

STANDARDS OF QUALITY IN EDUCATION

Report of the
JOINT HOUSE-SENATE SUBCOMMITTEE
TO REVIEW THE
STANDARDS OF QUALITY IN EDUCATION

To
The Governor
And
The General Assembly of Virginia



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COMMONWEALTH OF VIRGINIA
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To the Governor and the Members
of the General Assembly:

The Joint House-Senate Subcommittee to Review the Standards of Quality in Education has completed the study for which it was created at the 1974 General Assembly by House Joint Resolution 142.

Our report contained herein proposes revised Standards of Quality for the 1976-78 biennium that have been developed after an extensive research and consultative process with education administrators, teachers, parents, employers, and other members of the public. We believe that the Standards we are recommending will significantly help to advance the quality of education received by the children of the Commonwealth while recognizing the fiscal limitations under which our schools must now operate.

While the language of the Standards proposed by the Joint Subcommittee does differ from that which was adopted by the Board of Education on December 12, 1975, we believe that there are few major philosophical differences between the two bodies. However, the Joint Subcommittee does believe that the Standards of Quality proposed herein do reflect the very broad and strong feeling of parents, teachers and the public that it is the results of the educational process which must be stressed more than they have been in the previous Standards of Quality.

The Joint Subcommittee also recommends that the Chairwoman of the House Education Committee and the Chairman of the Senate Education Committee appoint a standing joint subcommittee to exercise the General Assembly's legislative oversight responsibility for the Standards of Quality. This joint subcommittee should study such matters as are referred to it during the 1976-78 biennium and should consider proposals for further revision of the Standards at the 1978 General Assembly.

The members of the Joint Subcommittee wish to acknowledge the extensive help and cooperation they have received during this study, specifically from the members of the Board of Education, the personnel of the Department of Education and the local school divisions, members of local school boards, the

Virginia Education Association, the Virginia Congress of Parents and Teachers, the administrators and professors of the teacher training institutions, and from the scores of parents and concerned citizens who spoke or wrote to the Joint Subcommittee. We also wish to thank Mrs. Katherine L. Goolsby of the Division of Legislative Services for the legal counsel she provided to the Joint Subcommittee and Mrs. Jan Smith of Roanoke for patiently typing and retyping our preliminary, draft, and final reports.

The Joint Subcommittee desires to record a special commendation for Mr. Bert Ely who served so ably and diligently as our consultant.

Respectively submitted,



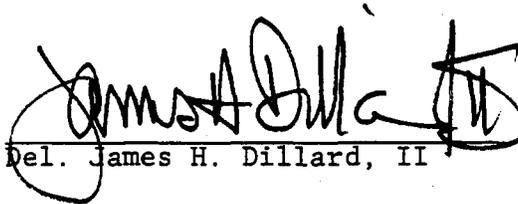
Del. W. L. Lenmon
Chairman, Joint Subcommittee
to Review the Standards of
Quality in Education



Del. Ray L. Garland
Chairman, Subcommittee on
Progress Evaluation and
Future Standards



Sen. J. Harry Michael, Jr.
Chairman, Subcommittee on
Constitutional and Legal
Aspects of the Standards



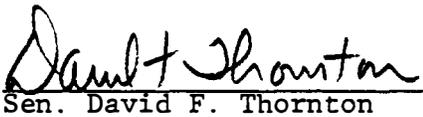
Del. James H. Dillard, II



Sen. James T. Edmonds



Del. Wyatt B. Durette, Jr.



Sen. David F. Thornton



Del. Joan S. Jones

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TABLE OF CONTENTS

<u>Chapter</u>	<u>Page</u>
I. Introduction	1
II. An overview of public education in Virginia	3
III. The Standards of Quality - A Charter for Public Education	4
--The proposed Standards of Quality, with Commentaries	8
IV. Findings and Premises of the Joint Subcommittee	21
Appendices:	
A. Resolution creating the Joint Subcommittee	30
B. Questions posed by the Joint Subcommittee at the public hearings	31
C. Eight year comparative analysis of public school spending in Virginia	41
D. Long range enrollment outlook for public education in Virginia	42
E. Present Standards of Quality; Standards of Quality proposed by the Board of Education for 1976-68	47

I - INTRODUCTION

HISTORY OF THE STANDARDS AND THE STUDY

The Joint Subcommittee to Review the Standards of Quality in Education has completed a searching review of the constitutionally mandated Standards of Quality.

