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ABSTRACT

Many states are adopting alternative certification programs as a nontraditional means of preparing educational personnel and for admitting into the profession people with degrees in other fields who do not have teacher preparation. This paper clarifies the term alternative certification and establishes a definition for programs. Various assumptions that underlie the development of such programs are identified, and a description is given of how various operating programs carry out these assumptions in practice. Policymakers are urged to consider where opposition will be encountered and support will be found as they plan their strategy for implementation. Key components of alternative programs are identified, and a matrix is provided showing how the components and other features discussed in the paper are embodied in programs operating across the country. (JD)

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by **Robert E. Roth** and
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Alternative Certification: Issues and Perspectives

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INTRODUCTION

Information on the quantity and quality of prospective teachers has placed considerable pressure on teacher education in the United States during the past several years. This pressure has been exerted by the media, the public, state legislatures, leaders in education, and others concerned with the quality of instruction in our schools.

Data, such as SAT scores, show that many of those electing teacher education are among the lowest academically qualified entering college (24). Furthermore, data on projected supply and demand of teachers indicate a severe shortage in the near future (5).

The quantity and quality problems are interrelated. As the quantity of teachers decreases, it becomes necessary to reach deeper into the potential supply. This reaching deeper historically has meant a lowering of standards for those entering the profession and the issuance of emergency permits to those not qualified to teach.

Recent efforts to increase the supply of potential candidates appear to be moving in a different direction. Many states are adopting alternative certification programs as a nontraditional means of preparing educational personnel and for admitting into the profession people with degrees in other fields who do not have teacher preparation.

We begin this paper by clarifying the term alternative certification and establishing a definition for programs that will be the focus of our review. We identify various assumptions that underlie the development of such programs, and see how various operating programs carry out these assumptions in practice. Alternative certification efforts are not without their supporters and critics. We urge policymakers to consider

where opposition will be encountered and support will be found, as they plan their strategy for implementation. The paper then identifies key components of alternative programs and provides a matrix showing how the components and other features discussed in this review are embodied in programs operating across the country.

DEFINITION

Alternative certification programs are gaining in popularity across the country and are taking a variety of forms. An accurate reading on the number and structure of these new programs is complicated by the confusion surrounding the meaning of the term, alternative certification.

Alternative Certification Varieties

In general, a standard teaching certificate is issued by a state to indicate that the holder has met certain state requirements and is entitled to teach in its public (and sometimes private) K-12 schools. The recipient must have completed an approved teacher preparation program at a teacher education institution recognized or approved by the state. Alternative route programs appear to offer either (a) alternative means of entering the classroom, or (b) alternative means of achieving this standard teacher certification.

Entering the classroom. Programs that provide alternative or nonstandard means of entering the classroom have been in existence for many years. In general, these approaches allow an individual to assume

full classroom responsibility for teaching without a standard teaching certificate or without preparation for teaching. These are seen as temporary solutions to shortage problems when individuals with standard teaching certificates cannot be found. Usually they require no preparation and are valid for about one school year. They typically are called emergency, limited, temporary, or nonstandard permits. Although erroneously referred to as certificates, they are not designed to lead to a standard certificate, but to permit individuals to teach on an emergency or temporary basis.

Achieving standard certification. Other alternative route programs--and ones that are the focus of our discussion--provide nontraditional ways of obtaining a standard teaching certificate. Such programs represent a departure from traditional teacher preparation programs. The process differs in terms of the target audience, the type or design of the preparation, and the length of the preparation. Such alternative programs usually include field-based experiences in schools and/or supervision during the first year of teaching prior to certification.

Alternative certification programs of this type share several characteristics. They:

- (a) allow the individual to enter the classroom as the teacher prior to completing full preparation (standard requirements).
- (b) may not require full preparation (standard requirements) to achieve certification.
- (c) accept nontraditional students (those with a bachelor's degree, experience in business and industry, retirees, etc.).
- (d) bypass traditional preparation programs through nontraditional or accelerated programs.
- (e) are established through state policy.

(AACTE), 43% of the teacher education institutions responding indicated they were developing new alternative routes, although some of these fell within existing certification requirements. Of those developing new routes, 26% promoted the use of alternative state certification requirements; 7% provided routes that did not meet traditional state teacher certification requirements; and 5% did not require student teaching (1). The target population for these college programs may or may not be the traditional 18- to 24-year-old college student. Further, they typically are not established as a part of a state-adopted process or policy. We will review a couple of these programs later in our discussion.

