



Emergency authorizations to teach in the state of Montana 1969-70
by John Michael Kreitinger

A thesis submitted to the Graduate Faculty in partial fulfillment of the requirements for the degree of
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Abstract:

The purpose of this study was to determine the factors which led to the employment of 364 emergency teachers in the State of Montana during the 1969-70 school year. Each of the 364 files located in the State Department of Public Instruction was systematically reviewed for information; also 50 of the EATT (Emergency Authorization to Teach) teachers and their administrators were interviewed by telephone for further information.

The evidence indicated that many school districts were hiring people with a partial education for lower salaries. Conclusion: Many school district officials were hiring teachers for their schools with a minimum college education for lower salaries (mean EATT salary, \$5414; average classroom teacher salary, \$7645 in 1969-70) and therefore perpetuating a continuing dependency on emergency teachers.

Interviews disclosed that administrators were making very little effort to find qualified teachers and that of the EATT teachers had been offered the position for another year two months before the July 1 emergency deadline. Conclusion: Many school district officials were making little effort to meet the intent of the emergency provisions. They were not advertising the positions nor were they following the July 1 date as the earliest date to hire emergency teachers; rather, they were offering and accepting contracts year after year - many with the same emergency teacher - months before July 1.

Many of the EATT teachers had taught successfully for years and were considered outstanding or satisfactory by their administrators. Conclusion: Many of the EATT teachers were good teachers as evidenced by successful years of experience and the confidence in them exhibited by their administrators.

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ABSTRACT

The purpose of this study was to determine the factors which led to the employment of 364 emergency teachers in the State of Montana during the 1969-70 school year. Each of the 364 files located in the State Department of Public Instruction was systematically reviewed for information; also 50 of the EATT (Emergency Authorization to Teach) teachers and their administrators were interviewed by telephone for further information.

The evidence indicated that many school districts were hiring people with a partial education for lower salaries. Conclusion: Many school district officials were hiring teachers for their schools with a minimum college education for lower salaries (mean EATT salary, \$5414; average classroom teacher salary, \$7645 in 1969-70) and therefore perpetuating a continuing dependency on emergency teachers.

Interviews disclosed that administrators were making very little effort to find qualified teachers and that 74% of the EATT teachers had been offered the position for another year two months before the July 1 emergency deadline. Conclusion: Many school district officials were making little effort to meet the intent of the emergency provisions. They were not advertising the positions nor were they following the July 1 date as the earliest date to hire emergency teachers; rather, they were offering and accepting contracts year after year - many with the same emergency teacher - months before July 1.

Many of the EATT teachers had taught successfully for years and were considered outstanding or satisfactory by their administrators. Conclusion: Many of the EATT teachers were good teachers as evidenced by successful years of experience and the confidence in them exhibited by their administrators.

CHAPTER I

INTRODUCTION

Certification, as related to school personnel, is a legal permit issued an individual to teach in a certain state or governmental area. It is an effort, through designated civil authorities, to prevent incompetent persons from teaching the children of that governmental area, and also to prevent public money from being spent for services of incompetent teachers (Anderson, 1957). In the state of Montana the Department of Public Instruction is the designated agency for teacher certification. Montana law states:

No person shall be accounted a qualified teacher within the meaning of the school law who has not first secured from the certification authority a certificate setting forth his qualifications to teach in the public schools of Montana (Colburg, 1969, p. 4).

The certification division of the Department of Public Instruction currently issues, under the authority of Montana statutes and State Board of Education policies, five different classes of certificates. In addition to the five classes of certificates, a number of emergency authorizations to teach (EATT) are issued yearly. The regulations for granting an EATT are set forth by the certification division as follows:

Emergency certificates are not issued in Montana. School administrators who have exhausted all possibilities for obtaining a regularly certified teacher may request the Superintendent of Public Instruction to issue an emergency authorization to an available person who meets the State Board of Education requirements for teaching in the emergency situation. The request for emergency authorization must offer satisfactory evidence that the

need to hire a partially qualified person is caused by an unavoidable emergency situation within the school district itself. Applications for emergency authorizations originating with the individuals desiring to teach will not be accepted. The emergency authorization is valid for only one year and for the placement for which requested.

