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ABSTRACT

This report analyzes information gathered by a task force, appointed by the American Association of Colleges for Teacher Education (AACTE), to investigate the current status of emergency or substandard certification measures used by state agencies and school districts. In an overview, the task force defines the role of teacher certification and chronicles briefly the historical evolution of teacher licensure and certification concepts. The second part of the report examines relevant research studies to document the empirical basis for the claim that fully certified teachers are more effective as teachers and more satisfied as professionals than those with substandard qualifications. The third part of the report identifies questionable practices which raise qualitative issues: (1) assigning certified personnel to teach out-of-field; (2) issuing emergency certificates to unqualified persons; and (3) seeking alternative routes to certification which weaken or eliminate pedagogical competency. A comparative analysis is made of temporary procedures used by other professions. Eleven recommendations are suggested as alternatives to granting emergency teaching certificates to unqualified personnel. Appendices include: (1) summary of professional organizations' positions on emergency certification; (2) questionnaires sent to state directors of teacher certification and state AACTE presidents; and (3) the AACTE resolution on emergency certificates for teachers. (JD)

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Preface

In February of 1983, the American Association of Colleges for Teacher Education Board of Directors appointed a task force on Teacher Certification with the following charge:

Prepare a policy paper that addresses the following issues related to teacher certification: (1) The significance of graduating from an approved/accredited basic teacher education program for certification; (2) The appropriateness of using various teacher testing procedures; (3) The importance of interim, probationary, or preprofessional internship experiences, including the proper role of higher education in servicing and evaluating the beginning teacher; (4) Performance criteria for professional certification and the definition of permanent certification; and (5) The temporary provisional or emergency certification of underqualified or unqualified teachers.

The Task Force began its work in the midst of immense public concern about quality in education. A myriad of national level reports appeared which had either direct or indirect implications for teacher education. The AACTE report on supply/demand and quality issues in teacher education and a new imperative expressed by the AACTE Board led the Task Force to focus its work during the year on the critical problem of emergency certification of unqualified teachers.

In its pursuit of information regarding the current status of emergency or substandard certification measures utilized in the states, the Task Force met with representatives of the National Association of State Directors of Teacher Education and Certification, and the National Education Association, and sought information from twelve other professional organizations concerned about certification of teachers (See Appendix A). The Task Force also conducted its own survey of state education agency certification officers and AACTE state affiliate presidents to determine current practices and concerns.

The report prepared by the Task Force focuses on a number of areas of concern. In the overview, the task force defines the role of teacher certification and chronicles briefly the historical evolution of the concepts of teacher licensure and certification.

The second part of the report examines relevant research studies to document the empirical basis for the claim that fully certified teachers are more effective as teachers and more satisfied as professionals than those with substandard qualifications.

The third part of the paper identifies several problems and reviews current practices related to emergency certification of teachers. A comparative analysis of emergency or temporary licensure/certification procedures used by other professions is included. The task force also attempts to point out major dilemmas faced by the public and by the profession if the use of emergency certification continues.

The Task Force report concludes with a series of eleven recommendations as alternatives to the practice of granting emergency teaching certificates to unqualified personnel.

Overview

Teaching appears to be the only profession in which the solution to the problems of short personnel supply is to open the doors to the unprepared and the underqualified. The AACTE Task Force on Teacher Certification has been unable to discover any other state-licensed occupation for which "emergency" certification exists.

The obvious solution to the problem of short supply is to attract, train and qualify a greater number of professionals. Providing that the need for services is not urgent, this is the only route that is given serious consideration. If the need is urgent, and if it appears that clients cannot wait for service during the extensive period of time it takes to train additional professionals, then there becomes a real threat to licensing and certification standards by attempts to short-cut the training process. Teaching is the only profession examined which has fallen prey to this threat.

Current interest in teacher education and certification requirements is high. Generated by the reality of a teacher shortage in many sections of the country, public attention and pressure have been rather intense to simplify certification requirements.

The growing belief by the general public that education in America is at best mediocre has focused interest on the qualitative dimensions of education in general and teacher education specifically. "Raising standards" has become a part of the national rhetoric, as an array of educational reform proposals have captured media attention. Some of the extreme reform proposals suggest that the practice of certifying teachers should be radically curtailed or eliminated entirely,

The role of teacher certification is to ensure for the benefit of the public that candidates for teaching are adequately prepared and safe to practice the profession of teaching before being allowed to assume complete responsibility for a class. Being fully certified implies that such candidates have successfully completed a program of professional preparation which meets standards set by the profession, and that the candidates have demonstrated the competencies essential for initial practice. Being certified, therefore, is synonymous with being qualified to teach.

Emergency certification of teachers is the practice of issuing certificates to individuals who are employed to teach but who have not fulfilled all the requirements for a regular certificate. These credentials are issued in response to the claim that a qualified teacher cannot be found and, therefore, that emergency measures must be taken.

The emergency certificate typically is granted for a limited period of time. It is expected that either the person granted the certificate will obtain the necessary credentials, or the employing agency will be able to identify another person who has the appropriate certificate.

The reason offered in support of the request for the waiver is usually a critical need for a person with special skills and an absence of otherwise qualified, certified teachers to meet that need. The problem is not new.

Joseph Cronin (1983, p. 175) makes a useful distinction between the terms "licensure" and "certification":

Certification is the process of deciding that an individual meets the minimum standards of competence in a profession. Licensing is the legal process of permitting a person to practice a trade or profession once he or she has met certification standards.

Historically, in America the concept of teacher licensing preceded that of certification. Licensing came into being in the late 1600's as communities began to require tests of those they employed to teach.

Certification evolved during the mid-nineteenth century. As the professional organizations emerged and normal schools developed, there was general acceptance of institutional preparation as the basis for certification rather than licensure on the basis of

examination. Certification of teachers became a function of the state rather than of communities or counties, and in this century the approved program concept and accreditation became vital links in the teacher certification structure. Currently, in most states, individuals are eligible for certification if they are graduates of a college or university program which meets minimum standards set by the state.

Several recent trends, however, appear to be more linked to the historical antecedent of licensing than to certification. Sandefur (1982, pp. 8-11) reports that 27 states have legislation or state department of education mandates to develop state-wide competency tests for teachers. In the mind of the public, the most useful way to raise standards and to ensure competence in the teaching profession is to require successful completion of a test, even if individuals have completed a state approved teacher education program.

Another trend akin to apprenticeship used in some occupational training, is that of performance evaluation in the classroom prior to regular certification as a teacher. Such programs require an extended internship with a number of classroom observations and assessment of performance by administrators, teachers and, in some cases, university-based teacher educators. In the cases of California, Georgia, Oklahoma, and Florida final certification is possible only after the first year of teaching.

The Case for Teacher Certification

To paraphrase James Greenberg (1983), the case for accepting no less than full certification of teachers should be "open and shut": A person seeking to teach, to become a professional, must [demonstrate knowledge] about the nature of the client and the tasks of the teacher's role; must [be] a critical and informed analyst of the . . . context in which teaching occurs; and must [demonstrate] refined skills in applied settings. The case for [certification] is built on recognition of these needs and on the conviction that [these competencies should be demonstrated before a person is permitted to practice and to be called a teacher]. If what we know about [all of the competencies that should be demonstrated prior to certification] is imperfect, and if what does exist has vulnerable spots and weaknesses, such realities do not defeat the case. To conclude, as

some have, that we should [forego requirements for full certification through the use of emergency certificates, because criteria for certification have not] been perfected is a precipitous leap and a gross distortion of public responsibility for maintaining and improving the quality of our public school systems, (adapted from Greenberg, 1983, p. 2).

The case for certification is built upon three fundamental observations. First, in those situations where incompetent practice in an occupation may lead to harm or injury to the client, the state has the right and the obligation to determine whether an individual is competent to practice before the individual is allowed to do so. Teaching is considered to be among these occupations for at least two reasons. (a) Since teaching involves the imparting of knowledge, the development of skills, and the inculcation of attitudes and values, it is clear that one should not be allowed to practice as a teacher if the appropriate knowledge, skills, and values cannot be demonstrated by the person claiming to be a teacher. (b) The act of teaching itself has an affect on students apart from the accuracy of the information that is presented by the teacher. Inappropriate teaching procedures can and do lead to short and long term bodily and psychological harm to students. Certification should ensure that a person is "safe to practice" through demonstration of appropriate knowledge, pedagogical competencies, and professional values before one is permitted to practice.

A second basis for certification relates to the complexity of the teaching process and the subsequent recognition that (a) no certification examination or short term performance evaluation can fully assess the final set of competencies required for teaching; (b) a certain amount of education and training is required in order to perform such complex task, and, (c) the education and training program should contain multiple opportunities for assessment of the full set of competencies. The tasks and competencies required for teaching and the training programs that develop these competencies are becoming increasingly well documented. Certification standards that stipulate completion of certain education and training experiences are necessary to ensure that candidates have prepared themselves appropriately for the competencies they will be expected to demonstrate and for the tasks they will be expected to perform.

A third basis for certification is recognition of the body of research evidence showing that individuals who are fully certified are more effective teachers and more satisfied employees than those who are not fully certified--i.e., those who are teaching with some form of emergency certificate.

