "high pressure lobbyists who were interested only in their own welfare and not in the general welfare."⁶⁷

The Sunpapers again came to the aid of the governor, labeled the MSTA high-pressure lobbyists and concluded that not only did the Association have no influence on Governor Tawes, but its methods had not worked for at least the past five years.⁶⁸ Raver promptly replied at the Association's

⁶⁶The Evening Sun (Baltimore), October 19, 1961.

⁶⁷The Sun (Baltimore), October 20, 1961.

⁶⁸Ibid.

meeting that the articles contained only half-truths and leveled a charge of his own: that critics vocalized about education but were unwilling to pay for it.⁶⁹ Recognizing the Sunpapers as a formidable opponent, along with the governor, the executive secretary insisted that "All the teachers of Maryland must unite into a strong force to fight newspaper and corporate interests."⁷⁰

On February 6, 1962, as the convening of the thirty-day session of the 1962 General Assembly approached, the Maryland Commission to Re-Study and Re-Evaluate the Philosophy and Practice of the Finances of the Public School System, called the Green Commission in honor of its chairman, Dr. Harry Green, released its report. Neither Superintendent Pullen nor Milson Raver saw much value in the report, as they challenged some of the statistics and argued that, while it did point out some problems, especially the dire need for certified teachers, it asked nothing for teachers' salaries to help alleviate this problem.⁷¹

Because legislators were swayed by the Green report, however, the MSTA's fight for more money fared no better in 1962 than it had in 1961. The MSTA's design to have the state assume 50 per cent of the school expenses, instead of the present 37 per cent, remained unrealized. Accordingly, the

⁶⁹Ibid., October 22, 1961.

⁷⁰Ibid.

⁷¹"Problems Defined--Solution Ignored," The Maryland Teacher, XIX (February, 1962), 7.

long-sought minimum salary scale of \$4,000.00 to \$6,000.00 once again failed to be enacted. However, another long-time objective came to fruition in the passage of a law guaranteeing a retirement allowance of one-seventieth for each year of service to those sixty years of age who had been members of the retirement system for thirty years, with retroactive provisions for teachers already retired. For practical purposes, this plan would, for example, guarantee retirement at age sixty, or thereafter, at half-pay, if social security benefits were included, for those who had achieved thirty-five years of service; the formula called for the number of years' service divided by seventy times the average final compensation.⁷²

While the MSTA certainly did not achieve all it desired in the matters of finances and salaries from the 1962 legislature, it was successful in its efforts to prevent the state teachers' colleges from becoming a part of the University of Maryland. Interest in the welfare of the teachers' colleges had been manifested for a long time by the MSTA, and the common history of the two institutions, both originating in 1866, was not overlooked. In the years since World War II, the Association had included as a plank in its legislative platform requests for additional capital improvements at the colleges and increases in the salaries of the faculties and staff.

⁷²"Summary of 1962 Legislation," The Maryland Teacher, XIX (March, 1962), 17.

In 1953 the governor had appointed a commission to study the needs of higher education in Maryland, and in 1955 the Association, realizing the imperativeness of the situation, passed a major resolution urging the General Assembly not to delay any further but to legislate a program for extended opportunities for higher education in Maryland.⁷³

In 1959 Governor Tawes appointed a commission to study the expansion of the University of Maryland, and, since Edwin Warfield III was chairman, the commission was called the Warfield Commission. In February, 1960, this commission made its report entitled "A Plan of Expansion at the University of Maryland." It was common knowledge that the relationship between the university and the teachers' colleges would be a key part of this report. When the commission recommended that the teachers' colleges become liberal arts institutions under the aegis of the University of Maryland, the MSTTA did not object to the first suggestion but vehemently opposed the latter.

The Association did not want three of the teachers' colleges, Frostburg, Salisbury, and Towson, taken from the state board of education, which served as the board of trustees for the teachers' colleges, and placed under the jurisdiction of the board of regents of the University of Maryland. They believed that this step would over-centralize the control of higher education in Maryland and would decrease, rather than

⁷³MSTTA, Proceedings (1956), p. 6.

increase, the number of students learning to be teachers.⁷⁴ In essence the Association echoed the views of the state superintendent of public instruction Thomas Pullen, who had quickly expressed opposition to the Warfield plan, hoping to forestall any endorsement of the plan by Governor Tawes.

The direction of efforts by the Association to oppose the report and its implementation was assigned to Associate Executive Secretary Robert Y. Dubel. At the 1960 meeting of the MSTA's representative assembly, Dubel presented a report unfavorable to the Warfield Commission. Not only did he explain why its recommendations were not sound and criticize the composition of the commission, claiming that it was not a representative body and did not include professional consultants, but also he concluded that the whole structure of the state's school system was at stake, warning that if "they can change this, they can change anything."⁷⁵ The representative assembly then passed a resolution not only agreeing with Dubel but also commending the state superintendent of schools for his position on the issue.⁷⁶ The Association made it clear whose side it was on; it wanted the state teachers' colleges to remain with Pullen and the state board of education. Superintendent Pullen, in return, expressed warm

⁷⁴"The Warfield Report and the Future of Teacher Education," The Maryland Teacher, XVII (April-May, 1960), 10, 11, 28.

⁷⁵The Sun (Baltimore), October 14, 1960.

⁷⁶MSTA, Proceedings (1961), p. 6.

feeling for the Association and praised Raver for his work for Maryland education and his "courage under unceasing attack."⁷⁷

When the plan was modified to incorporate only the one teachers' college at Frostburg as part of the University of Maryland, Dubel issued many public releases against the move, especially after Governor Tawes officially stated that he intended to approve the proposal. The state department and the MSTA again reiterated their approval of converting Frostburg into a liberal arts college and their disapproval of the college's becoming part of the responsibility of the University of Maryland's board of regents. Such a move, said Dubel, would effect too much central control of higher education, would neglect the continuing need for teacher supply, and would create only a partial settlement to the problem. The entire problem of higher education in Maryland and the status of the state teachers' colleges needed more study, especially since the future of Bowie and Coppin State Teachers' Colleges had not been settled.⁷⁸

Because the compromise solution was recognized by the governor and legislature as inadequate, the ideas of the Association and the state department prevailed. Frostburg was not annexed to the University of Maryland. Instead, the legislators in 1961 provided for a Commission for the Expansion of Public Higher Education in Maryland. Appointed chairman of

⁷⁷The Evening Sun (Baltimore), October 14, 1960.