Such authorization cannot be granted to the holder of a lapsed Class 5 certificate the first year of lapse. If a Class 5 certificate has been lapsed one year or more, the holder becomes eligible to teach under an emergency authorization to teach if an emergency arises in a school which meets the official definition and for which authorization is requested.

In order to teach any year following the above-mentioned lapse and/or emergency-authorization-to-teach year, the teacher may:

1. Qualify for certification by meeting current requirements.
2. Maintain eligibility to teach under further emergency authorization for the following year (Colburg, 1969, pp.

13-14).

Information obtained from the Certification Division of the Montana Department of Public Instruction shows that a substantial number of EATT's are issued each year. In 1957, 715 emergency certificates were issued. Emergency certificates were discontinued in 1959; and from that time emergency teachers have been authorized to teach under the provisions of the EATT permit, which is issued to the school district making the application. The records show that 201 EATT's were issued in 1953, 150 in 1965, and 153 in 1966. Up to January 1, 1967, a two-year diploma graduate could get a Class 5 (Provisional) certificate; then beginning in 1967 (and felt keenly in the 1967-68 school year) these people could teach only under the EATT authorization (Allgaier, Director of Teacher Certification, 1969). Therefore, there was a big increase in the number of EATT's issued that year; but

many of these had the same education as persons who were certified the year before. Records show that 301 EATT's were issued in 1967, 326 in 1968, and 364 during the 1969-70 school year (Allgaier, 1969).

This study was primarily concerned with the research concerning 364 teachers and their administrators who used EATT permits. The research was designed to reveal current opinions and practices relating to the who, where and why of the teachers and administrators who found it necessary to use the EATT permits.

Need for the Study

The need for this study was evidenced by the continuing dependence of Montana school boards and administrators on utilizing teachers with the substandard permit known in Montana as an EATT (emergency authorization to teach). The need was further emphasized by the large number of children who were being taught by teachers who could not meet the minimum certification requirements. These teachers numbered 364 during the 1969-70 school year. If an estimated 1-15 teacher-pupil ratio is applied, the figure would exceed 5460 children being taught each day in the state of Montana by teachers holding the substandard EATT permit.

The writer, an administrator for seven years in Montana schools, had heard comments concerning emergency teachers and the apparent misuse of the emergency authorization by district and county

superintendents. An example of this was cumulated in an interview with a junior student enrolled at Montana State University in the Department of Elementary Education as he explained the ease of obtaining a teaching position without the requirements for certification.

The following interview was made during the spring of 1970:

Re: Junior at Montana State University has been offered and has accepted a teaching position for next year in a rural school with five or six students.

How far are you on your program for a degree?

"I have all the education courses except teaching of reading, art, music, and student teaching. I was a physical education major until this year and transferred to the Department of Elementary Education this year. I have 146 quarter hours."

How did you learn about the position?

"I learned of the position from the county superintendent. I contacted her and she said there were four openings in the county and she gave me the names to contact. I contacted the board for the position. The school board called me for an interview and I went down and attended a board meeting. The school board seemed real interested and are out to help me a lot. They have \$800 in the budget and asked me what I need for next year. They have offered, and signed, a written copy of the contract for \$5400. This is \$500 more than the teacher this year is making. I have a copy of the contract."

What about the EATT?

"The county superintendent said that I wouldn't have any trouble getting an EATT; also that they have a hard time filling the vacancies that now exist in the county. My brother has an emergency certificate this year in a small high school in Montana, but he is finishing his degree this summer. My sister-in-law is going to teach next year on an emergency certificate. She has been offered the

contract for next year on an emergency basis. She will be going back to school this summer to work on a degree. She has no teaching experience but has done student teaching. I'm going to teach and come back summers to finish. The hardest part will be getting my student teaching done."

The above situation and apparent disregard for the "emergency intent" of the EATT was further evidenced in an interview with Vivian Allgaier, Certification Director of the Department of Public Instruction when she said:

Theoretically the district is not supposed to contract an emergency teacher until after July 1. We know that an awful lot of them do have a verbal agreement before the first, but they don't sign a contract until afterward.