Before reviewing the broad outlines of this research it is important to note the difficulties involved in securing empirical evidence for the question: "Are fully certified teachers more effective than those who hold emergency certificates?"

1. Most studies related to this question are ex post facto in design with limited ability for generalization. Since one does not usually preplan the placement in classrooms of large numbers of teachers with emergency certification, data must be gathered on teachers who have been so placed for reasons other than controlled experimental design.
2. The conditions under which such teachers work are not consistent since teachers with emergency certificates are not concentrated in large numbers in a single school or even within a single school district. Such teachers are more likely to be scattered throughout a state's school districts.
3. Measures used to assess effectiveness have varied widely because of the lack of clarity on educational goals of our schools and the relative difficulty of obtaining valid measures of performance for the more complex aspects of teaching.
4. Systems for the comprehensive observation and assessment of teacher performance based upon validated research on effective teaching only now are becoming available to researchers.
5. The terminology used among the various states to refer to the certificate given to personnel with substandard qualifications is not consistent.

The difficulties cited above notwithstanding, there is a body of research that clearly points to the superiority of the fully certified teacher over those teachers who lack one or more qualifications for full certification. The body of research is persuasive, not because of its depth or precision in research methodology, but because of its persistence over time, its consistency over the various definitions of effectiveness, and its consistency over the grade levels of teaching assignments.

Greenberg's (1983, pp. 2-3) recent summary of research findings used in making the case for teacher education covers the period from the early 1960's to the late 1970's and includes studies measuring effectiveness in the basis of rating of classroom performance by trained observers (Beery, 1960; Bledsoe, Cox, and Burnham, 1967); principals' ratings on a common instrument (Copley, 1975);

persistence in the profession (Bledsoe, et al.); attitude toward teaching (Bledsoe, et al.); persistence of strategies for which training was included (Murphy, 1972); and pupil growth (Turner, 1975).

Barnard and Thornburg (1980) cite several studies documenting the inferior rating given to emergency personnel when they were compared to fully certified personnel. In addition to the study by Beery cited above, Barnard and Thornburg note the studies by Lupone (1961) who used ratings by principals and supervisors, and by Hall (1964) who use as measures student grades on a standardized achievement test.

A review of the doctoral research on the relative performance of fully and under prepared teachers shows the same consistency over time, measures of effectiveness, and grade level assignment. Hall's 1962 study was designed to ascertain whether fully certified first year teachers were more effective than provisionally certified first year teachers in teaching skills in language arts and arithmetic as measured by student achievement on selected tests. The essential difference between the preparation of the two groups was completion of a student teaching experience. Hall reported as a general conclusion of the study that the trends of all the analyses strongly favored the fully certified teachers, particularly in the areas related to language arts teaching.

Gerlock (1964), using administrator ratings, attempted to determine whether there were differences between professionally and provisionally certified secondary school teachers in the areas of personal qualifications, teaching ability, relationships with others, professional ethics and performance, and moral and social ethics and performance. No significant differences were found in the areas of personal qualifications, relationships with others, and professional ethics and performance. Significant differences favoring the professionally certified group were found on certain characteristics related to moral and social ethics and performance. Of particular interest to the present discussion are the findings relating to teaching ability. According to Gerlock, "It was clearly indicated that first year professionally certificated teachers were rated significantly higher in teaching (skills) ability than were those provisionally certificated" (p. 14).

Whitely (1962) examined the relationship between experience in an accredited teacher education program and persistence in the profession. Experience in an accredited teacher education program

was associated with relatively short delays between completion of the program and entry into the profession, with a small number of positions being held in the profession, and with a high ratio of persistence in the profession.

Gray (1962) studied the relationship between the extent of professional preparation (Florida temporary certificate, graduate certificate, and post-graduate certificate) and the perceived adequacy of the preparation. Adequacy of preparation was measured by the teachers' reports on the adequacy of their own preparation, principals' reports, and teachers' scores on the Minnesota Teacher Attitude Inventory (MTAI). Gray used the MTAI as a measure of proficiency in handling teacher-pupil relationships. Perception of adequacy of preparation as measured by principals' reports and MTAI scores increased directly with the extent of preparation. Teacher reports showed the same trend between the temporary certificate holders and graduate certificate holders, but not beyond that.

Mette (1971) also used MTAI scores as a measure of teacher effectiveness in his study of career entry patterns of elementary school teachers. Mette identified three groups of elementary teachers: (a) college or university supported graduate teaching intern teachers; (b) provisionally certified teachers as a result of completing a program of preparation including student teaching; and, (c) uncertified teachers who were employed upon an administrative declaration that certified personnel were unavailable. Data gathered for the study supported all three of the research hypotheses used in the study.

1. On the basis of Minnesota Teacher Attitude Inventory scores, there would be differences found between these three categories of teachers following one year of teaching.
2. Obtained mean scores would rank the categories of elementary classroom teachers from highest to lowest in the order of 1) intern certified teachers; 2) provisionally certified teacher, and 3) uncertified teacher.
3. Differences would persist through three years of teaching.

Gillan (1978), using an instrument called the "Middle School Attitude Inventory," examined differences between certified middle school teachers and those certified at another level. Areas of interest included teachers' attitudes toward the middle school, educational concept emphasis in the middle school, job satisfaction, and professional recommendations for middle school teacher

preparation and certification. Among Gillan's conclusions are the following:

1. Certified middle school teachers have a more positive attitude toward the middle school than other middle school teachers.
2. Certified middle school teachers show significant preference in the following areas over other middle school teachers: choice of middle school employment, employment stability, and job satisfaction.
3. Certified middle school teachers strongly support undergraduate middle school teacher education programs, options, and special certification at the middle school.

Perhaps the most extensive examination of the differences between provisionally and professionally certified teachers is the study reported by Bledsoe, Cox, and Burnham (1967). This team used both a longitudinal study and an in-depth study of beginning teachers. Teachers who were provisionally certified (four-year certified without the professional sequence in education) and teachers who were professionally certified (four-year certified with the professional sequence) were compared with respect to role expectations, self-concepts, personal and professional characteristics, performance as perceived by pupils, overt classroom behavior of teachers, and educational attitudes. Relevant findings from the longitudinal study include:

The type of teaching certificate is clearly related to the incidence of remaining in, or early withdrawal from teaching (p. 235).

Professional teachers not only chose teaching much earlier, but teaching was much more likely to be their first choice, and they were much more satisfied with that choice at the time of graduation. They usually chose teaching because of the influence of a former teacher and because of their desire to work with children, or liking for a particular subject (p. 244).

Professional teachers were better satisfied, expected to teach longer and in greater proportions, would return to teaching in greater proportions after dropping out, and were leaving for different reasons, primarily to raise a family (p. 245).

A clear picture indicating more identification with teaching, more realistic expectations of the problems encountered, more conflict in philosophy with administrators, and plans for continuing in the profession for longer periods were characteristics of professional certified teachers (p. 246).

Since many of the significant differences from the in-depth study were rather important and a general consistency of results was obtained, the hypothesis that professional teachers (of those sampled) are superior to provisional teachers (insofar as these criteria are valid) seems to be supported (p. 242).

The summary paragraph from the Bledsoe, Cox, and Burnham (1967) study captures well the importance of the research findings for those responsible for setting standards for certification, education requirements, and conditions for employment of teachers:

Findings of the Georgia Study of Beginning Teachers favor the professionally certified teachers over the provisionally certified teachers. These findings imply the need for continued emphasis on (1) the careful and early selection and recruitment of prospective teachers; (2) high quality pre-service education programs; (3) wise placement and assignment of beginning teachers; (4) professional growth opportunities for the beginning teacher in service; and, (5) other factors which contribute to a wholesome professional climate for these teachers. It is believed that these emphases will make a significant contribution toward the improved professional status of all teachers which in turn will reflect teaching as a more attractive profession with greater holding power. These implications present a challenge to (1) superintendents, principals, supervisors, teachers and community leaders at the local level; (2) teacher education institutions; (3) State Department of Education; and, (4) local and state professional educational organizations and associations (p. 253).

Practices, Problems, Dilemmas

Practices

In 1982, the American Association of Colleges for Teacher Education appointed a task force which issued a report entitled The Impact of Teacher Shortage and Surplus on Quality Issues in Teacher Education. Eighteen states were surveyed relative to teacher shortages (AACTE, 1983, p. 27).

Respondents were asked to rank the devices that local school districts use to combat their math and science teacher shortages.

The most prevalent device is listed first:

- Arrange for persons to get emergency/provisional certification, with state agency involvement.
- Use other teachers out-of-field.
- Increase class size.
- Recruit teachers from other states.
- Use non-certified persons.
- Cancel courses, but usually only if they are 11th and 12th grade electives.
- Arrange for persons to get emergency/provisional certification, without state agency involvement.
- Provide incentives to hire the teachers they need, e.g., salary supplements, workload adjustments, etc.

Of the eight prevalent devices reported, at least four related to using unqualified personnel. The first two, arranging for persons to get emergency certification and assigning certified persons to teach out of their fields, raise serious qualitative questions.