⁷⁸Ibid., March 7, 1961.

the new commission was John N. Curlett, former president of the Baltimore City school board. When the Curlett Commission made its report in the fall of 1962, a tri-partite arrangement was recommended. According to the report, (1) the University of Maryland would retain its board of regents, (2) teachers' colleges would drop the word teachers from their titles and become liberal arts colleges to be governed by a new board appointed by the governor, with the state superintendent an ex officio member having the full power of veto, and (3) the junior colleges of the state would be extended and would remain under control of the state board of education. Tawes, Pullen, and Dubel were in agreement in their support of the Curlett recommendation, including the suggestion for a general advisory group to coordinate higher education, and they looked to the 1963 legislature to translate the ideas into action.⁷⁹

During the 1962 general election, the MSTA, which now represented over 21,000 of the state's 27,000 public school teachers, reviewed the voting records of the candidates and reminded Tawes of his mandate to the people of Maryland and his promises in 1958. Governor Tawes, who had been re-elected handily in 1961, extended a friendly greeting to the teachers at the 1962 meeting. The Association at this time was not opposing the governor or any specific issue but was concentrating its legislative efforts in support of a plan developed

⁷⁹"The Curlett Report and the Future of Higher Education," The Maryland Teacher, XX (October, 1962), 20, 21, 22.

by the state department of education which would change the formula for allotment of state aid from that based on the minimum teachers' salary scale to that of cost per pupil while still retaining the principle of equalization. This new plan for financing the schools was to be the major campaign in the 1963 legislature. It was designed to increase state aid and to help all local subdivisions, large and small.

Between 1952 and 1962 the Maryland State Teachers' Association spent a significant part of its energy and money in promotion of legislation for the schools. During each of these ten years, at least \$10,000.00 was allotted for public relations directed primarily toward the securing of favorable legislation. Added to this official public relations effort were many articles in The Maryland Teacher, the speeches and work of staff members, and many indirect activities which helped to bolster the promotion of legislation and which added many more thousands of dollars to the expenditures for the educational crusade.

During these ten years, the Association, with the backing of the Maryland Congress of Parents and Teachers and the state department of education, had become strong enough and bold enough to campaign vigorously and sometimes militantly for its program, even when it meant challenging the governor of the state and the largest newspaper in the state's only big city. It had not shied away from scrutinizing the records of political candidates and publicizing its findings. It had not flinched when its efforts were labeled unprofessional

and selfish lobbying. But, despite these efforts, the legislative hopes of the Association had not been realized. Its Five-Year Program, rebuffed by the first legislature to consider it, never fully recovered and was sent to a skidding demise in 1959 when the legislature adjourned without passage of any major educational law.

After the conflicts with Governor McKeldin in the 1950's, the hoped for cooperation with Governor Tawes in the 1960's did not develop, as he, too, criticized the activities and program of the Association, again with the help of the Baltimore Sunpapers. It must be clearly recognized that the MSTA did not approach a realization of all its major legislative goals in this decade; yet, it had achieved significant progress in improved facilities, salaries, and teacher welfare. Its stature was revealed in the very fact that the MSTA had merited strenuous opposition from the governors and the newspapers.

Although there was a gap between the MSTA's legislative hopes and legislative measures from 1952 to 1962, it is difficult to speculate what the results to the schools might have been if educational forces had not entered the fray so vigorously. It is true that the governor and legislators believed that non-acquiescence to the educational lobby was less dangerous politically than devising ways for additional revenue to support their suggested school programs. But during this decade the MSTA had matured into an aggressive force on the political scene. The representatives of the

Association had acquired valuable experience with the realities of pressure politics and political maneuvering. The Association was well prepared for succeeding legislative endeavors.

Projects and Committee Concerns

Through special projects and committee activities, the Maryland State Teachers' Association strove between 1952 and 1962 to advance the professional position of Maryland teachers and to improve their effectiveness as citizens. Television programs sponsored by the MSTA, such as the "Life with Teacher" series in 1953, gave public recognition to some outstanding teachers through an informal visit and discussion. Similarly, the MSTA continued its leadership-training institutes, initiated in 1949. With the help of NEA funds, in late September of each year at some mountain retreat, 150 to 200 members discussed methods of increasing their own effectiveness as leaders and representatives and of strengthening the organization. During the decade, these institutes increased their emphasis on public relations, coinciding with the more aggressive legislative policy of the Association, a policy which would produce a new and far-reaching project for the organization.

It was no mere coincidence that the more aggressive legislative plan and the inauguration of a new program for teacher information occurred at the same time. The new project was designed to improve the condition of education

in Maryland encouraging teachers to become informed and active citizens. As far back as 1942, in connection with state associations, the NEA had sponsored institutes on professional and public relations, and during the summer of 1942 Maryland offered five of these.⁸⁰ But before the institutes had an opportunity to become established, war events intervened, and the movement lay dormant for ten years. Once reestablished, the leadership-training institutes repeatedly implored teachers and administrators to become better informed about civic and governmental affairs.

At the suggestion of Superintendent Pullen, a core committee on public affairs was set up at the 1952 institute; just a few weeks later, at the annual meeting, the representative assembly accepted a plan to begin a program to help teachers become better informed and participating citizens. A planning group, called the Maryland Public Affairs Committee, was appointed under the chairmanship of B. Melvin Cole. This committee engaged Dr. Donald Ross and Dr. Paul Mort of Teachers College, Columbia University, as consultants to plan a summer workshop for 1953.⁸¹ As chairman Cole said, the workshop was to prepare a well-informed profession in the matter of government and politics in Maryland, "not as the textbooks picture them but as they are practiced from day to day."⁸²

⁸⁰MSTA, Proceedings (1942), p. 1.

⁸¹MSTA, Proceedings, Maryland Public Affairs Committee Report (1953), p. 1.

⁸²Ibid.

Seventy-five educators took part in the first summer workshop at Towson State Teachers College from July 13 to 25 in 1953; these participants were, in turn, to go out and conduct similar types of programs on the local levels.