PURPOSES AND ASSUMPTIONS

Several assumptions underlie the development of the alternative programs being implemented across the country. Some tie their purpose to the issue of teacher quality. Others are said to be developed in response to the need for an enlarged pool of prospective teachers. A third purpose for their establishment responds directly to criticisms that teacher education programs are of little substance and value (17).

In understanding these programs, it may also be helpful to note a distinction between alternate and alternative route programs. Some programs are designed to provide an alternate to a regularly certified person; others are designed to provide an alternative to a regularly certified teacher. In those instances in which local districts must verify that no fully certified individual is available, then an alternate

is hired. When local districts are not required to document availability, then it is their choice to hire an alternative. Although alternative is the term used most often to describe both kinds of programs, this distinction is helpful in noting differences in program assumptions and provisions.

Teacher Quality

Improving the quality of the profession is a frequent reason given for the establishment of alternative certification programs. Sometimes the programs are justified as ways to attract better qualified people to teaching. At other times, the high numbers of emergency permits being issued are cited as justification.

Potential teachers. Many times, the reason given for the establishment of an alternative certification program is to improve the quality of potential teacher candidates. Supporters of alternative certification who hold this view frequently cite data that show the low academic ability of students entering teacher-training programs. The alternative programs are established to attract those academically qualified people who may have shunned the teaching profession earlier. Research reported by the Southeastern Regional Council for Educational Improvement supports the view that education coursework causes the brighter students to shy away from teaching (3).

Emergency permits. The alternative certification route is also credited with improving the quality of some currently admitted into the classroom under emergency permits. To some degree, the reason is a credible one.

For some years now, emergency permits have been issued to people poorly qualified to be teachers. The problem is a serious one. Emergency permits typically are issued without such requirements as teacher preparation, on-site supervision, or further education. Recent studies by the National Association of State Directors of Teacher Education and Certification (NASDTEC) and the AACTE reveal the extent of the disturbing practice of awarding emergency permits. Many of the states that topped the list for issuing the highest numbers are, not surprisingly, the same states that are now operating the more well-known new breed of alternative certification programs.

AACTE compiled responses from 23 state agencies; NASDTEC surveyed respondents in all 50 states (23, 15). The AACTE survey showed that California (4,996 issued), Pennsylvania (1,711), and New Jersey (1,077) awarded the three highest numbers of emergency permits in 1982-83. All other states issued fewer than 625. The NASDTEC survey for that same year asked for the percentage of total credentials issued that were classified as emergency, limited, or substandard. Texas reported no data for 1982-83, but the preceding year's figure was 20%, the highest in the U. S. The highest percentage for 1982-83 was reported by Ohio with 16%; California was next with 13%, followed by Florida with 12%, and Colorado and New Jersey with 10% each. All other states reporting data for 1982-83 fell below 10% (15).

Of all the states that issue emergency permits, six demand that the recipient hold a bachelor's degree. Of the seven states that issue the highest number, none requires a bachelor's degree (14).

The eligibility requirements for emergency permits are low and, unlike the newer programs, additional preparation and supervision are seldom required. Thus, the new alternative route programs can increase the quality of teachers entering the classroom when emergency permits are considered.

Teacher Quantity

Alternative certification procedures are sometimes supported as ways to increase the number of potential teacher candidates. The 1985 edition of The Condition of Education indicates that in November 1983, the shortage of teachers stood at 3,970 (2,320 elementary teachers and 1,650 secondary teachers) (13). Projections through 1992 suggest a dire situation. The overall supply as a percentage of demand is projected for 1992 at 65.6% (7). Most states and many urban schools are already experiencing shortages in certain subject areas, such as mathematics and science.

Many of the newly developed alternative programs are designed to encourage people from other fields to become teachers. Such programs generally apply to teaching positions at the secondary school level. Further, they require that the person hold a bachelor's degree in the area to be taught. The programs are attracting early retirees; professionals who are looking for a career change; and teachers in nonpublic schools, where state certification standards may not apply. The programs allow people to bypass the traditional teacher education program, which can be an expensive and time-consuming proposition. These programs are operating on the assumption that talented individuals are

more likely to enter teaching if they are not required to go back to school to take the full complement of education courses before entering the classroom.