One major problem which has led to the increasing use of non-qualified personnel in the states is the supply and demand for teachers. Education is no longer the popular choice for a profession among students entering colleges and universities. In 1972, 12% of college-bound seniors reported they intended to major in education, and by 1980, the percentage slipped to 7% (U.S. Department of Health, Education, and Welfare, National Center for Educational Statistics, 1972, and U.S. Department of Education, National Center for Educational Statistics, 1980). In 1982, the percentage of high school seniors taking the SAT and selecting education as an intended major had fallen to 5% (College Entrance Examination Board, 1982). The AACTE Task Force on Shortage/Surplus/

and Quality Issues in Teacher Education concluded: "The trend is clearly articulated. The numbers of graduates in education will continue to decline through this decade and the supply of all newly qualified teachers will continue to dwindle," (The Impact of Teacher Shortage and Surplus on Quality Issues in Teacher Education, AACTE, 1983, p. 8). Data clearly point to the reality of a teacher shortage in specialized fields and in certain sections of the country (Shymansky and Aldridge, 1982, pp. 61-2). The shortage problem has led to three questionable practices.

Out-of-field Assignments

One of the most common of these questionable practices is using personnel to teach out-of-field. Masland and Williams in 1983 found:

Teachers in areas of surplus will be moved more readily to areas of shortage even if they are not certified in that area and thus, by the professions' definition, not qualified. Seniority rather than specific training in the subject area has been the major factor in some schools in assigning teachers. Some teachers who have been moved to out-of-field positions for a few years are remaining there, even though appropriately certified new teachers have been available to replace them" (p. 7).

Another phenomenon related to out-of-field teaching occurs in school districts not experiencing a teacher shortage, but having a teacher surplus. This situation as described by Roth (1981) may arise in a school where there is a population loss and where teachers are unionized:

Teachers are being moved around as "bumping" occurs to avoid layoffs of tenured teachers. Teachers in some instances are being assigned to areas in which they have no experience and little preparation, thus affecting the quality of instruction in schools (p. 44).

Statistics from the U.S. Department of Education and from national and regional educational organization surveys have documented teacher supply problems as well as the wide-spread practice of out-of-field teaching assignments. The National Science Teachers Association (NSTA), for example, conducted a survey in December 1981, which revealed that 50.2% of newly employed science and mathematics teachers are employed on an emergency basis because no qualified teachers can be found (AACTE, 1982, p. 2-6).

Shymansky and Aldridge (1983) indicated by region the percentage of emergency science and math teachers hired in 1981-82:

The . . . data on replacements for the retirees and the job-jumpers are shocking. Nationwide, half of all newly-employed science and math teachers for the school year 1981-82 were unqualified to teach science or math. These teachers were reported hired on an "emergency basis" (p. 62).

The Figure below shows, by region, the percentages of emergency science and math teachers hired for the 1981-82 school year:

PERCENTAGE OF EMERGENCY SCIENCE
AND MATH TEACHERS HIRED IN 1981-81

Census Region	Percentage of Emergency Teachers Hired
Pacific States	84%
Mountain States	23%
West North Central States	43%
West South Central States	63%
East North Central States	46%
East South Central States	40%
North East States	9%
Atlantic States	43%
South Atlantic States	50%
NATIONWIDE	50%

Masland and Williams (1983) indicated that obtaining local documentation relative to out-of-field teaching practices has been difficult for obvious reasons:

The North Carolina State Board of Education is concerned about the widespread out-of-field teaching that was revealed in a recent study (Woolford, Presti, Gray, &

Cable, 1982). In the report, 7,017 teachers were found to be teaching out-of-field. These examples were included:

- 434 social studies teachers were teaching math
- 117 math teachers were teaching science
- 429 science teachers were teaching math
- a total of 1,170 people not certified in science were teaching science, (p. 7).

This practice is not unique to North Carolina. Elsewhere in the country little, if any, outward attention has been given by schools, colleges and departments of education or local school systems to uncovering the extent of the practice and its possible effect on quality instruction.

The National Education Association recently reported that in 1980-81, 3.5% of elementary and 6.1% of secondary school teachers were teaching full time in an assignment outside of their major field of preparation. To reduce the impact of the number of misassigned teachers, NEA estimates that 51,600 new teachers are needed, (NEA, 1983).

Issuing Emergency Certificates

A second questionable practice brought about by the teacher supply/ demand dilemma is that of issuing emergency certificates. Emergency certificates are issued to both degreed and non-degreed persons. NEA data revealed in (Teacher Supply & Demand in Public Schools, 1981-82) indicated that a sample survey of public school teachers showed that .2% of elementary and .3% of secondary teachers in 1980-81 lacked the bachelor's degree. These figures may seem relatively small, however, according to the NEA report, an estimated 4,300 teachers without bachelor's degrees needed to be replaced in fall 1981 by qualified teachers (NEA, 1983, p. 33).

The situation today is little changed from that described in a 1967 nation-wide report on the fifty states which indicated that eight states made no provisions for emergency certificates. The remaining forty-two states indicated a variety of reasons and requirements connected with emergency certification such as: issuance upon request of the employing school; issuance following completion of a bachelor's degree; issuance following ninety semester hours, with sixty-six or fewer hours coming from a junior college; issuance following two or more years of college and the unavailability of a qualified certified person for the position. Each request is handled on its own merit (Stinnett, 1967, pp. 45-8).

Peterson, Rossmiller and Volz (1978) stated: "Emergency certificates are ordinarily renewable on an annual basis. If the emergency has ended a state board may (and should) reject renewal," (p. 400). Bhaerman (1969), in a similar fashion summed up the use and misuse of the emergency certificate in this way. "This safety valve or escape hatch continues to be widely used by state departments of education. The reasons seem predicated upon the inability to find enough qualified teachers to fill all jobs. This is based upon a certain degree of logic. But it is a logic of expediency, often grossly abused," (p. 3).

In the state of Texas during the 1981-82 school year indicators of the seriousness of the problem of supply and demand of fully qualified teachers emerged (Texas Education Agency, 1982).

Across all grade levels, there were estimated to be about 750 vacancies or positions filled on a temporary basis, with bilingual education (including ESL) and special education accounting for more than one-fifth of these vacancies. Secondary level vacancies outnumbered those at the elementary level by a ratio of two to one. Mathematics, science, and vocational education combined to account for two-thirds of the reported vacancies at the secondary level. Special permits (Emergency Permits, Special Assignments Permits, and Temporary Classroom Assignment Permits) were used by more than half of all Texas school districts. In all, more than 5,500 teachers were employed under one of these permits. With respect to Emergency Permits and Special Assignment Permits, more than one-fourth of the permits were in secondary level mathematics and science, and more than one tenth were in vocational education. One-fourth of these special permits were in special education or bilingual education, (pp. 40-1).

Also in 1981 a state department telephone survey of all Louisiana school districts revealed that 69% of 617 positions filled by non-certified teachers were in special education and elementary education. (Teacher Supply and Demand, 1982). Testimony indicated that although the hardest hit districts seem to be the rural border parishes, almost every district was experiencing some shortages (AACTE, 1983, p. 21).

In the more recent effort, the AACTE Task Force on Teacher Certification distributed two surveys: one to each state education agency official responsible for certifying teachers, and one to each AACTE state affiliate president. For the purpose of these surveys, emergency certificates were defined as those certificates issued to individuals who are teaching in a position for which a regular teaching credential is required but who do not have sufficient professional preparation to qualify for an initial regular certificate.

The survey of the state education agency officials sought the following information: total number of licenses/certificates issued each year from 1980-81 through 1982-83, number of emergency certificate issued for the same years, number of emergency certificates issued to teachers teaching out-of-field, identification of the criteria used to issue the emergency certificates, identification of the length of time for which emergency certificates are issued, identification of the number of times or length of time that an emergency certificate can be renewed, and identification of the criteria for renewing emergency certificates. Also, a final open-ended question asked the respondents to identify any concerns or issues related to emergency certificates that have been identified by the state education agency, state legislature or other education associations.

The survey to the presidents of the AACTE state affiliates asked two open-ended questions designed to identify (1) concerns or issues related to emergency certification and (2) the position AACTE should take regarding emergency certification. (The two survey instruments are included in Appendix B of the report.) Twenty-three state education agencies responded to the survey and fifteen presidents of AACTE state affiliates responded to the surveys.

The state education agencies' responses to the first set of questions relating to the total number of certificates issued and the number of emergency certificates issued were difficult to analyze because each state defines differently the various categories of certificates which may or may not be included in the definition of emergency certificates. When the state education agency responded by submitting their own categories of certificates, the most restrictive identification of that state's emergency certificates was used in this report. Many of the states could not separate certificates issued to teachers who were teaching out-of-field from either regular certificates or emergency certificates. Table 1 gives the state by state summary of the total number of certificates issued and the number of emergency certificates issued from 1979-80 through 1982-83.