By 1954 the expanded program had adopted an official name, the Institute on Maryland Public Affairs (IMPA) and had "shifted into high gear." The institute was to be not merely an empty exercise, but an agent of action promoting especially the Five-Year Plan. Consultants Mort and Ross acknowledged the IMPA program as the only one of its kind in the country. Other state associations had political-action groups, but Maryland's was unique because of its realistic approach, the close contact with public officials, and its involvement of many people at both the state and local levels.⁸³

The summer institutes at Towson State Teachers College included political leaders from the counties and cities, state government officials, academic consultants, and educational officials in the state, including the state superintendent and various members of his staff. Avoiding a straight textbook approach by using case studies, field trips, and informal discussions, the summer institutes and the follow-up local institutes investigated the organization and function of local and state governments, the operation of the Maryland school system, the legislative process, the practical aspects of party politics, and the privileges and responsibilities

⁸³"IMPA Shifts Into High Gear," The Maryland Teacher, XII (March, 1955), 11.

of citizenship. In 1953-54 there were approximately 1,000 teachers involved in study groups conducted by the sixteen counties and Baltimore City.⁸⁴ By 1955 it was possible to earn two credits for certification renewal by attending a local institute, providing that it met for a minimum of thirty class hours.

A direct result of the IMPA program in 1955 was the creation of a public relations committee in the MSTA, composed of the chairmen of all local associations' public relations committees. By 1958, the number of educators enrolled in the program throughout the state had grown to 1,200, with the public relations aspect of the program receiving the major attention.⁸⁵ On its tenth birthday in 1962, the program added a new dimension, when arrangements were made for the University of Maryland to offer the IMPA course so that participants could receive credits toward a master's degree program.

Civic education and public relations were not the only committee concerns during this decade, as attention was given to a host of other matters, many of them directly dealing with teacher welfare. Committees and subcommittees investigated problems related to certification, ethics, recruitment and retention, scholarships, teacher education, salary, buying privileges, safety, sick days, teacher leave, insurance, teacher load, merit pay, and relations with the NEA. Many of these committees worked closely with the state

⁸⁴Ibid.

⁸⁵MSTA, Proceedings (1958), p. 83.

department in making by-laws and regulations such as the change in 1956 making it legal for teachers to smoke in certain areas in the schools and the permission in 1961 for teachers to take more than six credit hours of graduate-course work during a school year.

The committees also worked closely with the legislative program each year, and many committee recommendations were incorporated into the legislative program, especially in the cases of salary and certification. The committee on certification was constantly striving to raise professional standards by urging a wider differential in pay between certified and non-certified teachers. When the issue of merit pay was introduced in the 1960's, the Association took the stand that, because there was a need for more democratic criteria which had not yet been worked out to decide who merited additional compensation, the whole idea needed more study before a policy statement could be made.⁸⁶ In the closely related concerns of recruitment and supply, the Association not only was in close communication with the state department, but also it sponsored and partly subsidized both the Future Teachers of America and the Student Council Association. Prospective teachers were eligible to become junior members in the MSTA. Early identification with the teaching profession was necessary, it was felt, if some promising prospects were not to be lost.

Teacher welfare was considered by various committees

⁸⁶MSTA, Proceedings (1960), p. 42.

as they worked to gain cumulative sick leave, to increase the convenience of the sabbatical leave, and to decrease the teaching load by the elimination of routine and non-professional duties. Because the expense of a yearly medical check-up for teachers was considered unnecessary by the Association, the health requirement was changed to a required free x-ray each year. The Association also continued to stress the need for each teacher to have a duty-free lunch period, although the problem was still treated as a local school matter.

The credit union committee, after studying its problem thoroughly and conferring with the NEA, recommended that the MSTA should not establish a union but should aid in the development of credit unions in the various local systems. The insurance committee, a subcommittee of the welfare committee, had as early as 1954, studied the matter of a group insurance policy of life, health, automobile accident, and major medical coverage, and the Horace Mann Mutual Casualty Company of Springfield, Illinois, offered the best plan for teachers. Despite the protests of the Maryland Association of Insurance Agents, in 1959 the MSTA insurance trust was organized and put into effect.⁸⁷

Academic freedom, employer-employee relations, and general professional ethics also received attention from the Association. Since the passage of the Subversive Activities Act of 1949, teachers in Maryland had been obligated to sign a loyalty affidavit as a requirement for employment. While

⁸⁷MSTA, Proceedings (1959), p. 58.

frequent resolutions were adopted at the annual meeting advocating academic freedom and asking protection from unwarranted attacks of a vengeful nature, demands that the Ober Law be repealed did not receive the majority support of the Association. The most recent attempt to have the Association go on record for repeal was recorded in 1961, when such a resolution failed passage in the representative assembly by a 259 to 205 vote.⁸⁸ The teachers apparently did not feel that the oath merited efforts to have it repealed; the passion of the 1949-50 fight against the law had ebbed.

The matter of employer-employee relations was a sensitive area because of the close cooperation of the MSTA with employers. A subcommittee of the teacher welfare committee studied employment and dismissal practices in 1953 and 1954 in an attempt to establish guidelines for employer-employee relations, especially in the termination of services. In addition to this committee's activities, the Association continued the policy, begun with the employment of an executive secretary, of providing professional counseling and legal advise in matters involving employer-employee relations, contractual obligations, educational expenses and taxation, and other professional status problems of a personal nature. The Association retained a legal counselor for general Association matters and for the individual needs of the membership. The Association was especially interested in issues of a precedent-setting nature and aided in the total expense for

⁸⁸MSTA, Proceedings (1962), p. 17.

resolution of such conflicts. As membership grew, the services of personal legal counseling required an increasing amount of time from the staff and legal advisor.

In the more inclusive area of professional ethics, upon recommendation of the ethics committee of the Association, the representative assembly adopted in 1953 the NEA code of ethics, which had just been drafted the preceeding year and was still under revision.⁸⁹ The ethics committee reasoned that the NEA code represented some of the best thinking along these lines and, therefore, made a state code unnecessary.

With this NEA code as a foundation, the committee devoted its energies to such particular concerns of Maryland as criticism of the educational system, political activity, and part time employment. On these issues, the committee ruled that it was professional to criticize education only through established channels and not in public forums, that political activity outside the classroom was certainly commendable, and that part time employment should in no way adversely affect the teacher's professional status.⁹⁰

In 1959, in line with the NEA's thinking and under direction from the 1958 representative assembly, a Committee of Teacher Education and Professional Standards (TEPS) was created.⁹¹ This committee assigned its work to four

⁸⁹MSTA, Proceedings, Ethics and Membership Committee (1953), p. 1.