The extent of the problem and the underlying reasons for employing EATT teachers were not known. This study was designed to gather and evaluate information concerning them.

How many teachers were being rehired with EATT authorizations? Were they working toward the minimum requirements for certification, namely the four-year degree? Miss Allgaier commented about the problem:

Of course, theoretically, the way the EATT regulations read, they specify that their twelve quarter credits have to be toward regular certification; it implies a planned program but we don't ask for college verification that credits have been toward a planned degree program. When they come in and they are pretty "queer" credits, I write to them and suggest that it looks like they are not following a planned program. I do this quite a bit because some of these people get up to 60, 70, or 80 extension credits and could not possibly meet the residence requirements. If I know this is happening I'll write the letter and say that I want to caution them that the credits must lead to a degree and

it appears that they are getting a few too many extension credits.

The State Board of Education established the policies for certification, and the minimum number of credits for the EATT authorization seemed a little outdated as Miss Allgaier mentioned:

State Board minimum requirements in 1969-70 were thirty quarter credits. There was one teacher in the EATT's in 1969-70 who had as few as thirty credits. It may be that the State Board would want to update this.

I think our accreditation people would really be interested in this study as to a reconsideration as to how serious the deviation of an emergency teacher is, and they would be interested in how many school districts have rehired the same teacher.

Teacher-education departments of the University System may be able to utilize the information as they formulate their policies concerning certification procedures for teachers.

The study may help professional teacher organizations to determine their policies and recommendations concerning the issuance of substandard permits.

The study may provide information and statistics to the Certification Division of the Department of Public Instructions as they continue their improvement and upgrading of certification requirements.

Purpose of the Study

The purpose of this study was to determine the factors which led to the necessity for EATT teachers to be employed in the State of Montana during the school year 1969-70; to survey and report the

educational level, attitudes, and characteristics of teachers currently teaching under EATT permits; and to survey and report the findings from school administrators who were utilizing EATT teachers as to their procedures for obtaining EATT teachers and their attitudes concerning the utilization of EATT teachers.

Procedures

A review of literature was made to establish trends throughout the United States concerning the teacher certification processes. Special emphasis was placed on determining the regulations and occurrences of substandard certificates. The library at Montana State University, along with information from the Montana State Department of Public Instruction, provided the information for this general review of literature.

A review of teacher certification development and procedures for the state of Montana was obtained by personal visits with the head of teacher certification, Montana Department of Public Instruction, in Helena. Through her cooperation it was possible to examine past records and establish the history and pertinent statistics related to this study.

After establishing the general and historical information referred to above, the study was divided into three major sections of investigation as follows:

I. Factual information was gathered from the files at the teacher Certification Division, Department of Public Instruction, in Helena. This information was tabulated on the entire population of EATT teachers in the state of Montana during the 1969-70 school year. It included the sex, the marital status, age, salary, professional preparation, assignment, size of school, date the vacancy occurred, date the vacancy was filled, date the vacancy was listed with the Montana Placement Service, number of authorizations each teacher had received, conditions necessitating the hiring of a non-certified teacher, number of consecutive EATT authorizations granted each teacher to teach in the same school that they were teaching in during the 1969-70 school year, and pertinent comments written in the files by the hiring officials at the time of application for the EATT permit. This information was gathered on an itemized work sheet with up to five responses for each item. The worksheet form can be reviewed in Appendix C of this study. After the information was listed for the 364 EATT teachers it was transferred from the worksheets to an item tabulation listing form so that it could easily be transferred to computer punch cards. The cards were run through the computer which was programmed to make an item analysis of the data, including the total number of responses. The other information and comments gathered on the worksheets were analyzed by the investigator and reported in Chapter IV.