Table 1

Summary of Total Number of Teaching Certificates and the Number of Emergency Certificates Issued by Each State for the years 1980-81, 1981-82, and 1982-83.*

State	1980-81		1981-82		1982-83	
	Total	Emergency	Total	Emergency	Total	Emergency
Alabama	8,760	19	7,621	61	7,330	63
Arizona	NA	NA	NA	NA	NA	NA
Arkansas	NA	NA	NA	NA	2,591	NA
California	NA	4,649	NA	5,720	NA	4,996
Colorado	12,847	560	13,563	596	13,349	623
Connecticut	NA	8	NA	32	NA	19
Delaware	932	;	786	1	696	2
Indiana	18,389	NA	16,079	NA	17,270	NA
Louisiana	4,974	331	4,182	441	4,217	562
Maryland	2,697	137	1,746	68	1,690	154
Massachusetts**	6,465	NA	7,403	NA	NA	NA
Michigan	NA	"few"	NA	"few"	NA	"few"
Mississippi	NA	1,338	NA	1,061	NA	NA
Montana	NA	.	NA	NA	5,836	193
Nebraska	3,602	8	3,625	6	3,471	7
New Jersey	10,572	1,124	11,024	746	11,049	1,077
New York	18,014	497	19,346	364	NA	532
Oregon	14,098	28	11,833	189	NA	NA
Pennsylvania	12,968	502	11,545	811	10,900	1,711
Rhode Island	NA	6	NA	15	NA	10
Virginia	NA	NA	NA	NA	NA	NA
Washington	2,926	61	3,590	60	3,597	48
Wisconsin	17,988	155	17,771	175	11,673	173

* Total number of certificates issued includes regular initial certificates, emergency certificates and teaching out-of-field certificates.

** Does not include vocational certificates issued through a different agency.

Considering the national concern that there are too few science and math teachers, the Task Force expected that there would be more emergency certificates issued in those areas than in other areas. Since the number of states that could provide the information by subject area categories was very small, a conclusion could not be made. However, when states could identify specific subject areas in which emergency certificates are issued, it appeared that no one area had a greater percentage of emergency certificates than any other.

In those states supplying information, emergency certificates were issued in science and math. However, there were also a considerable number of emergency certificates issued in special education, vocational education, and English. Even areas that are considered to have a over-supply of teachers, such as social studies and physical education, were identified as having emergency certificates issued for teaching.

The second question on the state education agency survey asked what criteria the states used in issuing emergency certificates. The overwhelming response was that the local school district must present a statement of need and assure the state certification officer that the candidate is the best qualified person available.

In response to the length of time for which emergency certificates are issued, the most frequent response was one year with a range of responses from one to three years. Most respondents indicated that these certificates could be renewed yearly. However, some states did not monitor this renewal process or did not have policies regarding renewal of emergency certificates. In some states the renewal of an emergency certificate was not treated any differently than issuing the first emergency certificate.

Table 2 provides a summary of the criteria used to renew an emergency certificate as given by responding state education agencies. The respondents were asked to check as many of the criteria as were applicable in their state.

Table 2

Criteria for Renewing Emergency Certificates in States Responding to the Survey.

Criteria	Number of states indicated use of this criteria
A statement of need is presented by local district indicating certified individual is not available.	14
The candidate must complete additional college credit in the subject area.	15
The candidate must complete additional college credit in professional education.	13
The candidate must complete inservice program/credits provided within the school district.	0
The candidate must complete the requirements of an individual contract identified at the time of hiring (such as a "deficiency" plan to allow the candidate to meet the requirements of initial regular certification within a certain period of time.	5

There were only six responses to the open ended question asking for any issues or concerns that the state education agencies had relating to emergency certificates. One agency indicated a concern of supply and demand for teachers, particularly in remote areas, that might affect the number of emergency certificates issued in the future. Three states indicated that emergency certificates were not a concern in their states. These states either issued few or no emergency certificates, and monitored closely those issued. Two states indicated that the issuing of emergency certificates was being studied. One of these two indicated that its legislature had just recently studied the issuing of emergency certificates and set a

policy that was supported by teachers and administrators. Another state indicated that while emergency certificates were not a concern for full-time teachers, there was an increasing problem of obtaining fully qualified substitute teachers for whom emergency certificates may become an issue.

The survey sent to the presidents of the state AACTE affiliates identified a number of issues and/or concerns relating to emergency certificates. Among the fifteen state presidents responding the following questions were raised:

1. Who issues emergency certificates?
2. What are the minimum requirements for issuing emergency certificates?
3. Is there abuse of the emergency certification system?
4. Are emergency certificates really necessary when there is an "oversupply" of teachers?
5. For what length of time are emergency certificates valid?

Certification of graduates without professional preparation

The third questionable practice investigated by the Task Force is that of certifying (emergency or otherwise) persons who have arts and science degrees and no professional preparation. The Southern Regional Education Board (1981), for example, has called upon the southern states to act on their suggestions regarding adjustments in certification standards:

States should modify certification requirements to permit graduates in mathematics and science who lack professional education preparation to teach at the secondary level with safeguards to insure the quality of instruction. Certification should also accommodate teachers in related surplus fields to teach mathematics and science, with refresher courses as needed (p. 13).

A similar controversial proposal is the New Jersey "Blueprint for Reform" proposed by Governor Thomas H. Kean. The New Jersey Plan was summarized recently in 1983 AACTE Board Memorandum:

The Governor's proposal, which was drafted by New Jersey Commissioner of Education, Saul Cooperman, bypasses campus based teacher preparation to rely upon three requirements for initial licensure: a) demonstrated academic competence through successful completion of a baccalaureate degree; b) successful completion on a subject matter examination; and,

c) demonstrated ability to teach in the classroom
School districts would be required to provide a one week orientation for the interns prior to the beginning of school, at which time, they would be introduced to the philosophy of the school, its basic organization, fundamental teaching approaches, such as how to develop an IEP, and provided with a reading list of professional material. This would constitute the teachers' only professional training component.

. . . it is suggested that by modifying (waiving) certification requirements to delete a pedagogical component, New Jersey can eliminate incompetence and increase the pool of applicants (i-ii, Note 1).

Following a review of a recent New Jersey initiative to provide an alternate route to initial teacher certification, the AACTE Board of Directors reaffirmed, through resolution, its commitment to quality teacher education which is campus-based and school-focused. The Board viewed the New Jersey proposal as circumventing preparation and certification standards, and funds were allocated to the New Jersey ACTE to assist it in overturning the proposed alternate route to certification.

In the recently published Carnegie Report, High School: A Report on Secondary Schools in America (Boyer, 1983), similar suggestions were made regarding certification and the accomodation of staffing needs. It was suggested that teacher certification be modified to make possible the issuance of part-time practitioner credentials for retired college professors and for individuals in business and industry (p. 184).

In summary, three questionable practices of state education agencies and local school districts raise serious qualitative issues and frustrate attempts by the profession to improve standards of preparation and certification:

1. Assigning certificated personnel to teach out-of-field
2. Issuing emergency certificates to unqualified persons
3. Seeking alternative routes to certification in which training for pedagogical competency is considerably weakened or eliminated

Comparative Practices

In its review of emergency teacher certification practices, the Task Force sought comparative data from other professions and occupations. The Task Force was unable to discover any other state-licensed occupation for which emergency certification existed. Comparing teaching to some of these other occupations with respect to licensing standards, penalties for practicing without license, and responses to heavy demand and short supply provides insights about other and better ways of handling the problem.

It is important in this comparison to distinguish between temporary and emergency certification. Almost all licensed professions, including teaching, have some provision for the former while the latter appears to be the unique province of teaching. Temporary certification (sometimes called provisional) is not a means whereby untrained individuals may gain entrance to a profession. Temporary licenses are typically granted in medicine and nursing, for example, to people who have completed professional preparation programs and who are awaiting the results of a professional licensing examination, or to people who complete training or are fully licensed in some foreign jurisdiction. Temporary licenses limit the holder, in that they do not give full access to the rights and responsibilities of the profession and, as the name implies, are granted for limited periods of time.

Examples may clarify the differences. In order to become a fully licensed registered nurse in New York State, completion of both an approved program of preparation and passing grades on a nursing examination are required. Graduates of approved nursing schools who have not taken the required examination (because it is only administered once each year) may be granted temporary licenses to practice nursing for a period of one year or until notice of denial of application (if the test is not passed). This is, obviously, a provision of the certification that allows for employment of nurses who, very likely, are fully qualified until such time as the state completes the determination of qualification.

The employment of nurses who possess these temporary licenses is restricted in several important ways. They are called graduate nurses (GNs) and not registered nurses (RNs), are not permitted to perform all the nursing procedures or take on all the responsibilities of RNs, and are not paid on the same salary scale as RNs. Nurses working under temporary nursing licenses are not accorded the same status, pay, or prestige as regularly licensed

nurses. In contrast, persons who are hired to teach under emergency certification provisions, who may not have completed either teacher preparation programs or passed state examinations, are accorded the same status, pay, and prestige as regularly licensed teachers. They are called teachers; they are given the same routine job responsibilities as teachers; and, they are paid in most states on the same salary scales as teachers.

In the professions of medicine and law, there are situations similar to nursing. Graduates of approved legal preparation programs may be hired by law firms and offer many of the services of the legal profession, but they may not represent a client in court until they pass the Bar Examination. Temporary certificates in medicine that are granted to foreign-trained or foreign-certified individuals permit practice only under the supervision of a fully licensed physician and for a limited period of time. In both instances, completion of professional preparation programs is required and those who practice these professions with temporary licenses are denied the full rights and responsibilities of law or medicine.

Contrasting temporary certification in medicine, law, and nursing to emergency certification in teaching highlights the differences in the strength of professional requirements and the degree of seriousness with which licensing requirements are taken. For medicine, law, and nursing, individuals simply may not practice without professional preparation, even temporarily. In teaching, emergency certification not only permits but condones practice without professional training.