⁹⁰MSTA, Proceedings, Committee on Ethics (1954), p. 2.

⁹¹MSTA, Proceedings (1960), p. 86.

subcommittees: selections and recruitment, teacher training, certification, and professional status. In close liaison with the NEA, this committee worked with Maryland Association of Future Teachers of America in recruitment, stressed the need to hire only certified teachers, and tried, in general, to raise professional standards for teachers.⁹²

From 1952 to 1962, members of the Maryland State Teachers' Association were working on committees to broaden the activities of the members and to improve teaching conditions. Because of the thorough investigation and wide publicity given to the recommendations of these committees, teacher welfare improved on the local and state level. These committees gave teachers an opportunity to advance causes which would improve their own lot. Political maturity went hand in hand with enhancement of the welfare of teachers and pupils.

The Maryland State Teachers' Association in 1962

Membership in the Maryland State Teachers' Association for the school year 1961-62 was 21,425; 77.3 per cent of the eligible people. Of these, 16,465 also belonged to the National Education Association.⁹³ For the same school year there were thirty-six member local associations, forty affiliated departments, and twenty-two committees on which 261 people served.⁹⁴

⁹²MSTA, Proceedings (1960), p. 86.

⁹³MSTA, Proceedings (1962), p. 86.

⁹⁴"President Gibson Appoints Committees," The Maryland Teacher, XIX (November, 1961), 18-21. This article also states

The Association had a staff of sixteen persons, including an executive secretary, an associate executive secretary, a director of field service, an associate in field services and legislation, an associate in field service, a managing editor, an office manager, a bookkeeper, a director of records, three secretaries, a receptionist, two clerical workers, and one custodian. For this staff the Association paid \$118,626.05 in salaries.⁹⁵ The annual convention from October 18th to 20th cost \$21,448.64, but \$22,615.00 was received from the rental of exhibits.⁹⁶ Meeting in two sessions in the ballroom of the Lord Baltimore Hotel, 524 delegates reviewed, ratified, or amended the work of the staff, the executive board, the advisory council, and the committees. As 1962 was ending, the Association was preparing to move into its new headquarters at 344 North Charles Street.

The expanding program of the Association required a sound financial basis as the Association worked to improve educational services and to better conditions for teachers. In the school year 1961-62, the Association had total expenditures of \$355,799.41 and receipts of \$344,716.67, with total assets of \$190,895.22, including bank balance, property,

the following distribution of positions on MSTTA committees: elementary school principals, 27; high school principals, 45; state department and board of education personnel, 44; elementary school teachers, 59; high school teachers, 75; higher education representatives, 10; laymen, 1. Of the 261 total, 163 were men and 98 were women.

⁹⁵MSTTA, Proceedings (1962), p. 25.

⁹⁶MSTTA, Proceedings (1963), pp. 21, 22.

equipment, and furnishings, and investment in stocks. With this foundation, the Association adopted a budget for the coming year of \$340,966.26.⁹⁷ These financial gains were another indication of the growth of the Association. In the areas of membership, meetings, committees, departments, and staff, the Association was larger in 1962 than it had been ever before in its history.

The program of any association must be based upon certain basic assumptions and guiding principles. In 1962, in its preface to a general policy statement, the Association, partially quoting excerpts from Article 43 of the Declaration of Rights of the Constitution of Maryland, declared:

As members of the Maryland State Teachers Association representing the organized teaching profession in this State, we believe in encouraging 'the diffusion of knowledge and virtue, the extension of a judicious system of general education, the promotion of literature, the arts, sciences, agriculture, commerce, and manufactures, and the general amelioration of the condition of the People.'

Universal education is basic to the preservation of our form of government and to the well-being of our society. Therefore, the study, interpretation, and improvement of the educational program will continue to be a primary concern of the Maryland State Teachers Association.⁹⁸

Upon this principle the Association built its general policy, which in 1962 included the following beliefs: the state should provide for all its citizens an expanded and more inclusive program of education, regardless of age, race, creed or handicap, from the kindergarten to higher and adult education.

⁹⁷MSTA, Proceedings (1962), pp. 24-31.

⁹⁸Ibid., p. 101.

According to the ideals of human justice, individual liberty and democracy, there should be swift desegregation of local teachers' associations in the state. Believing that every child would serve his community best when his educational program met his individual needs, the MSTA also asserted that the state-wide program should provide appropriate differentiated instruction for each child. To this end, it was necessary for facilities of schools to be expanded to carry out a sound, modern educational program.

Experimentation was also held to be necessary for the development of a proper educational program, and it should be encouraged, but it should be of a controlled nature with results carefully evaluated before broad application could be made of the findings. Essential to sound instruction are also freedom to learn and freedom to teach; any measure, such as loyalty oaths, especially designed for teachers or students beyond those required of any other citizen degrade the profession of teaching. In order to maintain professional standards, certification and accreditation procedures should be upgraded and standardized, and only those people who are fully qualified and meet these standards should be employed as teachers.⁹⁹

The Association believed that local subdivisions should do all they can to promote education, but that in order to develop a complete educational program in Maryland it is necessary for the state to assume an important role in

⁹⁹Ibid., pp. 101-106.

direction and financial assistance. Furthermore, in light of the need for equal educational opportunities for all citizens, it is necessary and desirable for the MSTA to work for expanded federal support of education.¹⁰⁰

To further its ideas, the Association believed that it should, in cooperation with other interested groups, promote legislation concerning the entire educational program and specific measures for the advancement of teacher welfare. It was felt that teachers should enjoy the same opportunities as other citizens for the exercise of political rights and responsibilities and that the teacher might, if he so desired, be involved in political activity as a worker or candidate for public office; if he were successfully elected, he should be granted a leave of absence without prejudice to his professional status.¹⁰¹

On the matter of professional negotiation between teachers' associations and school officials, the MSTA made it clear that it supported the NEA's position and that it in no way gave sympathy or support to any rival association advocating a different approach to negotiations. The Association believed that policies should be established and differences resolved democratically between boards of education and employees, as expressed in this unequivocal statement:

Under no circumstances should the resolution of differences between professional associations and boards of education be sought through channels set up for handling

¹⁰⁰Ibid., p. 104.