The concept of the Standards of Quality began with the adoption in 1970 of the Commonwealth's new Constitution. For the first time in the history of Virginia, a system of quality education was required by the Constitution (Art. VIII, Sec. 1), "The General Assembly...shall seek to ensure that an educational program of high quality is established and continually maintained."

The Constitution continues (Art. VIII, Sec. 2), "Standards of quality for the several school divisions shall be determined and prescribed from time to time by the Board of Education subject to revision only by the General Assembly." On August 7, 1971, the Board of Education adopted the first set of Standards of Quality. On July 20, 1973, the Board of Education recommended an extensive revision of the Standards for the 1974-76 biennium. With some alterations, these nine simplified standards were enacted by the 1974 General Assembly.

The 1974 General Assembly also adopted House Joint Resolution 142 creating this Joint Subcommittee to review the Standards of Quality and to determine the impact they are having on public education in Virginia. Not since the Spong Commission study of 1960 has such a comprehensive legislative review been made of Virginia's system of public education.

GOALS OF THE STUDY

Rather than confining its work only to the language of the nine Standards, the Joint Subcommittee has sought to review comprehensively all aspects of publicly financed education in Virginia.

The Joint Subcommittee has tried to approach education with a very broad and open mind. It has been attentive to opinions expressed by parents, teachers, administrators, and the public. It has tried to educate itself on changing trends and concepts in education. It has sought to develop innovative recommendations that experience and/or logic indicate should serve to improve public education.

The Joint Subcommittee has developed a proposed revision of the Standards of Quality based upon its research and the testimony before it. While the Joint Subcommittee did draw many ideas from the proposed revision of the Standards adopted by the Board of Education on December 12, 1975, it has developed a more extensive revision of the Standards.

To a great extent, the Joint Subcommittee's revision has been based on the concept that the quality of education is

measured ultimately by what students have learned (output) rather than the quantity and/or quality of resources devoted to education (input). Whereas some Standards must be oriented towards input, the greater emphasis should be, in the opinion of the Joint Subcommittee, on output.

In addition to proposing revisions to the Standards themselves, the Joint Subcommittee has also seen fit to comment and make recommendations upon specific educational policies and practices. In this way, it hopes to bring its broad range of thought and experience to the General Assembly, the public, and the educational establishment.

LIMITATIONS OF THE STUDY

Lack of time and lack of experimental research data have been the greatest limitations upon the Joint Subcommittee. The Joint Subcommittee's recommendations are evolutionary in character. It believes Virginia should continue steadily to improve its program for public education through further adjustment and fine tuning of the many forces affecting education rather than seeking a panacea to solve all the problems facing education. However, where the Joint Subcommittee believes that judgment and data support a significant change from the status quo, it has not hesitated to recommend accordingly.

METHODOLOGY OF THE STUDY

Contrary to the usual approach of legislative study bodies, the Joint Subcommittee elected first to research the Standards and the entire educational system, and then to present its findings, premises, and questions to the public for comment. One thousand copies of the report on its preliminary examination were distributed to teachers, administrators, P-TAs, the media, and the public.

In May, 1975, five public hearings were held across Virginia to obtain public comment on the present educational system as well as suggestions for improvements. Over 350 people attended the hearings and more than 100 testified. Scores of written statements were also submitted to the committee.

The members of the Joint Subcommittee then were asked to study individually the testimony and materials they had received. In August, 1975, the Joint Subcommittee met for two days to consider the information presented to it, to develop its recommendations, and to draft this report. A subsequent meeting was held by the Joint Subcommittee on August 21, 1975.

A public hearing was then held by the Joint Subcommittee in Richmond on December 1, 1975, to receive public comment on its draft report and the recommendations contained therein.

On December 22, 1975, the Joint Subcommittee prepared its final report and recommendations, including proposed legislation, for submission to the Governor and the 1976 General Assembly.

II - AN OVERVIEW OF PUBLIC EDUCATION IN VIRGINIA

Since creating the Literary Fund in 1810 and establishing the position of Superintendent of Public Instruction in 1870, the Commonwealth has continually increased its commitment to education, particularly in the last two decades. In that time, Virginia has raised its educational commitment, as equated in dollar terms, from near the bottom among the states to the middle range. The new Constitution, the Standards of Quality, increased financial resources, and a program of on-going review and innovation should continue Virginia's advancement into the upper range among the country's public education systems.