Another way of contrasting the strength or seriousness of certification requirements is to investigate what happens to those who practice various professions or trades when they do not hold the appropriate licenses. The penalties for practicing law, medicine, pharmacy, or even barbering without a license range from fines to imprisonment. It should be noted that practicing these professions without a license must first be discovered; it is usually (but not always) discovered because some harm has been done; and the penalties attached are, to some extent, dependent on the amount of harm done. In contrast, because of emergency certification provisions, not only is it known that people practice teaching without licenses, it is encouraged by some states and local school districts; there is evidence that harm can be done; and the possibility of fining or incarcerating the imposter is remote since it is not "against the law."

There are those who would argue that teaching cannot be compared to medicine, law, pharmacy, or barbering on questions of practicing without appropriate licensing since these professionals are typically self-employed, independent providers of a service, and teachers are not. Perhaps it is more valid to compare teaching to nursing because both sets of the professionals offer their services through hiring institutions. Doing so, however, reveals another part of the picture. Finding a case of someone who has practiced the profession of nursing without a license is like looking for the proverbial needle in a haystack. Practicing nursing without a license would be difficult, if not impossible, because the hiring institutions, hospitals, are also regulated in their hiring practices. They are important partners in guarding the gates to the profession of nursing. Schools also are regulated in their hiring of teachers. Hospitals, however, seem to take the gatekeeping responsibility more seriously than do schools. Hospitals may contract to employ a nurse, but that nurse may not begin to work until verification of license is received by the hospital from the state. In many locations, teachers are on the job in classrooms for periods of time that may extend to months before verification of their license status is received by schools, and, of course, regulations about the hiring of licensed teachers may be easily circumvented in states where emergency certification procedures exist.

Clearly, strong regulations governing both the licensing of nurses and the hiring of them by hospitals sustain the role of the hospital in sharing professional gatekeeping. It is equally clear that provisions which permit underprepared or unqualified individuals to be hired by schools erode the school's role as a shareholder in deciding who shall gain entry to the teaching profession. These same provisions negate the preparation institution's role in that process and lead one to wonder whether anyone is really guarding the gates and protecting the public interest.

From a number of different perspectives, then, other professions can be said to have stricter licensing standards than does teaching. The professions we have mentioned have certification regulations that are so strong that even under conditions of extreme short supply, unlicensed individuals may not practice, or, if they do, are subject to fine or imprisonment. When public need for these services is high and there are not enough licensed professionals to provide the services, what happens? There are a number of options for dealing with this dilemma. The problem is to find the one that assures that need for the services is met while maintaining the integrity of professional licensing standards,

It is possible simply to withhold services, or to limit them to only the most essential, or to limit them by raising the costs of the services. These rationing strategies are all employed to some degree in medicine. In times of medical disaster or serious epidemics, physicians limit their services to the most needy, and services such as elective surgery, well-baby care, and routine check-ups are put off. While one of the "hallmarks of the professional" is that the professional values the provision of the service over remuneration, there are many instances where the cost of consulting the professional limits the availability of the services to those who are able to afford it. The problem with strategies that ration professional services is that they do not adequately meet needs. They may be acceptable as short term solutions (during an epidemic), but if supply and demand do not balance in the long run, the need for services may escalate (the neglected preventive services lead to more and more serious health problems).

As these professions developed, heavy demands for services led to the establishment of paraprofessional occupations. For the nursing profession, there are licensed practical nurses and aides, for medicine there are nurse practitioners and paramedics, and for the law profession there is the paralegal. In a sense, the development of these legitimized occupations for the "partially qualified" can be viewed as combining the strategies of withholding services and training more individuals. Services of the professional that could be performed by a paraprofessional no longer had to be done by the more qualified person, and training of paraprofessionals could be accomplished in far less time than the training of professionals. Because there are paraprofessional occupations in medicine, law, and nursing, the provision of services in these fields can be more easily adjusted to supply and demand than in teaching.

While there are paraprofessionals in teaching, that occupation has not been institutionalized and legitimized to the same degree as paraprofessionals in medicine, law, or nursing. The main difference seems to be that as the other professions developed, there was a constant redefinition of the responsibilities of the professional versus those of the paraprofessional. The boundaries are much clearer between Registered Nurse (RN) and Licensed Vocational Nurse (LVN) or between physician and paramedic than they are between teacher and teacher's aide, and this clarity of boundaries exists not only in perception, but in fact.

Teaching is no less valuable a professional service to a healthy society than are medicine, nursing, or law. If, for the public good, the provision of teaching services should be regulated, then the

regulation process should be accorded the same degree of seriousness for teaching as for these other professions. The medical, nursing, and law professions provide examples of potential alternatives to emergency certification, alternatives that could ensure the provision of professional services while maintaining the integrity of professional licensing standards.

Perhaps the most viable alternative, because the profession has already begun movement in that direction, is to institutionalize and legitimize paraprofessional positions. To do this, we must use carefully the knowledge that exists about what a teacher must know and be able to do and specifically define certification standards. At the same time, specific roles and duties of paraprofessional positions must be just as carefully identified. While there are starts on these tasks, much work needs to be done to bring about full realization of this alternative. The promise of such activity, in its potential for improving the status of teaching and in helping to meet fluctuating market demands, is indeed worth the effort.

Continuing Problems and Dilemmas

The Task Force believes that there are four major problems and dilemmas related to the practice of issuing emergency certificates that require immediate resolution by the profession and the public.

How do we continue the process of raising standards for entry and retention in the profession at a time when the short supply of teachers in some areas puts extreme pressure on the system to employ personnel with substandard qualifications?

While the issuance of emergency teaching certificates relieves the pressure on school managers to identify personnel for "spot shortages," it also reduces the ability of the profession to maintain standards of quality in teaching personnel. The teaching profession attempts to improve the general quality of teaching personnel in a variety of ways, of course, but the system of issuing certificates to those persons eligible for employment as teachers--those who are "safe to practice"--is an important component. The assumption behind the process of teacher certification is the belief that it is possible to distinguish persons who are qualified to teach from those who are not qualified to do so. When emergency certificates are issued, especially when the practice is widespread, an inference can

be made that the process is not as efficacious as commonly thought, or that the process is irrelevant, or that the consequences of allowing less than qualified persons to teach are not significant. In any of these cases, legitimate and responsible attempts on the part of the profession to raise the standards of instruction or to guarantee that the instruction provided to the community will be based on sound practice are thwarted. The practice of granting emergency certificates has the effect of blunting the attempts on the part of the profession to improve standards of academic preparation for service by depreciating that preparation.

How do we manage the supply/demand imbalance so that attempts to increase the number of teachers do not in fact lead to a worsening of the shortage?

The practice of granting emergency certificates may also contribute to the shortage of qualified teachers, ironically, by discouraging those who are qualified from securing employment or by leading those who wish to teach to believe that it is not important or necessary to become qualified. Qualified teachers looking for a teaching position and being unable to find such employment in a given year in which available positions are filled by emergency certificate holders may, and usually do, seek and find employment outside the profession. Such qualified teachers are probably lost to the profession forever.

How do we prevent our attempts for dealing with supply/demand pressures from diminishing the importance of all that has been learned about sound educational practice?

The practice of granting emergency certificates constitutes a denial of all that has been learned about sound instructional practice and could ultimately lead to a loss of what we know about the conditions necessary for effective teaching and learning. Educational research has been able to describe accurately and precisely the contours of many of those conditions within the context of time and place.

Rather than placing impediments and disincentives in the way of further research on educational practice, attempts to resolve the supply/demand problem should be used to encourage the research efforts, including that research relating to the validation of effective teacher education and certification processes.

Is it possible or even reasonable for school systems to believe that they can or should be able to provide in a period of teacher shortage the same range of services and opportunities that are usually available during periods of supply/demand balance or teacher surplus?

Supply/demand imbalances should serve as catalysts for asking the difficult questions: "What is of most worth among our educational offerings?" and "What are the necessities?" Recognizing that there is not a sufficient number of persons appropriately qualified to teach all that we would like to teach should make us ask the question, "How can we best use the personnel who are so appropriately qualified until we can bring into the profession additional fully qualified personnel?"

RECOMMENDATIONS

In the document prepared by AACTE's Task Force on Shortage/Surplus/Quality Issues in Teacher Education, AACTE was urged to mount a national response to recent reports which recommend the issuance of emergency certificates to candidates who have not completed teacher education programs. The Task Force on Certification, which was a response of the organization to secure additional information and recommend appropriate actions, deplors the use of emergency certification and endorses the recommendation of the former task force on supply/demand/quality issues to call for a halt to the practice of admitting unqualified persons into the profession through emergency certification procedures or "alternatives."

The Teacher Certification Task Force makes the following eleven recommendations as alternatives to emergency certification of teachers and has prepared a resolution for adoption by AACTE (Appendix C):

First, the profession should strengthen the certification process itself by specifying, justifying and publicizing the competencies needed to teach. A significant step was taken in this direction by AACTE in its Profiles document and by NEA in An Action Plan for Teacher Education. The effects of the presence or absence of each competency on the teaching and learning processes, however, should be documented by reference to teacher effectiveness research. The current lack of agreement among and within the several arms of

the profession (Institutions of Higher Education {IHEs}, state education agencies {SEAs}, local education agencies {LEAs}, professional organizations) about what a teacher needs to know and be able to do contributes significantly to public perceptions that "practically anyone can teach," and leads directly to the lowering of certification standards in "emergency" situations. AACTE's Profiles of a Beginning Teacher and NEA's Action For Excellence are positive steps, however, toward professional agreement.