¹⁰¹Ibid., p. 103.

industrial disputes. The teacher's situation is completely unlike that of an industrial employee. A board of education is not a private employer, and a teacher is not a private employee. Both are public servants. Both are committed to serve the common, indivisible interest of all persons and groups in the community in the best possible education for their children. Teachers and boards of education can perform their indispensable functions only if they act in terms of their identity of purpose in carrying out this commitment. Industrial-disputes conciliation machinery, which assumes a conflict of interest and a diversity of purpose between persons and groups, is not appropriate to professional negotiations in public education.¹⁰²

The basic position of the Maryland State Teachers' Association was not to change, therefore; it would remain a co-operative partner with school boards and officials, as had been since its inception in 1866.

With these guiding principles, the MSTA in 1962 proposed a "Platform for Progress." Working to improve financial support for schools, the MSTA recommended that a new formula be adopted for the distribution of state aid to public schools. Under the new plan, state aid would be distributed on a per-pupil basis, retaining the principle of equalization. This proposed program would raise state aid to a new level averaging \$112.50 per pupil unit, or 50 per cent of a \$255,000.00 state minimum program. This new financing plan, along with other Association activities, was designed to promote smaller classes; expanded guidance, counseling and clerical services; improved school library services; expanded programs in music, art, and physical education; extended school services to disadvantaged youth; a broadened

¹⁰²MSTA, Proceedings (1963), p. 17.

program of adult education; expanded research and development service to local school systems; and incentives to political subdivisions to improve and extend their educational programs. The Maryland State Teachers' Association in 1962 pledged to work even harder than it had in the past for improved educational services and better conditions for teachers, the twin objectives of the Association.¹⁰³

¹⁰³H. Orville Berwick, "Platform for Progress," The Maryland Teacher, XX (December, 1962), 10.

CHAPTER VII

SUMMARY AND CONCLUSIONS

By 1962, the Maryland State Teachers' Association had been in existence for ninety-six years. Its membership had grown from ninety-eight in 1866 to 21,425 in 1962. It had a central staff, adequate permanent headquarters facilities, widely distributed publications, and the necessary operational machinery to conduct an energetic program. This was not true during most of the history of the Association. For seventy-eight years there was no central staff nor headquarters. Only occasionally before 1944 was there a periodical to aid in publicizing the work of the Association and to serve as a communication link between the leadership and the members. Instead of a vital organization representing the teaching force of the state, the Maryland State Teachers' Association was, until very recently, a relatively small association engaging in a part time program with limited effectiveness. The more active period of the Association has occurred only within the last two decades of its history.

During its ninety-six years the Association has reflected, for the most part, the current educational situation and needs in the state. In 1866, when it was organized, the Association was determined to help implement the new school program. With the alteration of the school system in 1868, decreasing its effectiveness, much of the enthusiasm for the

teachers' organization waned. For the next thirty years, from 1869 to 1899, the Association exhibited little crusading zeal, and, although members expressed views approving changes in the curriculum and urging the study of education as a specialized field, the general sentiment reflected was a reluctance to make any major change in the status quo.

From 1900 to 1920, Maryland experienced a period of educational awakening. At first it appeared that the MSTA would be in the vanguard of this movement, but it later became clear that the changes resulting from the 1915 school survey and the 1916 school law were in advance of the Association's inclination to act. Changes in leadership and organization occurred in the early 1920's, and, from then until 1942, the state organization of teachers eagerly supported the educational advances directed by State Superintendent Albert Cook. Efforts to amplify the program of the Association were partially successful at that time, but the suggestion to employ an executive secretary was labeled premature.

Between 1942 and 1952, the Association acquired the means to function as a modern full time organization by various additions to the organization, including an executive secretary and other staff members, a permanent headquarters building, and a periodical. These years produced a consensus among educators, legislators, and laymen with regard to the need for new, far reaching educational measures, reflected in the laws of 1945 and 1947. The MSTA benefited from this

climate and oriented itself to a more prominent role in the educational scene.

Between 1952 and 1962, the Association matured rapidly and finally emerged as a major voice and active force in Maryland educational affairs. It had taken a long time for the Association to come of age, but during the ninety-six years of its existence certain characteristics, policies, and programs had developed, about which the following summarizing statements can be made:

1. The Maryland State Teachers' Association has always been considered an integral part of the school system by those who enacted the state laws. The same legislation which established the first bona fide state system of education provided for a state teachers' association. This legal basis has been retained. The Association did not begin as an afterthought, it has co-existed with the state system of education.

2. The Association has been characterized by the efforts of its members to promote education and foster learning in conformity with the American democratic tradition of public school education supported by taxation of the citizenry. This commitment to the public school system as an essential ingredient of American democracy has marked the endeavors of the members as they worked for the improvement and extension of educational opportunities for the people of Maryland.

3. While the Association has always tried to improve the status and welfare of teachers and has desired to share

in policy decisions affecting teachers, it has insisted that teachers work in a partnership with school boards and school officials and administrators, and not as bargaining agents. Early opinion indicated that the Association should be "more than a mere trade union" and that it should not place itself in opposition to school authorities. Employer-employee or administrator-teacher problems which reached the MSTA were resolved, whenever possible, by private counseling and mediation, not by threats or pressure. Cooperation, not conflict, was the rule.

4. There has always existed an alliance between the state superintendent of public instruction and the State Teachers' Association. The state superintendent has traditionally played a prominent role in policy decisions and general activities of the Association. Invariably, the viewpoint of the state superintendent has been the viewpoint of the Association, and frequent statements and resolutions of support by the Association attest its loyalty to this state official. This relationship has enabled the Association and the state superintendent, along with his department, to present a concerted educational effort, but it has also created a sense of dependence in matters of Association policy and program.

5. The Association aimed to have the vocation of teaching acquire the characteristics of a profession which would involve activities essentially intellectual: command of a body of specialized knowledge, extended professional

preparation, continuous in-service growth, life-career opportunities, and participation in the establishment of standards. During these ninety-six years, progress has been made toward the realization of these goals, and the MSTA has helped to bring this progress about. By continually advocating more depth and breadth in teacher preparation and by fostering a sense of dedication and commitment to the tasks of education, the Association has sought to engender in all teachers a more professional spirit.