The Constitution has recognized that, ideally, each school age child in the public schools should receive an education that meets his or her needs and capabilities. Not only does a sound education increase the likelihood of individual material well-being and self-esteem, but it also strengthens the fabric of our democratic society. The members of the Joint Subcommittee believe that their recommendations will help Virginia to continue to advance the quality of its public education system.

The next ten to fifteen years offer Virginia a unique opportunity to further improve public education. As is set out in greater detail in Appendix D, actual public school enrollments will peak around 1976 or 1977, and then decline about 15% until bottoming out about 1989 or 1990. This is the result of the steadily declining birth rate over the last twenty years. During that time, the state's population should continue to increase. As a result, the percentage of public school students in the state's population will decline from 23% to a possible low of 16%.

If Virginia continues to devote the same proportion of its total resources to public education, then it can actually increase the amount of real resources devoted to each student. This would not only allow the average amount spent per pupil, expressed in constant dollars, to be increased, but it would continue to be possible to spend more on students with special needs.

It is not enough, however, to spend more -- greater results must also be obtained with the funds now expended. The recent trend of spending more on non-teaching personnel compared to teachers (see Appendix C) must be reversed so that our resources are concentrated where the job must be done -- in the classroom. Both the federal government and the General Assembly must, of course, assume some of the responsibility for the increase in administration that has been caused by more and more legislated educational programs.

For Virginia as a whole, from the 1967-68 to the 1974-75 school years, the ratio of teacher to non-teacher salaries decreased from 6.62:1 to 5.58:1 as the spending for all instructional salaries declined from 65.64% to 58.24% of school operating budgets. During those same years, supervisory and administrative salaries went from 9.91% to 10.44% of school budgets. If, for the 1974-75 school year, the school divisions had held to the 6.62:1 ratio of 1967-68, instead of falling to 5.58:1, then another \$16,030,000 would have been spent on teaching personnel. Based on the average 1974-75 salary of \$10,671 for teachers, this means the school divisions would have been able to put another 1502, or 2.6% more teachers into the classroom.

Educational effectiveness and efficiency can also be increased greatly if slow learners, for instance, are identified sooner. Additional funds spent in the primary grades to prevent students from falling behind will save many of the millions now spent on supplemental and remedial education in the higher grades and on the college level.

III - THE STANDARDS OF QUALITY - A CHARTER FOR PUBLIC EDUCATION

PHILOSOPHY OF THE STANDARDS

The Standards of Quality represent the foundation of educational policy for Virginia's public schools. The Standards are, in effect, the Charter for Public Education. Subject to periodic revisions, they seek to establish broad and basic policies and goals rather than detailed procedures by which particular goals are to be achieved.

In formulating the Standards of Quality, the General Assembly states what it believes public education should achieve. In so doing, however, it must necessarily recognize that not every student will meet the stated objectives.

The Standards should be product oriented rather than process oriented; that is, the Standards should set objectives for what is actually being learned by children rather than just for the educational resources that are offered to each child. No matter how good an educational program may appear to be, if children are not learning up to reasonable expectations, then the program is not, in fact, offering quality education. That is why the Standards must set objectives for what is learned by children rather than for what is taught to them.

Because the Standards of Quality are so visible relative to other statutes on education, the Standards offer an excellent showcase for drawing public attention to innovations in educational policy. Broad new concepts and objectives should first appear in the Standards. This serves to publicize their existence, win their acceptance, and hasten their implementation.

Once new ideas become established, then the mandate for them could be shifted to another section of the Code of Virginia. For example, while kindergarten is now part of the Standards, once it becomes firmly established in the school divisions, its requirement could be shifted out of the Standards.

Constructed under the framework of the Standards should be more specific educational policies and objectives established by General Assembly resolution or by the school accreditation standards of the Board of Education. The Department of Education, in its role as monitor and executor of state educational policy, also determines policy through its interpretation of the more general guidelines established by the Board and the General Assembly.

At the state level, the philosophy should continue to be one of providing direction to the local school divisions through educational objectives and control over inputs, financial or otherwise.