Second, the education community must work cooperatively to improve the status and conditions of the profession. Teacher educators, along with teachers, administrators, and other education professionals must pay attention to salary, prestige, and incentives for remaining in the profession. It is unlikely that the conditions that lead to emergency certification can be improved unless the status of the profession is improved.

Third, there is a strong need to develop a variety of incentive programs to improve the supply of new teachers in subject areas and geographic locations where there are shortages.

Fourth, schools, colleges, and departments of education (SCDEs) and local school systems could cooperatively develop retraining programs for persons already certified to teach to allow them to extend their certification areas to second and third fields. These programs should be voluntary on the part of participants and should be routinely offered as a means of improving the supply of teachers across areas rather than as a response to a crisis. The institution of such programs would provide for potential flexibility in professional assignments and obviate the need for emergency certification.

Fifth, SCDEs should be encouraged to develop programs to meet the special needs of individuals wishing to enter the teaching profession from other careers. Such programs should use assessment techniques to identify the professional knowledge and competencies already possessed by candidates. Program components should be developed to bring these candidates to the level required for effective classroom performance and full certification as a teacher (AACTE Board of Directors Minutes, October 1-2, 1983, Note 2).

Sixth, funding for teacher education institutions should be revamped to provide incentives to prepare teachers for immediate and predicted potential short supply areas.

Seventh, SCDEs should examine and redesign their programs to permit and encourage the preparation of teachers who are certified in more than one area. Prospective teachers should be counselled about the desirability of such multiple certifications. Doing so would provide more job choices for prospective teachers as well as contribute to staffing flexibility in schools.

Eighth, programs such as job banks and referral systems should be implemented immediately in states for certification areas in which there is a shortage of qualified personnel. Many emergency certificates are granted not because fully certified teachers are not available, but because they cannot be found when there is an urgent need for a position to be filled.

Ninth, the responsibility for "guarding the gates" to the profession must be expanded to include not only SEAs, IHEs and the profession itself, but also school superintendents. The profession collectively must bear their responsibility with each group contributing uniquely to that responsibility. Stronger checks on the processes of hiring only appropriately certified personnel are needed in the schools.

Tenth, there is an urgent need to conceptualize, develop and evaluate flexible staffing patterns in schools. These arrangements must provide for legitimized differentiated positions. The major stumbling block to such attempts in the past has been the absence of clearly specified role responsibilities and tasks that match, in some reasonable manner, the qualifications and the status of various professional levels. A system should be established to permit study, further growth and the legitimization of both paraprofessional and master teacher positions; such a system should provide for career ladders in teaching and teaching-related positions, and provide for entry into the profession at several levels. Most importantly, differentiated positions would enhance the status of teaching as a profession and provide for continued growth of the profession in the way that medicine, law, and nursing have enhanced their status by the development of paraprofessional positions.

These recommendations are potential solutions to the problems for which emergency certification has been known to be ineffective and counter-productive. The Task Force recognizes that most of these recommendations will not result in immediate solutions to the problems; they will require time and effort to be implemented.

Finally, the Task Force has a recommendation for dealing with the problem on a more immediate basis: Unless and until a fully certified teacher can be placed in a particular position, the school district should simply suspend classes for which that teacher is necessary. The Task Force recognizes the practical difficulties that this recommendation creates for school systems and encourages cooperative arrangements between administrators, teachers, faculty from SCDEs, and the community to solve the immediate problem in inventive ways without weakening the qualifications required of teachers. Such cooperative arrangements might include borrowing a college faculty member who is fully certified; increasing the teacher/student ratio, but adding teaching assistants; sharing teachers with other school systems; and borrowing on a part-time basis fully certified teachers who have taken employment in business/industry.

While recognizing the difficulties that this recommendation may entail, the Task Force believes that no other response to the problem is possible if the profession and the public are committed to true professional standards for teachers. In the long run, this response can enhance the status of the profession and provide public support for efforts to improve the supply of fully certified teachers.

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Reference Notes

1. American Association of Colleges for Teacher Education, Board Memorandum, (Agenda XVII). October 1, 1983.
2. American Association of Colleges for Teacher Education, Board of Directors, Minutes. October 1-2, 1983. (Response to USA Today, 9-30-83)

APPENDICES

APPENDIX A

**Summary of Professional Organizations'
Positions on Emergency Certification**



American Association of Colleges for Teacher Education

1. NSBA _ National School Boards Association
2. AASA _ American Association of School Administrators
- * 3. CEC _ Council for Exceptional Children
4. NCTM _ National Council of Teachers of Mathematics
5. NSTA _ National Science Teachers Association
- * 6. NCTE _ National Council of Teachers of English
7. IRA _ International Reading Association
8. NCSS _ National Council for the Social Studies
- * 9. ASCD _ Association for Supervision and Curriculum Development
10. NASSP _ National Association of Secondary School Principals
- * 11. NAESP _ National Association of Elementary School Principals
- * 12. PTA _ Parents and Teachers Association
- * 13. NEA _ National Education Association
- * 14. AFT _ American Federation of Teachers

The attached letter was sent to the above Education Organizations.
(Those organizations preceded by * sent responses).



American Association of Colleges for Teacher Education

October 4, 1983

Dear Sirs,

The AACTE has established a task force responsible for examining teacher certification. In its examination, the task force would like to include an analysis of emergency certification.

Since it is interested in the opinions of other education associations, the task force would like to know your organization's position on the issues of emergency certification and out-of-field teaching.

Could you please send a copy of your resolution or statement of position on these issues. Thank you for your attention.

Sincerely

Anne Sharp
Programming Assistant

Summary of Responses

1. Association for Supervision and Curriculum Development
Respondent: Janice Adkisson, Director
Resource Information Service
Date of Response: October 6, 1983
Response: The ASCD committee is presently revising a 1983 proposed resolution on mathematics and science teachers. The resolution undergoing revision at the time of the response is as follows:

MATHEMATICS AND SCIENCE TEACHERS PREPARATION, CERTIFICATION AND COMPENSATION

The shortage of trained, certified teachers in mathematics and science is a reality in some sections of America. Citizens are justifiably concerned. ASCD is also concerned. Some legislatures and boards of education are attempting to meet this shortage by hasty action which results in ill-considered policies. Such response to the shortages of teachers may not only have a negative impact on the quality of teaching in these areas, but may well harm the main body of education. ASCD is opposed to such a response and calls upon all agencies in areas where teacher shortages in specialized disciplines or fields of study exist to work together to design creative and carefully considered solutions.

ASCD advocates the development of short- and long-term action plans to remedy local shortages. The enactment of a flexible local plan in cooperation with both local and state agencies should facilitate the implementation of instant relief without destroying standards, teacher morale, or the basic certification system.

ASCD supports the use of new federal, state, and local funds for the training of interested persons to become skillful teachers of mathematics and science. Collaborative planning by school districts, universities, and State Departments of Education can help assure the presence of competent mathematics and science teachers in the nation's classrooms. Such planning will also address the basic reasons why such teacher shortages exist in particular areas and will enable action to be taken to prevent such shortages. Solutions to any staffing problems must include consideration of means of providing salaries that are competitive with other professions. ASCD is opposed, in principle to differential pay for math and science teachers.

2. Council for Exceptional Children

Respondent: Bruce A. Ramirez, Assistant Director
Governmental Relations

Date of Response: October 5, 1983

Response: Mr. Ramirez indicated there were no policy specific to emergency certification, but listed the following related CEC standards for professional practice:

<u>Statement</u>	<u>Explanation</u>
2.1.1 Professionals ensure that only persons deemed qualified by having met state/provincial standards at a minimum are employed as teachers, administrators, and related service providers for individuals with exceptionalities.	State and provincial certification standards have been criticized on various grounds. Some are thought to be too general and not provide adequate assurance of qualified professionals or relevance to practice. In other cases, the dispute involves preferences toward a categorical or noncategorical model. Professionals who find their standards inadequate should play an advocacy role in promoting change.
2.3.3 Professionals practice only in areas of exceptionality, at age levels and in program models for which they are prepared by reason of training and/or experience.	When personnel shortage exists, it isn't uncommon for teachers to be asked to teach classes for which they really aren't qualified, or to take children on a temporary basis who do not belong in a program. Such practices violate these Standards.

3. National Association of Elementary School Principals
Respondent: Edward P. Keller
Deputy Executive Director
Date of Response: October 11, 1983
Response: The position of the organization is
taken from the 1983-84 platform
and is as follows:

A. CERTIFICATION

PREPARATION AND CERTIFICATION

NAESP believes that in order to be an effective teacher one must have specific and concentrated training in:

1. the scope and sequence of skills to be taught in language arts;
2. techniques of instruction;
3. methods of diagnosis and remediation of language problems; and
4. supervised practical experiences in classrooms.

We urge that these requirements for certification be implemented in all teacher training institutions.