Teacher Preparation

Some alternative certification programs have grown out of the assumption that there is little or no body of knowledge in pedagogy. Indeed, some say that "most of the new certification plans rest on the assumption that education courses are little more than a waste of time" (9). This argument says teacher education programs have little substance and are of little value (17), hence any student would avoid the ordeal of suffering through them. In this view, teacher preparation courses are seen as artificial barriers to the profession. People who hold this belief feel that "one does not necessarily become a teacher by sitting in the classroom in teachers college" (16). They agree that classroom experience, an ingredient of most alternate route programs, is the most valuable part of traditional teacher training anyway.

Any one or any combination of these purposes could be the motivation behind the establishment of an alternative certification program. With shortages already being experienced and more being predicted, the alternative route--regardless of its purpose for being--opens the teaching profession to greater numbers of people.

PROGRAMS IN OPERATION

A review of some of the more widely publicized state-operated alternative programs--and of a couple of experimental efforts--gives an indication of the various ways these assumptions are embodied in operating programs. The status of alternative certification standards in several southeastern states is described in a recent report by the Southern Regional Education Board (21).

State-operated Programs

States are adopting alternative routes in growing numbers. Our review found 20 states with alternative certification programs established through state policy (see Table 1, pages 21-23) and an additional 11 states with programs pending or under discussion.

California. The California teacher trainee certificate has been awarded since July 1983 to people participating in district-sponsored preparation programs. To qualify for the certificate, the individual must hold a bachelor's degree with a major or minor in the subject to be taught and earn passing scores on the state's basic skills and subject matter examinations. The employing school district must certify that a fully credentialed teacher is not available and that a mentor teacher will assist and guide the trainee throughout the training period. The school district also is required to develop and implement a professional development plan for each teacher trainee in cooperation with an accredited institution of higher education. Larger school districts typically provide such training in consultation with a college or

university. The two-year teacher trainee certificate may be extended one year. Typically, however, at the completion of the two years, the participant receives regular certification upon recommendation of the employing district.

New Jersey. Under New Jersey's alternative route, college graduates who hold a bachelor's degree, with an academic major in the subject to be taught, pass the National Teachers' Examination, and have an offer of employment, can be hired as provisional teachers. During the first year of the job, they must complete 200 hours of teacher education instruction in one of eight state-designated training centers or state-approved but district-operated centers, and complete 20 days of supervised teaching. The training centers are not affiliated with colleges or universities. Participants can enter the program at any time during the year, but must complete 80 of the 200 hours prior to entering the classroom. The program is not limited to subject areas experiencing teacher shortages. Districts must provide a building-level supervisor, a curriculum supervisor, and a classroom teacher to work with the provisional teacher throughout the year.

Following a series of classroom evaluations, the individual can either be granted full certification, repeat the year-long program, or be denied certification. By May 15, 1986, New Jersey public schools had hired 187 of the provisional teachers out of 2,300 who met the initial qualifications (9). The program will be evaluated as part of a five-year study of teacher education in New Jersey being conducted by the Center

for Teacher Education at Michigan State University. (NOTE: When the New Jersey program was implemented, most emergency certificates were eliminated, and the annual starting salary for teachers was raised to \$18,500.)

Pennsylvania. The Pennsylvania program allows people without teaching backgrounds to become teacher-interns, provided they agree to enroll in a professional preparation program. Participants must have a bachelor's degree and a letter from the state department of education before they can be hired. The person's approved program of instruction must be completed within three years to achieve permanent certification. The instruction takes place in 33 of the state's 89 schools, colleges, and departments of education that have been designated as sites for the teacher-intern program.

Virginia. In Virginia, a program has been operating since 1982 that allows arts and sciences graduates from other career fields to move into teaching. Participants must pass the certification test, have an offer of employment, and hold a bachelor's degree in the subject area to be taught. During the first two years, participants are given provisional certification and undergo a series of evaluations (as do all new teachers through the Beginning Teacher Assistance Program). During this time, they must either complete nine hours of coursework or demonstrate identified teacher competencies through a district-designed program.