It is fundamental that the responsibility for determining how inputs will be used, and how statewide objectives will be achieved, should remain with the local school boards. Additionally, the local boards should continue to have the power to increase the amount of local financial support for their schools and to establish local educational objectives that complement state objectives.

FINDINGS ON THE STANDARDS

During its research on the Standards, the Joint Subcommittee developed the following findings on the present Standards:

- 1) In practice, the principal emphasis of the Standards has been on financial inputs. Secondary emphasis has been placed on outputs, the product of the learning process.
- 2) One very beneficial impact of the Standards has been that laggard school divisions have been brought up in quality. The presumption now exists in Virginia that the overall quality of its public school system has improved. However, by some tests or measures, disparities may still exist.
- 3) The trend in recent years has been to increase the resources invested in students at the higher end, to an even greater extent, at the lower end of the ability scale.

PREMISES FOR THE STANDARDS

The Joint Subcommittee has developed the following premises which have guided it in the overall revision of the existing

Standards (Chapter IV contains more detailed premises that pertain to the individual Standards):

- 1) The basic purpose of the Standards of Quality is to establish minimum elementary and secondary educational goals that are to be met for each child (to the extent practicable) throughout the Commonwealth.
- 2) Standards established by the General Assembly should be oriented primarily towards product (objectives, outputs, and goals) rather than processes (inputs and means), thereby creating a structure and environment for quality education.
- 3) Key to improving the quality of education is defining in more concrete and specific terms the educational objectives that are to be achieved in the individual school.
- 4) To the greatest extent possible, each student in a classroom should be challenged, not defeated, by what is being taught in that classroom.
- 5) Working within the concept of the Standards of Quality, the Board of Education should develop accreditation standards and specific educational objectives that are to be met by each school division.

THE STRUCTURE OF THE STANDARDS

Key to a meaningful set of Standards of Quality is the way in which they are organized. Set out below is the organization of the proposed Standards:

The basic educational process:

The beginning - BASIC LEARNING SKILLS

The completion - CAREER PREPARATION

Specific educational needs:

SPECIAL EDUCATION

GIFTED AND TALENTED

The teaching process:

PERSONNEL

TEACHER PREPARATION

TESTING AND MEASUREMENT

Managing the educational process:

ACCREDITATION

PLANNING AND PUBLIC INVOLVEMENT

POLICY MANUAL

THE PROPOSED STANDARDS OF QUALITY

1 - BASIC LEARNING SKILLS

A. The General Assembly believes that one of the fundamental goals of public education must be to enable the student to achieve, to the best of his or her ability, certain basic skills. Each school division shall, therefore, give the highest priority in its instructional program to developing the reading, communications, and mathematics skills of all students, with concentrated effort in the elementary grades. Remediation shall begin for low achieving students upon identification of their needs.

B. By September, 1978, the Board of Education, in cooperation with the local school divisions, shall establish, for each elementary grade level, basic statewide educational objectives in reading, communications, and mathematics skills.

C. Each school division shall provide a kindergarten program of at least one-half day for all eligible children. Attendance in a kindergarten program shall be mandatory for each child of kindergarten age; provided that the parents or guardian of any child may decline to enroll that child in kindergarten or withdraw the child from kindergarten without prejudice.

COMMENTARY:

It is only appropriate that the first Standard be Basic Learning Skills since the basics, or 3R's - reading, communication skills, and mathematics - are the foundation upon which almost all other learning is built. The oft-written about "return to the basics," should not be the latest fad, but a permanent part of education.

No matter what else a child may gain in his schooling, if he does not master the basics, up to his capabilities, then the educational system has failed the student and society. At no time in the future does it appear that the basics will be any less important than they always have been.

Educators can generally agree on the specific basic skills each elementary school child should learn. These include computational skills, a basic vocabulary and an adequate level of reading comprehension. They also must include writing and gramatical skills. These are the skills that are needed by every person living in modern society. Up to now, however, they have not been concretely defined on a statewide basis, except possibly in conjunction with the development of the criterion-referenced tests that have been administered recently to fifth and sixth graders.