6. An important objective of the Association has been to promote good fellowship among those engaged in educational work in the state. In this effort the Association has been successful; in fact, at certain times in the past, the social activities were the most conspicuous activities of the Association. The importance of recreation was evident in the holding of many summer sessions at resort locations. Even now, agendas are carefully arranged to include attractive social features. According to Association policy, good fellowship facilitates good thinking.

7. Instructional content and method have been a chief interest of the Association. Many of the early sessions were devoted almost exclusively to such topics. The members were aware of changing curricular concepts as they debated current issues. As the local systems and the state department assumed more responsibility for instructional development and direction, however, the Association as a body devoted more attention to broader curricular developments

as they related to political, economic, and social conditions of the American culture. The various departments of the Association were formed to deal with more specific issues. It can be said that, generally, the members of the Association have been sympathetic to new curricular ideas, giving either direct or tacit approval of innovations; but they have cautioned that adoption of these practices should follow only after proper experimentation and careful consideration. There has been a consistent advocacy of broadening curricular offerings and of including in the instructional program social and citizenship goals. The majority of those who have spoken for the Association have been attuned to current instructional trends.

8. The Association has always been interested in furthering the passage of state educational legislation which would enhance the quality and extent of educational opportunities in Maryland. In the early years, the Association remained alert to counter influences hostile to the idea of public education supported by general taxation; when such hostile opposition was absent, however, the Association was for many years content to uphold the status quo in education. From 1900 to World War II, the Association gave general support to the people and groups pressing for new legislation, especially with regard to teachers' salary and retirement benefits. After 1944, with the employment of an executive secretary, the Association engaged actively in legislative lobbying. With this development, it became necessary to

assure teachers that lobbying is not only required and has a proper place in the American political system, but, further,, that lobbying for the schools is an especially worthy cause, not to be considered a mere pursuance of selfish interest.

In 1954, in partnership with the Maryland Congress of Parents and Teachers and with the support of the state department of education, the MSTA began the most ambitious legislative ventures of its history with the announcement of a Five-Year Plan of legislation for the schools of Maryland. Not all the desired legislation was enacted, and the five year campaign ended disappointingly in 1959. From 1960 to 1962, the legislative campaign met with only limited success, despite vigorous efforts by the MSTA and other citizen groups to exert pressure on the lawmakers at Annapolis. Both the governor and the General Assembly seemed to think that it was neither educationally necessary nor politically expedient to enact the legislative proposals outlined by the Association. By this time, however, the Association was recognized as a major force for the educational interests of the state, willing to do battle with state governors and influential newspapers. Privately and publically, the Association pursued its goals, urging teachers to become more active politically and, through an organized public relations program, seeking the support of the citizens of the state.

That the MSTA did not achieve what it had hoped is true, but it is difficult to ascertain how much of the legislation that was enacted would have been passed without the

the persuasion and pressure of the Association. Any conjecture is hypothetical, but it is clear that the legislators were aware of the MSTTA's proposals, that they did pass legislation which increased the amount and percentage of state financial aid, and that they helped in the areas of general teaching conditions and teacher welfare. Laws were passed improving Maryland education, and the Association was a vocal and active force on the scene.

9. During most of the history of the Association, limited communication between the organization and the public and among the membership severely curtailed the influence of the Association. The sporadic issuance of a periodical and the limited use of the printed proceedings was unsatisfactory to keep the membership informed. Only since 1944 has the Association had a successful periodical, published brochures, and sufficient press releases to keep the program before both the members and the citizens. With the appearance of The Maryland Teacher, the state acquired a well-written source of educational information.

10. The Association has been concerned with teacher education and thus, with higher education, especially in the area of professional training for teachers. The Association and the state normal schools shared a common history and leadership. Supplementing normal-school training by the promotion of reading circles and summer schools, the Association constantly urged upgrading of teaching qualifications and more standardized certification criteria. The organization's

most recent effort in connection with the state teachers' colleges was its successful campaign to keep the colleges from coming under the control of the University of Maryland. In this endeavor the Association supported the state superintendent, maintaining that incorporation of the state colleges by the University of Maryland would not be beneficial to teacher education or supply.

11. The MSTA has always been associated and affiliated with the National Education Association. It has backed NEA programs, especially federal aid to education measures. In the early years, members of the Association did serve on committees, and two leaders of the MSTA were presidents of the NEA, but in general the Maryland organization did not become active in the NEA until recently, primarily because of the lack of a strong state teachers' organization. In recent challenges to the NEA's leadership by competing teachers' associations, the MSTA has expressed its unequivocal agreement with and loyalty to the NEA.

12. During the course of its history, the Association has undergone various organizational changes aimed at increasing its effectiveness and democratizing its operation. Despite these efforts, even after the beginning of the representative assembly in 1921, the MSTA was directed by a group of members, with administrative and supervisory personnel in dominance. Leadership of the Association has been sensitive to the criticism that the organization has been run by administrators, and attempts have been made to broaden the base

of active participation in key positions. A circular process seemed to take place. Teachers active in the Association are frequently the ones interested in promotion. After gaining such promotions, they continue to be active in the Association. This pattern, familiar to many organizations, exists in the MSTA.