The Association recommends that the state boards of education review, or, if necessary, create language arts requirements for teacher certification with a major emphasis on reading and communications skills consistent with the importance of language arts in all school programs. (^74)

NAESP believes that effective preparation programs for teachers and administrators are vital to quality education. Principals should be active in assisting colleges and universities in determining the content and format of preparation programs.

NAESP urges national, state, and local leaders to promote the appointment of practicing principals to educator preparation policy committees of colleges and universities. (^82)

4. National Council of Teachers of English

Respondent: Maria C. Piper
Administrative Assistant to the
Executive Director
Date of Response: October 21, 1983
Response: NCTE have the following resolutions
related to emergency certification:

RESOLVED that the National Council of Teachers of English (1) encourage the assignment to the teaching of English only those persons who have been prepared in accordance with the goals and emphases in the "Statement on the Preparation of Teachers of English"; (2) call upon its individual members and affiliate organizations to increase their support of the goals and emphases of the "Statement on the Preparation of Teachers of English"; and (3) urge the National Council of Teachers of English Executive Committee to intensify its efforts, in cooperation with other professional organizations to implement items (1) and (2) of this resolution

#79:3

RESOLVED, that the National Council of Teachers of English call upon its individual members and affiliates to discourage, through direct contacts with State Departments of Education and other certification agencies, the issuing of temporary certificates in English or Language Arts to teachers not prepared in programs of English and Language Arts;

that NCTE identify programs for re-training teachers of other subjects assigned to English classrooms and disseminate information about those programs to the membership, other professional organizations, State Departments of Education, and other certification agencies; and

that NCTE continue its strong support of the principle that English teachers be prepared in accordance with the goals and emphasis in the "Statement on the Preparation of Teachers of English and the Language Arts."

#804

5. National Education Association

Respondent: Bernard H. McKenna
Date of Response: October 6, 1983
Response: NEA Resolution C-1 adopted in 1983
is as follows:

PROMOTE PROFESSIONAL EXCELLENCE AMONG EDUCATORS

C-1. A Certificated Educator in Every Professional Position

The National Education Association believes that all educators must have the knowledge and skills necessary to perform their duties.

The Association insists that professional positions, including specialized and substitute positions, be filled by an educator who has completed a teacher preparation program in an accredited institution of higher education and holds the appropriate certificate or who holds the appropriate vocational certificate and that there be interstate certification reciprocity for mobile educators. The Association believes that private K-12 educational institutions must employ teachers who hold public educator certificates from their respective states. Private institutions failing to meet this hiring criterion should not be eligible for any federal funds, grants, or tax credits.

The Association will resist any attempts to diminish the quality of learning or services through the elimination of teaching positions, through involuntary assignment out of field, or through the revision of school staff management under the guise of improving educational opportunity. (69, 83)

6. The National PTA

Respondent: Marita Craven
Public Relations Assistant
Date of Response: October 11, 1983
Response: At the present time, the National PTA has not taken a position on emergency certification or out-of-field teaching.

7. Natinal School Board Association

Respondent: Gwendolyn H. Gregory
Deputy Legal Counsel
Date of Response: December 6, 1983
Response: Resolutions adopted in April, 1983.

4.1.6 Teachers

NSBA encourages local school boards, with the assistance of state associations, to review: 1) the effectiveness and standards of quality of the state certification programs for teachers; 2) the employment of nonschool personnel who are expert in mathematics and science to teach those subjects as part of the effort to solve the immediate math-science teacher shortage; 3) the development of "career ladders" for teachers that take into account experience and competency; 4) the formulation of a teacher salary system that is competitive, market-sensitive, and performance-based, and the evaluation procedure upon which such a system would be based; 5) the length of the teacher work year to determine if it is sufficient for the approved instructional program; and 6) the involvement of experienced, high-quality teachers in designing teacher in-service programs and supervising new teachers in their probationary years.

NSBA believes that the examination of these matters will help local school boards in determining what action, if any, is necessary to build a climate in the local school district conducive to the fostering of an attitude promoting instructional excellence among teachers in the local community.

4.1.8 Improvement of Teaching Skills.

School boards should work with teacher-training insitutions and state boards of education to improve the quality of teaching through improved teacher training and workable and productive certification procedures.

4.1.9 Teacher Certification

NSBA urges local school boards, in consultation with state associations of school boards and state boards of education, to encourage the improvement of certification standards for teachers.

4.1.11 Teacher Competency

In an effort to upgrade teacher competency, NSBA encourages local school boards to employ as teachers only those who are graduates of teacher training institutions accredited by recognized accrediting agencies, and encourages school board participation in accrediting policies and procedures.

APPENDIX B

**Task Force Questionnaires Sent to
State Directors of Teacher Certification
and State ACTE Presidents**



American Association of Colleges for Teacher Education

October 5, 1983

Dear State Teacher Certification Officer:

The American Association of Colleges for Teacher Education (AACTE) has established a task force to examine teacher certification and make recommendations to schools, colleges and departments of education. The task force chairperson, Jimmy Williamson of East Texas State University, and the AACTE staff met with NASDTEC's past president Bob Roth to discuss some of these issues in July. We would like to continue to work with NASDTEC as reports are developed.

The task force's most immediate task is the development of a position paper on "emergency" or "substandard" certificates for presentation to the AACTE Board of Directors next January. We are defining "emergency" or "substandard" certificates as those issued to individuals who are teaching in a position for which a regular teaching credential is required but who do not have sufficient professional preparation to qualify for an initial regular certificate. In other words, we are interested in those teachers for whom exceptions have been made to the regular licensing procedures.

We understand that you probably have responded to an extensive NASDTEC survey which included some questions on this topic as well. We also will be referring to the data from section D (Substandard, Limited, or Emergency Credentials) of that survey to prepare our report. However, we need additional information about the procedures and policies by which emergency certificates are granted and renewed. For our purposes, we have eliminated the study of the qualifications of substitute teachers. However, we are considering the qualifications of certified teachers who are teaching out-of-field apart from those individuals who do not qualify for any initial regular certificate.

We need your assistance in collecting data that will be essential in the preparation of the task force report. Please complete the questionnaire enclosed and return it to me at the AACTE office by October 21. If you have any questions regarding the information requested, please call either Anne Sharp or me.

The task force sincerely appreciates your assistance in completing the enclosed questionnaire. We will send you a copy of the report that will be completed early next year.

Sincerely yours,

Donna M. Gollnick
Staff Associate for Professional Development

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Enclosure

One Dupont Circle, Suite 610, Washington, D.C. 20036 — (202) 293-2450

AACTE QUESTIONNAIRE ON EMERGENCY CREDENTIALS

1. In order to identify the parameters of the situation relating to emergency certificates, the AACTE Task Force on Certification needs accurate information about the number of emergency certificates that have been issued during the past three years.

In the first column, please indicate the number of initial regular certificates granted within a calendar year.

In the second column, headed "emergency certificates granted," please include in your count only the number of individuals who do not hold an initial regular certificate; do not include in this particular column certified teachers who are teaching out-of-field.

In the third column headed "emergency out-of-field certificates granted," please include the number of individuals who do hold an initial regular certificate but are teaching subjects outside of their certified area.

In each column, base your count on certificates granted within a calendar year.

Subject Area (If, in your state, you have this information by different classification areas, please submit data using your classification category.)

	Number of Certificates Granted								
	1980-81			1981-82			1982-83		
	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted
Elementary education									
Kindergarten									
Math									
English									
Foreign Languages									

Question 1, continued

Subject Area (If, in your state, you have this information by different classification areas, please submit data using your classification categories.)

Number of Certificates Granted

	1980-81			1981-82			1982-83		
	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted
Physical education									
Music									
Art									
Special Education									
Mentally retarded									
Emotionally disturbed									
Learning disabled									
Gifted									
Physically handicapped									
Hearing impaired									
Visually handicapped									
Other									
Vocational									
Business education									
Industrial Arts									
Agriculture									
Home economics									
Trades and industry									
Other									
Science									
Broad field science									

Question 1, continued

Subject Area (If, in your state, you have this information by different classification areas, please submit data using your classification categories.)

Number of Certificates Granted

	1980-81			1981-82			1982-83		
	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted	Initial regular certificates granted	Emergency certificates granted	Emer. out-of-field certificates granted
Science, cont'd.									
Biology									
Chemistry									
Physics									
Earth science									
Other									
Social studies									
History									
Political science									
Geography									
Other									
Bilingual-bicultural education									
Other areas									

2. The task force needs to determine criteria used by states when issuing emergency certificates. Specifically, identify the minimum qualifications candidates with emergency credentials must have before they are admitted to the classroom. For each category of certificates listed below, please check the criteria required by your state before an emergency certificate is granted.

Subject	Criteria							
	No minimums established.	Established number of college level courses.	Established number of professional education courses.	Established number of subject area courses.	Baccalaureate college degree.	Successful pre-student teaching field experience.	Successful student teaching experience.	Other criteria (please describe).
Elementary								
Secondary								
Special education								
Bilingual-Bicultural								
Vocational								

* Emergency certificates granted based on statement of need from local district and assurance that candidate is best-qualified individual.

3. For what length of time are emergency certificates issued?
4. How many times, or for what length of time, can an emergency certificate be renewed?
5. The task force would like to obtain information related to long-term effects of issuing emergency certificates. We need information from state certification officers that will identify procedures or requirements for renewing emergency certificates. Please check any of the areas listed below which your state requires for renewing an emergency certificate after one semester or year.