The time has come for the development and utilization on a state-wide basis of specific, concrete basic

skill objectives that should be mastered at each elementary grade level by every Virginia child. In our mobile society, it is no longer possible or practical for each school division to develop basic skill objectives in isolation because so many members of our society will be, at some time in their life, going to school or working in a county or city other than where they received their elementary education. According to the 1970 census, 24% of Virginia's population over the age of 5 in 1970 lived in a different city or county from where they resided in 1965. Half that number lived elsewhere in Virginia in 1965 and the other half lived in another state.

Thus, each school division should have an educational program teaching basic skills that will serve the student wherever he or she attends school or lives at anytime in his or her life. Only by concretely defining the basic skill objectives at the state level can society equip its citizens adequately to handle the challenge of our mobile and rapidly changing society.

It is also in society's best interest to prevent young children from falling behind their schoolmates. While the relationship has not been clearly established, educators and court officials generally believe that the child who falls behind in the primary grades tends to become frustrated at his or her lack of progress and thus becomes turned off on school very early in life. These students tend to have a higher truancy rate in the upper elementary grades, which often is a springboard to juvenile delinquency in the junior and senior high years. The courts generally find that juveniles appearing before them have not been good students. Society may find that more effective primary education will do more to reduce juvenile delinquency and crime than any other single action it can take.

Each child's progress in mastering these basic skills must be monitored, not only in light of his abilities, but also in terms of progress against specific objectives. No longer can we let test result averages hide those students who are faring poorly. Thus, grade-by-grade benchmarks are needed. At least annually, we must measure progress to determine where each child has fallen behind. Remedial work must start sooner than in the past -- ideally by the end of the second grade. Those who have fallen furthest behind must be given the greatest help to keep them progressing.

Kindergarten is generally recognized as a transition into academic life. Much effort is placed here on increasing the child's readiness for first grade. Yet, many children who would benefit most from kindergarten are not enrolled in it. Hence the need to make half-day kindergarten mandatory for all children, unless a parent or guardian formally requests that the child not be enrolled. In effect, kindergarten would become an opt-out rather than an opt-in program. It is not evident at this time that a full day kindergarten would, on balance, be better for most children than half a day.

2 - CAREER PREPARATION

A. The General Assembly believes that a goal of public education must be to enable each student, upon leaving school, to continue successfully a program of advanced education or to enter the world of work. Each school division shall, therefore, by September, 1978, provide programs, approved by the Board of Education, that offer:

- a) Career guidance to all secondary students;
- b) Adequate preparation to secondary students planning to continue their education; and
- c) Vocational education providing marketable skills for students who are not planning to continue their education beyond high school. Those students not completing their public school education should possess the basic skills and attitudes, commensurate with their capabilities, to obtain employment upon leaving school.

B. By June 30, 1977, each school division, in cooperation with the Board of Education, shall have a plan of alternative career education to provide instructional choices for parents and students. By September, 1980, each school division shall have a program of alternative career education. Students attending alternative education programs shall be counted in the Average Daily Membership of the school division.

COMMENTARY:

Ultimately, every child must leave the public schools, either to continue his or her education or, in many cases, to enter the world of work directly. Whatever else they gain from school, almost all students must be employable.

Career preparation encompasses several facets:

- Realistic counseling to help the student to become aware of what he or she is capable of doing and the employment opportunities that fit those capabilities. Counseling should then help the student in preparing to find employment in a chosen field of work as well as developing proper discipline and attitudes for work.
- If a student is going to pursue further education, then he or she should receive proper academic preparation so that there will be no need to take remedial work in college.

--Ideally, the student going directly to work should be well prepared, in a vocational or cooperative education program, to step into productive, fulfilling employment. If a student drops out of school before graduation or does not complete a specific vocational program then, at a minimum, he should possess the basic skills and attitudes to start at the bottom of the ladder and learn on the job or in an employer's training program.

Our educational system must also provide different types of educational opportunities because many secondary students do not function well in the traditional academic setting. This is the basic concept of "alternative education." Within limits, each secondary school student should have the opportunity to select the manner in which he or she will be educated. That he or she receives a sound education is what is important, not where or how.

The Joint Subcommittee considered guaranteeing twelve years of schooling to every child in Virginia. Upon determining that the many ramifications of such a policy need more study than time now allows, the Joint Subcommittee elected not to make such a recommendation at this time.