II. In the second section of the investigation, the names and addresses of the 364 EATT teachers were listed on the worksheets; each teacher was assigned a number 101 through 464. Then, by using random numbers taken from a computerized table of random numbers, a sample of 50 was determined to provide the names and addresses of the teachers to be interviewed. Each of the 50 teachers was interviewed by telephone during the months of April and May, 1970. The telephone interviews were conducted according to an organized questionnaire form. This form can be reviewed in Appendix D of this study. The information was then tabulated on the form. The information included how many students were in the EATT teacher's classroom, number of years of teaching experience, how she learned of the teaching vacancy she then held, whether or not she applied for the position, when she applied, who contacted her about the position, whether or not she received any fringe benefits, what month she was offered a contract, whether or not she was a resident of the area, what her husband did, whether or not she was planning to teach the next year, whether or not she was on a planned program leading to a degree, what she thought of the current certification requirements, what factors she thought made it necessary for the district to employ an emergency teacher, and other comments. The information obtained during the interviews and tabulated on the

questionnaire forms was transferred to an item tabulation form so that it could be easily transferred to computer punch cards. The cards were run through the computer programmed to supply an item analysis of the data, including the total of each response and the percentage of each response. The means were analyzed by the investigator with the complete information obtained and reported in Chapter IV.

III. The third section of this investigation included the 50 telephone interviews with the school administrators or county superintendents in the case of rural schools. These people were chosen as the administrators of the schools in which the EATT teachers taught. The telephone interviews were conducted and the information tabulated on organized questionnaire forms. The information to be determined included the following: how many of these teachers were currently teaching under EATT permits; what factors made it necessary to hire EATT teachers; whether or not the position was listed with any placement office; when the position was opened; when the position was listed; how many applications were received; whether the EATT teacher applied or was contacted by the district; when the position was offered the EATT teacher; whether or not she (he) planned to teach the next year; whether or not the district had offered the teacher the same position for the next year; teacher comments on the current certification requirements; and any other comments or pertinent information.

The information obtained from the interviews and tabulated on the questionnaire forms was transferred to an item tabulation form so that it could be easily transferred to computer punch cards. The cards were run through the computer programmed to supply an item analysis of the data, including the total of each response and the percentage of each response. The pertinent data, comparisons and comments were analyzed and reported in Chapter IV.

Limitations

The population studied was limited to the 364 teachers (along with their administrators) teaching in the public schools in the State of Montana during the 1969-70 school year under the authorization of EATT permits.

Definitions of Terms

Certificate - Interchangeable with credential and license. Document reflecting completion of a prescribed curriculum and giving legal authorization from the State (for authorized subdivision) to perform professional school service (teaching, administration, or special) and to receive pay from public funds therefore.

Certification Authority - Central or shared legal responsibility, delegated by an act of the state legislature, to fix requirements to be met by applicants for professional- school- certificates, and authority to issue such certificates.

Credential(s) - Applicant's transcript(s) of college work and other documents required as a basis for certification. Singular forms - credentials - also sometimes used to mean certificate or license.

EATT - (Emergency authorization to teach). A permit to teach for a period of one year granted at the request of an administrator who has exhausted all possibilities for obtaining a regularly certified teacher.

Emergency Certificate - Interchangeable with temporary, substandard or permit certificate. Legal authorization to teach issued to applicant who does not meet fully the prescribed requirements for the established regular certificates of the states; thus issued to applicant for whom deviations and exceptions have to be made from the state requirements constituting special dispensation or arrangements by the certification authorities.

Institutional Recommendation - Certification, by the designated officer of an approved teacher-education institution, that an applicant for a teacher's certificate has completed an approved program and is recommended by the institution as qualified to teach a specified level, field, or subject.

License - See certificate. Usually used interchangeably with certificate or credential, although the connotation of license is not so comprehensive as that of the other two, since its meaning is severely restricted to legal authorization to teach.

Professional Requirements - Requirements, stated in semester-hour minimums, of professional education courses prescribed for a given certificate, including student teaching. In some state regulations, professional requirements include such professional subjects, for elementary teachers, as public-school music, teaching arithmetic, and the like.

Reciprocity - The mutual recognition of approved programs of teacher preparation in other states for certification of teachers - acceptance at face value of applicant's credentials toward full certificates issued in other states.

Regulation - Rules established by the chief state education agency, under authority granted by the state legislature, including requirements and procedures for the issuance of teachers' certificates.

School Level - School divisions - preschool (nursery and kindergarten), elementary school (sometimes divided into primary, intermediate, and upper-elementary grades), and high school. Usually used to refer to elementary and secondary-school

divisions. Thus, as used in reference to certification, usually means the particular school division for which a teacher is certified or authorized to teach; that is, elementary or high school.