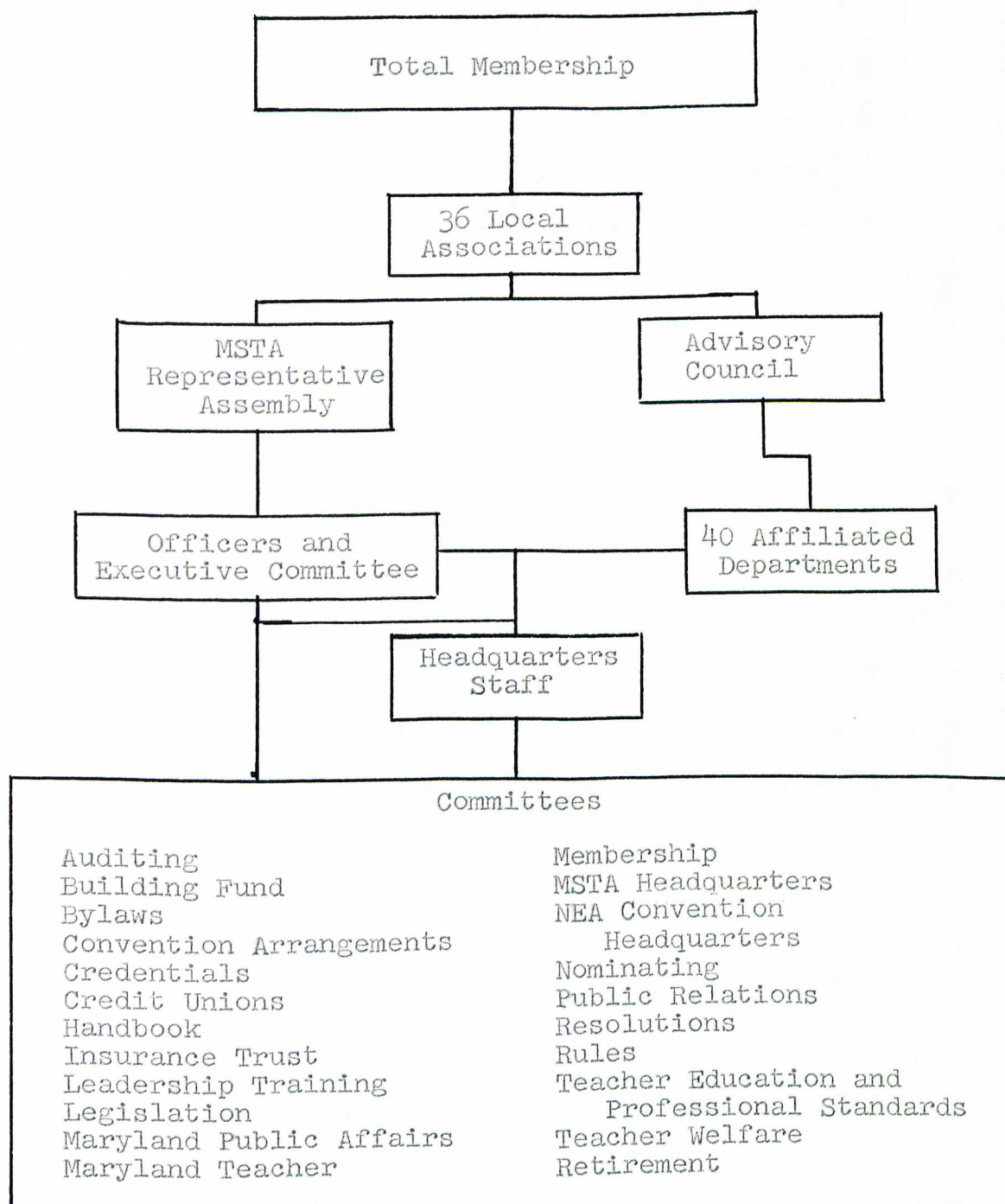
13. The MSTA was conscious of the need for better relations between the Negro and white teachers and voluntarily adopted measures designed to decrease the separation between the two professional groups. In 1948, the Negro members of the Maryland Education Association met with members of the MSTA in a joint session. In 1949, the two associations cooperated in the publication of a handbook for Maryland teachers. In 1951, the word "white" was stricken from the membership requirement clause of the constitution. The 1954 United States Supreme Court's decision on school integration was immediately supported by the Association; in general, however, the Association has used persuasion rather than dictation in the integration of local associations. There continue to remain several counties which have dual organizations according to race, both accepted as MSTA affiliates.

14. The Association has functioned successfully as a coordinating agency and clearing house for activities of local teachers' associations and for other lay and professional groups. This service has produced united efforts which have helped the cause of Maryland education.

15. Education in Maryland has improved during the

years in which the Maryland State Teachers' Association has existed. Precisely how important the work of the Association was in this advancement is not subject to completely factual evaluation. During the course of its history, the Association has had successes and failures, but it is certain that Maryland education has benefited because of the endeavors of the Maryland State Teachers' Association.

APPENDIX A . MSTA ORGANIZATION, 1962



APPENDIX B. ANNUAL MEETINGS, MEMBERSHIP, AND PRESIDENTS OF THE MSTA

<u>Number</u>	<u>Year</u>	<u>Days</u>	<u>Place</u>	<u>Membership</u>	<u>President</u>
1	1866	July 10, 11, 12	Baltimore	98 ^a	Thomas D. Baird
2	1867	July 9, 10, 11	Annapolis		Thomas D. Baird
3	1868	July 15, 16	Baltimore		C. K. Nelson
4	1869	July 14, 15, 16	Baltimore		P. M. Leakin
5	1870	July 13, 14	Annapolis		J. C. Welling
6	1871	Aug. 30, 31	Baltimore		W. B. Worthington
7	1872	Aug. 28, 29	Frederick		William Elliott, Jr.
8	1873	Aug. 27, 28, 29	Hagerstown		James M. Garnett
9	1874	Aug. 15, 16	Baltimore		D. A. Hollingshead
10	1875	Aug. 25, 26	Cumberland		William Elliott, Jr.
11	1876	July 11 ^b	Baltimore		James L. Bryan
12	1877	July 11, 12	Easton		James L. Bryan
13	1878	Aug. 27, 28	Baltimore		John F. Arthur
14	1879	Aug. 27, 28, 29	Hagerstown		P. R. Lovejoy
15	1880	Aug. 6, 7, 8	Ocean City		M. A. Newell
16	1881	July 6, 7, 8	Frederick		George M. Upshur
17	1882	Aug. 29, 30, 31	Cumberland		A. G. Harley
18	1883	July 10, 11, 12	Ocean City		George L. Grape
19	1884	July 9, 10, 11	Ocean City		A. S. Kerr
20	1885	July 7, 8, 9	Deer Park		J. W. Thompson
21	1886	July 6, 7, 8	Blue Mountain House		F. A. Soper
22	1887	July 5, 6, 7, 8	Old Point, Virginia		P. A. Witmer
23	1888	July 17, 18, 19	Mountain Lake Park	162	Lewis Ford (v.p.)
24	1889	July 9, 10, 11	Blue Mountain House	167	H. G. Weimer

^aNo official membership figures recorded from 1867 to 1887.

^bOnly one day session because of NEA annual meeting in Baltimore on July, 10,

11, 12.