3 - SPECIAL EDUCATION

Each school division shall have a program, acceptable to the Board of Education, of early identification of students who need special education. When handicapping conditions have been identified, such students shall be provided with a program of special education which is acceptable to the Board of Education and to the extent provided for by the Appropriations Act of the General Assembly.

COMMENTARY:

It is both humane and economically sound to educate the handicapped to the best of their capabilities. This requires early identification of the handicaps followed by an appropriate educational program to act upon such findings. Presently, too many handicaps are caught too late, if ever. It is important, however, to deal with these handicaps as early as possible so that the child does not fall behind in school and become turned off on the entire educational process.

As was pointed out previously, students failing to master the basic skills have a propensity to become frustrated, which in turn may lead to truancy, dropping out, and juvenile delinquency, often for causes neither child nor parent ever fully understands. The Joint Subcommittee was particularly impressed by a report synthesizing numerous studies that related the prevention and treatment of learning disabilities to the

reduction of crime. Therefore, physical and learning handicaps should be identified as early as possible so that a special education program for each child can be commenced.

Special education needs vary greatly, depending upon the type and severity of the handicap. While the school divisions have the primary responsibility for educating the handicapped, most recognize that they cannot adequately serve each handicapped child. Frequently, special education can best be carried out in small, specialized schools. Tuition assistance programs provide the mechanism for sending children to these specialized schools. Tuition assistance may also be a way to encourage informally more regional cooperation in special education by allowing the school divisions to deal with special education needs on a case-by-case basis rather than through formal pacts. Thus, school division A could use tuition assistance to educate a child in school division B.

The tuition assistance granting mechanism must be such, however, that there is no conflict-of-interest on the part of the granting agency. For that reason, local school divisions should not be put in the position of having to make the tuition assistance decision.

4 - GIFTED AND TALENTED

A. Each school division shall provide differentiated instruction to increase educational challenges and to enrich the experiences and opportunities available to gifted and talented students.

B. High school students who begin formal higher education, whether academic or vocational, before graduating from high school, shall be awarded a high school diploma upon satisfactory completion of their first year of college, in accordance with regulations prescribed by the Board of Education.

COMMENTARY:

Gifted and talented children offer society the potential of making great individual contributions in art, science, music, business, the trades, and many other artistic, intellectual and mechanical endeavors. We should do all in our power to promote the fullest development of those students with superior capabilities.

It is generally believed that too heterogeneous a group of students overtaxes most classroom teachers. This situation harms the academic education of both fast and slow learners. Hence the need for some differentiated, or separate instruction for both types of students.

Such instruction for the gifted and talented should not be just exposure to or greater appreciation of the scope of knowledge, but rather the opportunity actually to learn more and at

a faster rate, without depriving these students of the experience of attending public schools.

Top academic students frequently complain of unchallenging junior and senior years in most public high schools. This represents a waste of time and opportunity for both the student and society. These students should have the opportunity, before completing high school, to begin their higher education at community colleges, four year colleges, or possibly at special residential transitional schools that would combine the last year of high school and the first year of college. Besides enabling students to save one year of schooling, these transitional schools would offer to students the opportunity to make the adjustment to living away from home in a more structured environment than that found at most colleges.

Since many high achieving students attend state-supported Virginia colleges, allowing them to accelerate their educations will reduce their need for state-financed education by one year and thus reduce total state spending on education. Also, these students would become productive, tax-paying citizens one year sooner than is now the case.

While it can be argued that the loss of top students would be a deprivation to the high schools, that concern should not act to bar individual students from obtaining the best education possible.

So that these students will not have problems in later life explaining the lack of a high school diploma, each such student should be granted a diploma upon completion of one year of college work acceptable under guidelines established by the Board of Education. Possibly a test similar to the California High School Proficiency Examination should also be given to each student who wishes to leave high school one year early.

5 - PERSONNEL

A. Each school division shall employ with State basic and local funds at least 48 professional teaching personnel for each one thousand students in Average Daily Membership. After September, 1978, the student-teacher ratio for kindergarten through grade three shall not exceed the overall student-teacher ratio of the school division as a whole.

B. Each school division shall provide a program of personnel development. This program shall be designed to help all personnel to become more proficient in performing their assigned responsibilities, including the identification of exceptional children.

COMMENTARY:

Presently, all professional personnel are counted when computing the student-personnel ratio. Personnel includes actual

classroom teachers, others working directly with students, and supervisors and administrators.