Teaching Certificate - License or document issued by a state (or authorized subdivision) certifying that the holder has completed the prescribed program of preparation of the state. It authorizes the holder to perform specified teaching services and to receive public funds in payment thereof.

Blanket or General Certificate - One which simply certifies that the holder meets the prescribed requirements of the state for teaching on a given school level, such as elementary or high school (usually high school), without specifying the specific fields or subjects the holder is qualified to teach, leaving the teaching assignment to the local school administrator, state laws and finance allocations, and state and regional accreditation authorities.

Continuing Certificate - One which, by being issued for a relatively long term (usually ten years), and by being renewable if the holder has taught one half or more of the specified term, connotes a permanent certificate but subject to periodic validation or renewal.

Endorsed Certificate - One which states the school levels, fields, and subjects for which the holder has met the state's prescribed requirements and is authorized to teach.

Life Certificate - One which authorizes the holder to teach in a given state throughout his life; in other words, a certificate whose term is concurrent with the life of the holder, under such conditions and qualifications as are set forth on the certificate or in the regulations.

Limited Certificate - See Provisional Certificate.

Permanent Certificate - One which is valid for an indefinite term, under certain prescribed conditions, usually if the holder is actively engaged in teaching or does not remain out of teaching more than a prescribed number of years. Also used in some states for a certificate with a definite term of some length but which can be renewed or validated by giving some evidence of teaching during a prescribed number of years of

the term. (This is really a continuing certificate, not a life certificate.)

Provisional Certificate - Used interchangeably with probationary and limited certificate. One issued for initial (or probationary) service to a holder who meets prescribed requirements for regular certification but who has had no teaching experience. The certificate is intended to provide a trial period, to ascertain if the holder can demonstrate undoubted teaching competence; issued for a specific brief period (usually three to five years) after which certificate can be converted to a standard, permanent, or continuing certificate, either upon the basis of successful experience or upon additional college preparation or both.

Standard Certificate - One issued to applicant meeting maximum requirements for a teaching certificate, meeting full professional qualifications set by the state. Usually the certificate to which a limited, probationary, or provisional certificate may be converted. Sometimes requires five years of college preparation and sometimes four years of college preparation and a prescribed number of years of successful teaching service. Also, often used interchangeably with regular, permanent, or continuing certificate.

Teaching Field - The comprehensive subject area, as contrasted with a specified subject, covering several separate subjects for which a certificate holder is given endorsement on a certificate, authorizing the holder to teach any or all subjects in the fields. Examples: the fields of English, social studies, science, and foreign languages.

Teacher Misassignments - Teachers teaching in fields other than those in which they are endorsed (certified to teach).

(Armstrong, 1961, pp. 213-14).

Summary

This study was designed to study the current practices and the implications of issuing substandard certificates to teachers in the State of Montana. The substandard certificate had been designated

in the State of Montana as an EATT (emergency authorization to teach) permit and was not classified as a certificate. There were, during the 1969-70 school term, 364 EATT permit holders teaching in the public schools in Montana.

In the study there were three main sections of investigation utilized: (1) a comprehensive investigation on the characteristics and educational status of the EATT holders; (2) where they were teaching; and (3) why it was necessary for them to be teaching without certification. In this section the entire population of 364 teachers was included in the data tabulations which were obtained from the files of the Certification Division of the Department of Public Instruction. In Section II a random sample of 50 EATT teachers was interviewed by telephone. Information included how they got the job, factors leading up to the need, and what was being done to obtain certification. In Section III the administrators responsible for hiring the EATT teachers were also interviewed, as in Section II, by telephone. Information obtained in this division included how the EATT teacher was contacted and hired, what efforts were made to obtain certified teachers, and what was being done to alleviate the need for hiring EATT teachers.

The study was expected to reveal the "who, why, and where" of the practice of issuance of substandard permits (EATT) in the State of Montana. The information obtained in the study may be useful to the

State Department of Public Instruction, professional teachers' organizations, and teacher-education departments in our universities.