APPENDIX B.--Continued

25	1890	July 8,9,10	Bay Ridge	120	W. H. Dasheill
26	1891	July 7,8,9	Ocean City	236	John E. McCahan
27	1892	July 5,6,7	Blue Mountain House	140	James A. Diffenbaugh
	1893 ^c				
28	1894	July 10,11,12	Annapolis	132	Wilbur F. Smith
29	1895	July 9,10,11	Blue Mountain House	129	M. Bates Stephens
30	1896	July 14,15,16	Deer Park	78	Charles F. Raddatz
31	1897	July 13,14,15	Blue Mountain House	162	E. B. Prettyman
	1898 ^d				
32	1899	July 11,12,13	Ocean City	144	John T. White
33	1900	July 3,4,5	Chautauqua Beach	71	Louis L. Beatty
34	1901	July 1,2,3	Blue Mountain House	169	Edwin Hebden
35	1902	June 30			
		July 1,2	Ocean City	166	F. Eugene Wathen
36	1903	June 29,30			
		July 1	Ocean City	229	Joseph Blair
37	1904	July 13,14,15	Ocean City	216	H. Crawford Bounds
38	1905	July 11,12,13,14	Blue Mountain House	356	Arthur F. Smith
39	1906	July 26,27,28	Ocean City	384	S. Simpson
40	1907	June 25,26,27	Norfolk, Virginia	374	James W. Cain
41	1908	June 24,25,26	Ocean City	375	Albert S. Cook
42	1909	June 29,30			
		July 1,2	Mountain Lake Park	566	Sarah E. Richmond
43	1910	June 28,29,30	Ocean City	420	Edward A. Browninge
44	1911	June 27,28,29,30	Braddock Heights	792	Howard C. Hill

^cNo meeting in 1893 because of Columbian Exposition held in Chicago.

^dNo meeting in 1898 because of NEA annual meeting in Washington.

^eSucceeded George Biddle, deceased.

APPENDIX B.---Continued

45	1912	June 25,26,27,28	Braddock Heights	995	Earle B. Woods
46	1913	June 24,25,26,27	Annapolis	785	James B. Noble
47	1914	June 29,30			
48	1915	July 1,2	Ocean City	361	Woodland C. Phillips
		June 29,30			
49	1916	July 1,2	Ocean City	720	Edward F. Buchner
50	1917	June 27,28,29,30	Ocean City	1,089	William J. Holloway
51	1918	Nov. 26,27,28	Baltimore	3,418	Sydney S. Handy
52	1919	Nov. 29,30	Baltimore	825	Nicholas Orem
53	1920	Dec. 29,30,31	Baltimore	2,580	David E. Weglien
		June 28,29,30			
54	1921	July 1	Ocean City	515	G. Lloyd Palmer ^f
55	1922	Nov. 25,26	Baltimore	2,415	G. Lloyd Palmer
56	1923	Dec. 1,2	Baltimore	2,111	Norman W. Cameron
57	1924	Nov. 30, Dec. 1	Baltimore	2,080	Edward F. Webb
58	1925	Nov. 28,29	Baltimore	1,997	Walter H. Davis
59	1926	Nov. 26,27	Baltimore	2,424	Maurice S. H. Unger
60	1927	Nov. 26,27	Baltimore	2,209	Samuel M. North
61	1928	Nov. 25,26	Baltimore	2,329	John Coulbourn
62	1929	Nov. 30, Dec. 1	Baltimore	2,365	Edna M. Marshall
63	1930	Oct. 25,26	Baltimore	3,616	Charles W. Sylvester
64	1931	Oct. 24,25	Baltimore	3,595	Byron J. Grimes
65	1932	Oct. 23,24	Baltimore	3,550	Helen M. Johnson
66	1933	Oct. 21,22	Baltimore	3,405	James M. Bennett
67	1934	Oct. 20,21	Baltimore	3,472	Eva E. Gerstmyer
68	1935	Oct. 26,27	Baltimore	3,744	Lida Lee Tall
69	1936	Oct. 25,26	Baltimore	3,579	J. Carey Taylor
70	1937	Oct. 23,24	Baltimore	3,543	C. Milton Wright
71	1938	Oct. 29,30	Baltimore	3,790	Edith V. Walker
		Oct. 28,29	Baltimore	3,757	Charles L. Kopp

^f Succeeded A. H. Krug, resigned.

APPENDIX B.--Continued

72	1939	Oct.	27, 28	Baltimore	3,678	Wendell E. Dunn
73	1940	Oct.	25, 26	Baltimore	3,655	M. Lillian Cheezum
74	1941	Oct.	24, 25	Baltimore	3,550	Ida V. Flowers
75	1942	Oct.	23, 24	Baltimore	4,188	Raymond S. Hyson
76	1943	Oct.	22, 23 ^g	Baltimore	4,200	Mary A. Adams
77	1944	Oct.	20, 21 ^h	Baltimore	5,085	Thomas W. Pyle
78	1945	Oct.	26, 27	Baltimore	4,500	John H. Fischer
79	1946	Oct.	18, 19	Baltimore	4,914	Eugene W. Pruitt
80	1947	Oct.	30, 31, Nov. 1	Baltimore	5,662	Harry F. Frank
81	1948	Oct.	7, 8, 9	Baltimore	6,458	Lillian G. Moore
82	1949	Oct.	20, 21, 22	Baltimore	6,788	Evelyn Sellors
83	1950	Nov.	2, 3, 4	Baltimore	7,391	Willis H. White
84	1951	Oct.	18, 19, 20	Baltimore	8,074	Harry R. Poole
85	1952	Oct.	16, 17, 18	Baltimore	8,122	Earl T. Hawkins
86	1953	Oct.	15, 16, 17	Baltimore	9,227	Francis L. Holsinger
87	1954	Oct.	14, 15, 16	Baltimore	9,887	Sarah Leiter
88	1955	Oct.	20, 21, 22	Baltimore	11,297	B. Melvin Cole
89	1956	Oct.	18, 19, 20	Baltimore	12,776	Paul B. Stevens
90	1957	Oct.	10, 11, 12	Baltimore	14,459	Violet Davis
91	1958	Oct.	16, 17, 18	Baltimore	15,186	E. Guy Jewell
92	1959	Oct.	15, 16, 17	Baltimore	16,541	Jean R. Moser
93	1960	Oct.	13, 14, 15	Baltimore	17,445	Thomas Johnson
94	1961	Oct.	19, 20, 21	Baltimore	19,644	Cornelius F. Grisriel
95	1962	Oct.	18, 19, 20	Baltimore	21,425	Robert A. Gibson

gMeetings only of the Representative Assembly.

hMeetings only of the Representative Assembly.

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