What happens in the classroom is of paramount importance to the entire instructional process. However, there has been a tendency for teachers to gravitate towards administrative and other positions that do not require student contact. Therefore, we need never fear the lack of administrators and other non-teaching personnel in our schools.

In order to increase the emphasis on teaching personnel, the denominator of the student-personnel ratio should include only those personnel who actually teach or counsel students on a face-to-face basis. Specifically included in the ratio would be classroom, resource, and homebound teachers, visiting teachers offering instruction, librarians, guidance counselors, speech and hearing therapists, and psychologists actually working with students. Specifically excluded from the ratio computation should be principals, assistant principals, deans, instructional supervisors, central office personnel, and other professionals not having direct teaching or counseling contact with students.

Based on data from the Annual Report of the Superintendent of Public Instruction for the 1974-75 school year, 11 school divisions would not have met the requirement of 48 professional teaching personnel per 1,000 students. To do so, they would have had to employ 74 more teachers. In 6 of those 11 divisions, the teaching complement was short by more than 3%. Two divisions were short by almost 10%. In the 1973-74 school year, 18 divisions would not have met the requirement of 48 professional teaching personnel per 1,000 students. To do so, they would have had to employ 170 more teachers.

Including teacher aides in the count of teaching personnel, at an equivalency of two or three aides to one teacher, would undoubtedly reduce the shortfall in teaching personnel. However, this is a subject that needs further study.

Increasingly, educators are recognizing the need for smaller classes in the primary grades (kindergarten through grade three). Asked where additional education resources should go, many upper elementary and secondary teachers have stated that they should go into the primary grades. It is widely felt that no such class should ever exceed a student-teacher ratio of 25 to 1. While accreditation standards can best set the actual numerical ratios for different types of classroom teaching configurations, the importance of adequate primary grade teacher input is such that the average primary grade student-teacher ratio in any school division should not exceed the division's overall ratio, down to a certain limit, and this should be rather rigidly enforced. This represents a good first step in establishing a higher priority for instruction of the basic skills.

6 - TEACHER PREPARATION

A. Beginning with the 1981-82 school year, one certification requirement for teachers beginning their teaching career shall be the successful completion of the equivalent of a five year program of teacher preparation, at least the fifth year of which shall be a supervised teaching internship. The Board of Education is directed to develop the rules and regulations for the operation of this program.

B. After September, 1978, every certified teacher shall be required every five years to be recertified by the certification board. The Board of Education shall establish general criteria for recertification. The courses and in-service training taken for recertification shall be demonstrated as pertinent to the subject area in which the teacher now teaches or plans to teach.

COMMENTARY:

Improved teacher preparation is critical to upgrading the effectiveness of education because the classroom teacher is the single most important element in the entire educational process.

Several school division administrators stated that there was significant and perhaps too much variation in the quality of graduates of our teacher training institutions. The opinion was often expressed that many teachers were not trained well enough in teaching methods. This problem more seriously affects the elementary schools since methods are relatively more important at that level than in the secondary schools. The student teaching, or internship aspect of teacher training, seems to be quite uneven from one institution to another in terms of length, nature of supervision, and teaching experiences.

Supervision of student teachers in particular seems to be a problem, possibly because each teacher training institution tries to supervise its own student teachers, no matter which school division they are in. As a result, several institutions may each be trying to supervise student teachers in a school division with a resultant overlap in supervision.

Many teachers have remarked that the first year of teaching is the most critical year because one has so much to learn and often times is totally on his or her own. The medical profession uses the internship/residency period to "ease" new doctors into the real world of medicine. Supreme Court Chief Justice Warren Burger has proposed a similar type of internship program for new lawyers.

A similar, formally organized internship program for the teaching profession would not only make the first year of teaching less traumatic and more beneficial, but it would also give both the novice and his or her instructors a clearer idea of whether or not teaching is the right field for the prospective member of

the profession. Following the medical model, teaching interns should work under the close supervision of one or more master teachers, either in a team teaching situation or one in which the new teacher has the primary teaching responsibility, but still has the benefit of frequent coaching and observation from a principal or master teacher. Obviously, the certification of existing teachers would be grandfathered-in.