CHAPTER II

REVIEW OF LITERATURE

This chapter will be divided into three main topics: (1) the development and trends of teacher certification in the United States; (2) some teacher certification development and trends in the State of Montana; and (3) the development and use of substandard certificates and emergency authorizations to teach.

The first topic reviewed included the related material found in books, research journals, dissertations and certification manuals obtained from the library at Montana State University. The information centered around the development and trends of teacher certification from the early oral and written exams by lay people used in the latter half of the nineteenth century to the present-day certification standards.

The second topic included the materials listed above in conjunction with materials and interviews obtained from the Department of Public Instruction. This material included the records of the Certification Division of the department, the records of past legislation leading to the current regulations, and the information obtained from personal accounts of persons most closely related to the past and current operations of the Certification Division of the State Department of Public Instruction.

The third topic investigated was more closely associated with the study. The information obtained for this area was obtained from

the review and interviews obtained in areas one and two. Emergency certification and emergency authorizations to teach have existed since the beginning of the certification periods. Information on the development, trends and use of these substandard certificates or permits was considered useful to understand the extend of substandard certification throughout the United States as well as throughout the State of Montana.

Certification in the United States

For at least a century the certification of teachers in the public schools of the United States has existed in some form in our schools (Stinnett, 1965). The first forms of certification were administered by local lay people who decided, by either an oral or a written exam, who qualified to "keep" school (Butts, 1953). The following quote from Richey illustrates the use of exams:

In earlier days the common method of ascertaining an individual's fitness for teaching was by means of an examination. This examination in the earliest stages frequently amounted to an interview in which the candidate was asked orally a few questions by the employing official, who often was very poorly qualified in this capacity. Later, prospective candidates were given a written examination that was usually constructed, administered and scored by the local school board, superintendent, or county superintendent. Far too often these examinations were most inadequate and amounted to little more than mere formalities (Richey, 1952, p. 74).

Anderson (1960) points out that there was constant criticism of the low quality of teachers. Many teachers were certified primarily

because of their financial need. The judgment of the school committee was supreme and final.

The latter half of the nineteenth century saw much criticism and dissatisfaction with the quality of teachers. Nepotism was prevalent, standards were disgraceful, teachers rejected or failing in one town could find employment in another. Charges of intemperance, immorality, and incompetence were common (Stinnett, 1965).

Around 1850 the move was on to establish state departments of education, and by 1861, 28 of the then 34 states had provided for a "chief state school officer" (Stinnett, 1965). At this time teacher organizations were being formed and the profession was taking steps to encourage higher standards and more consistency in the certification process. The certification responsibility gradually evolved from local to county to state. Stinnett sums up the period between 1860 and 1910 as he mentions the following developments during that period:

Gradual shifts of the certification authority from local to state control; the appearance of graded certificates (first, second and third grade); the issuance of life certificates; shift to written examinations as contrasted with oral, first written and administered by local authorities and later prepared by state authorities, but administered locally; gradual emergence of licensure based upon completion of a prescribed course rather than upon examination; gradual emergence of the state-wide certificate; issuance of specialized certificates (endorsed for given positions or teaching fields); and beginning of efforts to bring about interstate reciprocity (Stinnett, 1965, p. 455).

After 1910 the trend toward state control of teacher certification continued at an increasing rate. The most significant trend

was away from examination type preparation to the requirement of a prescribed course of study (Richey, 1952).

A related struggle had been taking place since the first three normal schools for the education of teachers had opened in Massachusetts in 1839 and 1840. This was the struggle to establish and maintain teacher-education departments in the colleges and universities and establish normal schools throughout the United States. In 1872 a committee of the American Normal School Association, which later affiliated itself with the NEA, urged as its thesis that "unless we can raise up whole generations of able, skillful, devoted teachers, we cannot educate" (Butts, 1953, p. 337).

Elsbree, in discussing improvements in teacher certification, pointed out trends that have been in effect since the early part of the twentieth century. The following quotation, although made in 1939, still describes the main trends of today.

1. The centralization of the licensing function in the State Department of Education.
2. The substitution of approved training for teachers' examinations.
3. The differentiation of certificates according to the nature of the student's preparation, and the abandonment of blanket license.
4. The gradual abolition of life certificates.
5. The raising of training levels for all types of teaching certificates, with some inclination to make four years of training above high school graduation the minimum for teaching in the elementary school and five years the minimum for teaching in the secondary school.
6. The requirement of a certain number of specialized courses in education in the candidate's program of studies (Elsbree, 1939, p. 337).