Participating school districts are not required to demonstrate that already certified candidates could not be found. Approximately 100

people have participated in the program each year since 1982. At the end of the two-year provisional certification, candidates are eligible to receive a regular five-year renewable certificate.

Experimental Efforts

Teacher-training institutions are also investigating alternative certification programs. Many of these efforts are experimental and do not represent state policy. The state departments cooperate in the efforts, however, and issue regular certificates to people who complete the program.

Tennessee. The 1985-86 academic year marked the first for an experimental program at the University of Tennessee at Knoxville and at Memphis State University. Persons who qualify for the program must hold a bachelor's degree. Their undergraduate coursework must meet subject area certification requirements and must include a "well-rounded" general education core of classes, according to state definition. The program itself is a 10-week intensive summer course, followed by a 9-month internship in the classroom. During the internship, the person carries a two-thirds teaching load, teaching only four of the six hours in the school day. A mentor teacher provides supervision and assistance. The university personnel continue to provide pedagogical training through seminars and consultations.

Since program participants are given interim certificates by the state, school districts are not required to demonstrate that already certified candidates could not be found. Interim certificates require

that the person hold a bachelor's degree, meet subject area certification requirements, and complete two education courses. Participants in the program meet the education course requirement during the 10-week summer program. Between 35-40 people participated in the program during its first year. At the completion of the summer coursework and the school-year internship, the participants receive regular apprentice level certification, based upon a positive recommendation by the local school system and the university.

West Virginia. An experimental program began in West Virginia in July 1986. The Field-Based Training Program is a cooperative effort, with support from the state department of education, between the participating school districts and three institutions of higher education situated in the Kanawha Valley: West Virginia State College, West Virginia Institute of Technology, and the West Virginia College of Graduate Studies. The program is intended to attract early retirees from the large Union Carbide operation located there, who may be interested in second careers as mathematics and/or science teachers.

Program participants must hold at least a bachelor's degree. They participate in an individualized, intensive summer program of study before entering the classroom. During the classroom experience, the participant works with the building principal, a mentor teacher, and the college supervising faculty. Training throughout the year continues to be individualized, but designed to meet both general education and subject area state certification requirements.

School districts participating in the program must provide a mentor

teacher at the building level and a coordinator at the district level to oversee the program. Participating districts are not required to demonstrate that already certified candidates could not be found. Completion of the yearlong program (intensive summer training, continued coursework as needed, and classroom internship) will lead to state certification.

OPPOSITION AND SUPPORT

Alternative certification programs experience opposition and support from several sources. Support or resistance emanates from a variety of issues, some of which are programmatic and some of which grow out of concern for teaching as a profession.

Program Opponents

Resistance to alternative programs has come from teacher training institutions and from teacher unions. Teacher educators find most fault with programs that bypass traditional education training. The AACTE officially opposes state efforts that fail "to recognize the importance of professional training" (18). The association's position statement cautions that alternative certification programs "must assure that those who complete them meet entry-level standards for admission to the profession" (18).

Some of the strongest criticism of alternative certification comes from the National Education Association. Mary Futrell, president, says, "The hiring of untrained teachers makes a sham of efforts to improve the

teaching profession" (5).

Such criticisms are not surprising. However, they do generate discussion of some serious issues associated with alternative certification routes. The nontraditional routes to teaching could pose a serious threat to the profession. They imply, for the most part, that the professional knowledge base is weak and that, in effect, most anyone can teach if they have command of their subject matter. Even when they are supported as ways to avoid issuance of emergency permits or to attract academically talented students, the outcome of the action still considerably weakens teaching as a profession. Furthermore, even in those instances where the alternative route requires that the individual eventually complete the equivalent of an entire teacher preparation program, the individual is allowed to teach initially in the classroom without full preparation. In no other profession would nontrained individuals be allowed to practice.

Program Supporters

Supporters of the programs are equally vocal. California officials say a key attraction to their teacher trainee program is that individuals are receiving inservice and training "from folks on the firing line." Some large California school districts, like Los Angeles, have numerous subject matter specialists "who rival university people in expertise and credentials." Such districts "are using their best people to work with these trainees." State personnel say the program is "getting rave reviews" (8).

In New Jersey, Saul Cooperman, state commissioner of education, said of the program when it first began, "We will move from a system that systematically discourages talented people to a system that will make it possible for them to teach" (16).