- A statement of need is presented by local school district indicating certified individual is still not available.
- The candidate must complete additional college credit in the subject area.
- The candidate must complete additional college credit in professional education.
- The candidate must complete inservice program/credits provided within the school district.
- The candidate must complete the requirements of an individual contract that was identified at the time he was hired (such as a "deficiency" plan to allow the candidate to meet the requirements of initial regular certification within a certain period of time).
- Please comment on other procedures for renewing emergency certificates.

6. Please identify any concerns or issues related to emergency certificates that have been identified by the SEA, state board, or state legislature.

STATE CERTIFICATION OFFICERS CONTACTED BY AACTI
AACTE Questionnaire on Emergency Certification
October 1983

Alabama

Dr. Jayne A. Meyer
Coordinator
Teacher Education

Alaska

Ms. Charlie Mae Moore
Director
Educational Standards

Arizona

Mr. R. Berkeley Lunt
Director

Arkansas

Mr. Austin Z. Hanner
Coordinator

California

Dr. John F. Brown
Executive Secretary

Colorado

Dr. Melvin D. Spurlin
Supervisor

Connecticut

Mr. Edwin S. Przybylski
Coordinator
Teacher Certification

Delaware

Dr. Ervin C. Marsh
State Supervisor

District of Columbia

Dr. Solomon J. Kendrick
Director

Florida

Dr. Garfield Wilson
Director
Office of Staff Development

Georgia

Dr. Bill Leach
Director
Division of Staff Development

Hawaii

Mr. James Nohara
Administrator
Personnel Cert. & Development

Idaho

Dr. Darrell K. Goolsie
Director

Illinois

Mr. Barry H. Weiss
Manager
Certification & Placement

Indiana

Ms. Anne Patterson
Director

Iowa

Dr. Orrin Nearhoof
Director
Teacher Education & Cert.

Kansas

Dr. Harold Blackburn
Assistant Commissioner
Division of Education Services

Kentucky

Dr. Sidney Simandle
Director

Louisiana

Mr. Robert C. Crew
Director

Maine

Mr. Steven Hamblin
Director
Teacher Cert. & Placement

Maryland

Dr. Herman E. Behling, Jr.
Assistant State Superintendent
Certification & Accreditation

Massachusetts

Mr. Thomas P. O'Connor
Director

Michigan
Dr. Robert A. Roth
Director
Teacher Prep. & Cert. Services

Minnesota
Dr. George B. Droubie
Manager
Personnel Licensing & Placement

Mississippi
Mr. James J. Hancock
Supervisor

Missouri
Mr. R.V. Wilson
Director

Montana
Dr. John Voorhis
Director
Teacher Education & Cert.

Nebraska
Mr. Harlan L. McCoy
Director
Teacher Education & Cert.

Nevada
Douglas M. Stoker
Director

New Hampshire
Mr. George Lewis
Director

New Jersey
Dr. Celeste Rorro
Manager II

New Mexico
Mr. James Pierce
Director
Teacher Education & Cert.

New York
Jr. Charles C. Mackey, Jr.
Supervisor
Teacher Education

North Carolina
Mr. J. Arthur Taylor
Director
Division of Certification

North Dakota
Mr. Odean M. Lindemann
Director
Certification Department

Ohio
Dr. Paul W. Bailey
Director

Oklahoma
Mr. Norman R. Dillard
Administrator

Oregon
Richard S. Jones
Executive Secretary

Pennsylvania
Mr. John A. Robert
Director
Bureau of Teacher Certification

Puerto Rico
Ms. Dalia M. Landron De Perez
Chief
Certification Office

Rhode Island
Mr. Edward L. Dambruch
Director
Teacher Education & Cert.

South Carolina
Dr. Elmer L. Knight
Director

South Dakota
Dr. Dick A. Stahl
Director
Teacher Education & Certification

Tennessee
Dr. Don C. England
Director

Texas
Ms. Magnolia Starks McCullough
Director

Utah
Dr. Vere A. Mellenry
Coordinator
Instruction & Support
Services

Vermont

Dr. William L. Helton
Administrative Director
Personnel & Professional Development

Washington

Dr. Ted Andrews
Director
Office of Certification

West Virginia

Dr. Howard Kardatzke
Coordinator
Teacher Education Unit

Wisconsin

Dr. Lond Rodman
Director
Bureau of Teacher Education
and Certification

Wyoming

Dennis Donohue
Director

American Samoa

Semin E. Sala
Special Assistant for
Public Affairs

Guam

Katherine B. Aguaon, Ph.D.
Director of Education

American Association of Colleges for Teacher Education

October 5, 1983

Dear ACTE President:

The AACTE Board of Directors established a Task Force on Teacher Certification in February 1983. The charge to the task force included the following activities:

- o Prepare a policy paper that addresses the following issues related to teacher certification:
 - (1) the significance of graduating from an approved/ accredited basic teacher education program for certification;
 - (2) the appropriateness of using various teacher testing procedures;
 - (3) The importance of interim, probationary, or preprofessional internship experiences, including the proper role of higher education in servicing and evaluating the beginning teacher;
 - (4) performance criteria for professional certification and the definition of certification; and
 - (5) temporary and emergency certificates of underqualified or unqualified teachers.
- o Advise the Board on directions that should be taken in this area.

The Board asked that the task force present a position paper on emergency certificates at its January 1984 meeting. To complete this task the task force needs to collect data on emergency certificates from state departments of education.

We are asking the support of state ACTE's in collecting this data. Enclosed are a copy of the letter and questionnaire mailed to your state certification officer. The task force asks that you contact that individual and encourage him or her to complete the questionnaire and return it to AACTE.


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ACTE President
October 5, 1983
Page 2

In addition, we would like your input on the Association's position on emergency credentials. Please respond to the question on the enclosed green sheet and return it to Donna Gollnick at AACTE by October 21.

For further information on the task force's activities, contact either Donna Gollnick or me.

Sincerely yours,


James Williamson
Chair, Task Force on Certification
Dean, East Texas State University

JW:j11

Enclosures

Please return THIS FORM to Donna Gollnick, AACTE, One Dupont Circle, Suite 610, Washington, D.C. 20036 by October 21.

STATE ACTE RESPONSE FORM
AACTE's Position on Emergency Certificates

1. Please identify any concerns or issues related to emergency certificates that have been raised by teacher education institutions, teachers' organizations, or school administrators in your state.

2. What position do you think AACTE should take on the issuance of emergency certificates to individuals who have not met requirements for initial regular certificates?

Does this response reflect your personal views or the views of the majority of the members of the state ACTE?

APPENDIX C
RESOLUTION
Emergency Certificates for Teachers

RESOLUTION
Emergency Certificates for Teachers

Prepared By
AACTE's Task Force on Teacher Certification

Whereas, AACTE's fundamental concern is to ensure that each school-age child and parent has the right to expect that every beginning and experienced classroom teacher is fully qualified to practice in the classroom.

Whereas, it is possible to distinguish individuals who are "safe" for practice from those who are not.

Whereas, issuing a certificate indicates that an individual is fully qualified to practice because standards for practice as set by the profession have been met.

Whereas, the practice of issuing emergency certificates is, in fact, a public acknowledgement that the state is not prepared to ensure that all such personnel, functioning in the classroom, meet the minimum professional qualifications, and that school districts do allow less than qualified persons to practice in the classroom.

Whereas, the practice of issuing emergency certificates has the effect of ignoring the accumulated professional knowledge base for sound classroom practices, effective teaching, and appropriate conditions for learning.

Whereas, the practice of issuing emergency certificates could ultimately lead to a loss of the previously accumulated body of professional knowledge and a lessening of the research effort in this area.

Whereas, the practice of issuing emergency certificates denies to teaching the status of a profession by admitting to practice, individuals who do not have the requisite knowledge, skills, commitment, and preparation.

Whereas, the practice of issuing emergency certificates ignores the research that demonstrates that those beginning classroom teachers who meet the full set of professional qualifications are more effective in the classroom and as professionals than those who do not.

Whereas, the majority of professional education organizations deplore the practice of issuing emergency certificates.

Whereas, AACTE does recognize the difficulty in acquiring fully qualified personnel to staff all of the U.S. classrooms and does recognize the likelihood that this problem will soon become more pronounced as shortages continue to develop over the next decade.

Whereas, the practice of issuing emergency certificates may actually contribute to the shortage of qualified teachers by discouraging those who are fully qualified from seeking and securing employment.

Whereas, no other profession uses the practice of issuing emergency certificates as a response to the problem of the supply/demand balance.

Whereas, AACTE believes that there are more appropriate routes to addressing the supply/demand problem.

Be It Resolved That:

AACTE condemns the practice of issuing emergency certificates to people who do not meet the minimum essential qualifications for teaching as established by the profession.

Further, that AACTE reaffirms its 1982 resolution calling upon its member institutions, state ACTE units, and liaison representatives to monitor local supply/demand information and to challenge any efforts which could lead to circumvention of preparation or certification standards.

Further, that AACTE and its member institutions take steps to implement the recommendations on alternatives to emergency certification developed by the AACTE Task Force on Teacher Certification in February 1984.

Submitted by James Williamson, chairperson