Stinnett (1967) reported that all 52 states required a minimum of four years college preparation with three of the 52 requiring a minimum of five years preparation to teach in secondary schools. He also reported that for elementary teachers 47 states required a minimum of four years preparation with one requiring five years and five states still having a minimum of two years. It was also reported that 18 states had increased the time of preparation for the next higher level certificate to a fifth year or a Master's Degree (Stinnett, 1967). Table I shows the progression of increasing standards towards the degree requirement for beginning elementary schools during the past forty years.

Certification in Montana

Certification of teachers in Montana prior to 1907 was decided on the basis of an examination prepared by the Superintendent of Public Instruction and administered by the county superintendent. These certificates were of four levels:

1. Professional Certificate. Applicants must pass an examination in civics of the United States and Montana, physical geography, American literature, elementary algebra, physics and plane geometry. Must be a graduate of a university, college, or normal school. (Usually a holder of a life or state diploma issued by the State Board of Education.) Principals and high school teachers must hold these certificates. Good for four years, and as long thereafter as they present proof of good teaching.
2. First Grade Certificate. Applicants pass an examination in civics of the United States and Montana, physical geography,

TABLE I. NUMBER OF STATES ENFORCING THE DEGREE REQUIREMENT FOR BEGINNING ELEMENTARY SCHOOL TEACHERS IN SELECTED YEARS (1930-1967)

Year	Number of States	States Enforcing (Cumulative)
1930	2	California (1930), District of Columbia (1930)
1935	5	Rhode Island (1932), Delaware (1934), New York (1936)
1940	12	Arizona (1936), Maryland (1936), North Carolina (1939), Pennsylvania (1939), Connecticut (1940), Indiana (1940), Louisiana (1940)
1945	18	Hawaii (1941), Ohio (1942), Utah (1942), Virginia (1942), Washington (1942), Illinois (1943)
1950	21	New Hampshire (1948), New Jersey (1948), Georgia (1950)
1955	29	Florida (1951), Vermont (1952), South Carolina (1953), Tennessee (1953), Alabama (1955), Oregon (1955), Texas (1955)
1960	39	Massachusetts (1956), Michigan (1956), Mississippi (1956), Nevada (1957), New Mexico (1957), Oklahoma (1957), West Virginia (1957), Kansas (1959), Iowa (1960), Kentucky (1960)
1961	43	Alaska (1961), Colorado (1961), Minnesota (1961), Missouri (1961)
1962	44	Wyoming (1962)
1963	46	Arkansas (1963), Maine (1963)
1967	47	Montana (1967)

Source: Manual on Certification Requirements (Stinnett, 1967, p. 23).

American literature and elementary algebra. Good for three years and as long thereafter as they present proof of good teaching.

3. Second Grade Certificate. Applicants pass an examination in civics of the United States and Montana and physical geography. Valid for a period of two years and only in county where issued.
4. Third Grade Certificate. Valid for one year. Examination shows proficiency and qualification to teach penmanship, orthography, reading, writing, arithmetic, mental arithmetic, geography, English, grammar, physiology and hygiene, U.S. history and theory and practices of teaching. Valid only in county where issued.

In addition the State Board of Education issued State Diplomas to persons who had taught successfully for five years, and Life Diplomas to persons who had successfully taught for ten years and passed examinations in certain subjects. State and Life certificates were also granted to graduates of the State Normal School or the State University after they had successfully taught for 16 months. Three-year graduates received "Life" diplomas after two years of teaching, and four-year graduates after one year.

In 1907 a County Board of Education Examiners was established in each county. This board was composed of the county superintendent of schools as chairman and two competent persons who had been actively engaged in teaching for a period of at least two months, appointed by the county commissioners. Their duty was to work with the county superintendent in the conducting of examinations of teachers and in the marking and grading of them.

In 1905 more specific requirements were set up for the examination and issuance of the consequent certificates.