The Southern Regional Education Board supports alternative programs "that open teaching to a wider range of talented students, while maintaining standards" (20). Further, the group recommends that liberal arts graduates be certified if they receive instruction in teaching prior to entering the classroom, and continued support and assistance from college and school faculty once there (22).

IMPLEMENTATION ISSUES AND STRATEGIES

Policymakers contemplating the adoption of an alternative certification program will want to consider several policy issues

Program Purpose

It is important to be clear about the program's purpose. If the program is supported as a way to attract the better qualified students to the profession, the argument will be strengthened if data are gathered to support the claim against students who currently pursue education as a major. It is also useful to know that this argument is disputed by some in the education community (12).

Alternative certification programs created to replace emergency certification routes can be supported as a positive step. As we have seen, emergency permits frequently put into the classroom as teachers individuals who have few qualifications and no training.

The surplus of teachers from the recent past is quickly being replaced by teacher shortages, especially in some subject areas. A popular reason for the creation of many of the newly developed alternative programs is to increase the potential supply of teachers. Teacher supply and demand data and analysis can be provided to support the program's need.

Alternative programs grounded in the belief that professional teacher education programs are a waste of time and to be avoided experience the greatest resistance from their opponents. Such programs clearly put teacher education institutions on the defensive and lead to strained relations between the state department of education and the state's colleges and universities.

When alternative programs are developed to increase the quality and/or quantity of teachers in the classroom, it is much easier to build alliances with teacher-training institutions. The ideal situation is to involve higher education personnel early in the process both to tap their expertise in designing the program and to gain them as partners in the effort. Teacher educators were not involved in the New Jersey program, which was introduced as an education reform effort. Before the teacher-training institutions had a chance to register their reservations with the program, "people of power began lining up on the side of reform" and colleges got cast as "anti-reform" (4).

Many institutions of higher education are developing experimental programs themselves. Some view alternative certification efforts as an opportunity to gain "invaluable information for changing the preparation

of teachers" (11). The opposition to the alternative certification route is strongest when the importance of professional training is ignored.

Program Components

States considering development of an alternative route should know that such efforts typically have greater credibility if certain issues are addressed. A program addressing these issues would contain at least the following components:

- Eligibility requirements. The quality of participants is enhanced if candidates are required to meet certain academic criteria (e.g., hold a bachelor's degree and have a B average or above in a major).
- Pre-classroom preparation. Preparation prior to entry into the classroom is particularly critical. Once candidates enter the classroom, they are fully responsible for the education of the children who come there. Most programs require intensive study in teaching methods and learning theories.
- Continued training and supervision. Many programs incorporate the use of mentor teachers, principals, and/or higher education personnel to guide and assist the program participant. Most require the candidate to participate in some form of continued study and training during the first year or two. Further, some require that the participant complete coursework equivalent to that provided in traditional teacher preparation programs.
- Evaluation. Evaluation of the participants prior to full certification and of the program itself is a desirable program feature. Evaluation data help decisionmakers determine the program's viability, and can be used to fine-tune the program's operation. Participant evaluation can help to ensure that the best of the candidates are, in fact, being permanently placed in the classroom. In some states (e.g., Virginia and South Carolina), alternative certification participants become a part of the state's beginning teacher program where they undergo a series of evaluations and receive assistance and support in developing teacher competencies.

- Certification. The alternative programs discussed here lead to full certification. Most also require some sort of recommendation or successful evaluation of the participant prior to the issuance of a regular certificate.

Table 1, on pages 21-23, shows how these components and other features discussed in this review are embodied in the 20 state-adopted programs operating across the country. In addition to these efforts, alternative certification programs are being investigated by 11 states: Connecticut, Idaho, Indiana, Kentucky, Maryland, Michigan, Minnesota, New Mexico, Rhode Island, Tennessee, and West Virginia.*

SUMMARY

Making teachers out of people who have no formal training as teachers is a growing practice across the country. These alternative means of granting teaching certificates vary in their purposes, components, and implementation. The message here is that the term alternative certification means different things to different people, and that the variety of alternative route programs requires that each be evaluated on its own merits. State decisionmakers considering the adoption of alternative certification procedures can review the 20 programs operating across the country to see how various components and other key features discussed here are carried out in practice.