In 1913 the school laws were particular in regard to the duties of the State Board of Education and changed the requirements for the issuance of "State" and "Life" diplomas. The board authorized certain examinations for the issuance of these certificates, or they could be renewed. Excerpts from Biennial Reports state:

Normal training departments in Montana high schools were authorized by the Legislature in 1917. This action was in answer to a demand for better trained teachers in rural schools. The course offered is a part of regular high school work in the eleventh and twelfth years and graduates from this department are granted teachers' certificates without examination valid for two years.

From the point of view of professional training, the work offered is only a slight beginning but it enables many young teachers who find it impossible to attend teachers' colleges immediately after graduation from high school to equip themselves with some preparation for the business of teaching (18th Biennial Report of Superintendent of Public Instruction, 1924).

Sixteen high schools in Montana are offering the high school normal training course which qualifies high school students to receive teachers' certificates at the time of graduation. The law authorizing these departments was passed in 1917, at the time of the critical teacher shortage, and by creating a larger supply of teachers for rural schools has in its effect been inestimable in value to rural communities. The high school normal training work was never designated to be more than a stepping stone in professional preparation of teachers (20th Biennial Report of Superintendent of Public Instruction, 1928).

Section 1094 of Chapter 86 of the Montana School Law, dealing with certification, states that after September 1, 1929, minimum academic and professional preparation required as a prerequisite for issuance of certificates shall be four years of high school preparation, or its equivalent, and 48 credits of approved academic and professional preparation. Since the certification, granted by endorsement of the training obtained from the Normal

Training Department of the Montana High Schools, do not meet the standards set up in the Montana School Law for certification, practically all high school normal training departments are being discontinued (21st Biennial Report of Superintendent of Public Instruction, 1930).

In 1930 California and the District of Columbia began requiring the four-year degree, as shown in Table I. Montana finally adopted the four-year requirement 37 years later, in 1967, also shown on Table I. Prior to that time a two-year graduate could a class five (Provisional) certificate. Currently Montana issues five classes of certification as briefly described here:

Class I (Professional) Teaching Certificate: Five years of professional preparation in an approved institution; a minimum of three years of successful teaching experience is required. Valid for five years.

Class II (Standard) Teaching Certificate: Must have completed a B.S. Degree in an approved institution; a teacher education program. The holder will need additional credits of training for renewing. Valid for five years.

Class III - Administrative Certificate: This certificate is issued to applicants who hold a Master's Degree granted by an accredited college or university who have three years of successful teaching experience in the elementary or secondary schools. Different requirements added for elementary, secondary, superintendent and supervisor endorsements. Valid for five years.

Class IV - Special Certificate: Vocations, recreations and adult education; must meet requirements as required by the United States Office of Education. Valid for five years.

Class V - Provisional Certificate: To applicants who submit acceptable evidence of a partially completed elementary education program, or a completed non-approved elementary education program; must have a Bachelor's Degree. Valid for two years and may be renewed if sixteen credits are obtained leading to the Class I or Class II certificates (Colburg, 1969, pp. 1-16).

Emergency Certification

Woellner and Wood pointed out that whenever the supply of school personnel was short of demand, there was a natural tendency for states to issue "temporary" or "substandard" certificates to those who approximated but did not fully meet the regular requirements for an initial certificate. The titles of "temporary," "substandard," "emergency," "permit," and sometimes "provisional" generally were used to define certificates issued to persons who did not meet the prescribed minimum college hour or degree requirements and/or the professional education requirements for regular certificates (Woellner, 1958; Armstrong, 1961).

The issuance of emergency certificates had been a serious problem since the inception of World War II. By 1946, one in seven employed teachers was an emergency-certified teacher (Armstrong, 1961). In 1947 approximately 11.7% of the teachers in Montana held emergency certificates. This 11.7% compared with the national 15.2%. The trends in emergency certificates was downward from the 11.7% in 1947 to 7.3% in 1951-52. The percentage of emergency-certified teachers remained approximately 7% until 1960-61 (Armstrong, 1961). In other words the downward trend stopped in 1951. Contrast the above figures to 1-340 in 1940-41.

Table II shows the total number of emergency certificates issued in the states from 1945 to 1967. The figures show that in