*The authors are indebted to the American Association of Colleges for Teacher Education (2), the Southern Regional Education Board (19, 21) and state department of education personnel across the country for providing the information needed to compile the data reported in Table 1.

Table 1
Features of Alternative Certification Programs*

	Arizona	Arkansas	California	Colorado	Delaware	Florida	Georgia
1. Eligibility	Bachelor's	Bachelor's	Bachelor's; basic education and subject matter exams	Bachelor's; National Teachers Exam 75%ile; meet subject area requirements	Bachelor's; pre-profes- sional skill exam	Bachelor's with 30 hr. major, 2.75 grade point average	Bachelor's
2. Pre-classroom Preparation	Summer			College- operated intensive workshop		No	
3. Supervision	Yes		Under mentor teacher			Modified beginning teacher program	Internship similar to first-year teachers
4. Continuing Preparation	No	Deficiency removal	District- sponsored individualized professional development plan		Summer institutes; district or teacher center in- service; or formal program	Yes	5 quarter hours-- human growth and development
5. Program Evaluation			Yes			Yes	
6. Certificate Given	Teacher associate	Provisi.nal	Teacher trainee	Provisional	Limited standard	Temporary	Probational
7. Program Length	15 months	Individualized	2 years	Up to 3 years	Up to 3 years		1 year
8. Purpose	Shortage	Shortage	Shortage		Shortage	Shortage	
9. Required evi- dence of need		yes	yes				
10. Other	Teach 1 semester; work in industry other semester		Local districts train teachers	Complete approved teacher education program	Complete approved program through alternate means	Reduced class load and supervision/ evaluation/ during first year	Pass cer- tification exam

*as defined on page 4.

	Louisiana	Massachusetts	Mississippi	Missouri	Nebraska	N. Hampshire	New Jersey
1. Eligibility	Bachelor's with 3.0 grade point average; meet National Teachers Exam requirements	Bachelor's, honors graduates; meet subject area requirements	Bachelor's; National Teachers Exam 51%tile	Bachelor's	Bachelor's; pre-professional skills exam	Bachelor's	Bachelor's with 30 credits or 5 years experience; general or subject exam; employment offer
2. Pre-classroom Preparation		No					20 days practicum plus 80 clock hours of instruction
3. Supervision	Yes	Yes	Yes			Internship under mentor teacher	Yes
4. Continuing Preparation	Yes	To meet certification requirements	12 semester hours in education	24 semester hours in teacher education			120 clock hours of instruction
5. Program Evaluation							Yes
6. Certificate Given			Provisional				Provisional
7. Program Length	Varies	Varies				3 years	1 year
8. Purpose	Shortage					Shortage	Eliminate emergency permits; shortage
9. Required evidence of need							
10. Other	Eventually meet all certification requirements	Local districts cooperate in training teachers		Includes student teaching, but may be waived			Instruction provided through 8 state-designated or district-operated training centers

	North Carolina	Oklahoma	Pennsylvania	South Carolina	Texas	Virginia
1. Eligibility	Bachelor's; employment contract; enrolled in professional preparation program	Bachelor's	Bachelor's; letter from state department	Bachelor's; major in critical area	Bachelor's; basic skills and subject matter exams	Bachelor's; employment contract; pass National Teachers Exam
2. Pre-classroom Preparation			No			No
3. Supervision	Mentor	Entry teacher assistance program		Beginning teacher program	1-year internship	Beginning teacher program
4. Continuing Preparation	Yes	9 semester hours; content exam	Yes	Yes, in specially developed professional sequence	Yes	9 semester hours
5. Program Evaluation					Yes	
6. Certificate Given		Provisional		Provisional		Provisional
7. Program Length			3 years	3 years	1 year	2 years
8. Purpose		Shortage		Shortage	Shortage	
9. Required evidence of need						no
10. Other	Provides lateral entry into teaching from other professions	Eventually meet all certification requirements	Eventually meet all certification requirements at 1 of 33 teacher intern training sites	Meet state requirements	Local districts train teachers	9 semester-hour credits may be earned in alternate ways through a local district plan

The information reported in this matrix was compiled from existing sources and from the authors' personal knowledge of the programs. Empty cells indicate that the information was not available to the authors.

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