The Department of Education presently approves the educational program of each teacher training institution. These programs appear to differ significantly, particularly the student teaching aspect. More importantly, the teaching institution primarily determines who shall or shall not become a teacher by its decision to bestow or not bestow an education degree upon the individual. This practice represents a conflict-of-interest for the institutions because they are placed in the position of having to pass judgment on their own product. They cannot be impartial arbiters of their own work.

During the years of the teacher shortage, even the most mediocre of education graduates could find a teaching position if he or she looked hard enough. While that may be less of a problem now, there still is the need to screen out mediocrity. No other profession places almost complete entry control in the hands of its training institutions. Usually, certification bodies, dominated by practitioners, independently test and evaluate potential new practitioners.

The Joint Subcommittee has not yet reached a conclusion as to the best process for handling certification and recertification of teachers. However, it does believe the present process can be improved upon significantly.

7 - TESTING AND MEASUREMENT

By September, 1978, each school division shall primarily utilize testing programs that will provide the individual classroom teacher with information to help in assessing the educational needs of individual students.

COMMENTARY:

Far too much emphasis in testing has been placed on how a group of students (a classroom, school, division or state) compares relative to a "norm" group. Relative rankings bear no direct relationship to an absolute level of academic competency.

For individual students, the value of the relationship between measured achievement and measured ability is doubtful since, to some extent, ability tests measure what has already been taught rather than a student's academic potential.

Particularly with basic skills, knowledge is more absolute than relative. Thus, use of relative rankings or percentile scores

masks any change in the absolute acquisition of skills or knowledge. The Educational Testing Service, which administers the College Entrance Examination, has noted a steady decline over the last ten years in the absolute academic achievement of students taking its examination. "Norm-referenced" tests do not show the decline that has actually taken place.

Norm-referenced tests, which are now used on a state-wide basis, are also quite limited in apprising teachers of an individual student's specific learning deficiencies. Norm-referenced tests give only a general indication of broad areas of learning weaknesses.

It is generally agreed that criterion-referenced tests are a more precise measure of an individual's knowledge since they test small, well defined subdivisions of knowledge. Thus, by utilizing criterion-referenced test results, a teacher can more accurately diagnose the areas where each student needs additional help than he or she can using norm-referenced test results. When the Board of Education does establish learning objectives for the elementary grades, as required by the first Standard, criterion-referenced tests developed by the Department of Education should be used to measure each student's mastery of the various objectives.

It would also be possible, with state-wide objectives, to measure each division's overall accomplishment AGAINST AN ABSOLUTE SCALE rather than against other divisions. No longer would half the school divisions be in the lower half of any state-wide ranking of the divisions. Instead, a school division's academic achievement would be measured in terms of what percentage OF THAT DIVISION'S students met or exceeded the state objectives. Success would be 100% and conceivably 100% of the divisions could achieve 100% success. Instead of each division trying to competitively improve its own relative standing, it would be trying to improve upon its performance of prior years.

Norm-referenced tests should still be administered to a small sample of Virginia students so as to provide the only practical basis for comparing, relatively, Virginia's educational performance to the other states. This is the approach used by North Carolina.

No matter what kind of uniform testing is done in Virginia, the use of averages should be discouraged because good students cancel out the performance of poor students. The existence of the latter needs to be clearly and prominently identified for those are the students for whom our educational system is not working. A better method of reporting scores would be to give a distribution of test scores that clearly shows what percentage of students are above or below an educational level and how great the distance is. Again, it is the students who are falling short of the mark who need remedial help and therefore it is important to know how many are falling short for planning and evaluation purposes.

8 - ACCREDITATION

Each school division shall develop by July one of the next school year a plan acceptable to the Board of Education to meet accrediting standards for any school that is unaccredited or accredited with a warning by the Board of Education. The chairman and members of the accreditation committee shall be independent of the school division and they shall be selected by the Superintendent of Public Instruction. All accreditation reports shall be open for public inspection.

COMMENTARY:

Accreditation serves two purposes. It establishes more concretely than the Standards do the policies and goals for individual schools and school divisions. Accreditation visitation teams also perform a valuable on-site audit to determine the areas where a school is failing to meet accreditation requirements.

Accreditation requirements should be realistic, but thorough enough so that each school can achieve them only if it works hard to do so. To the greatest extent possible, the accreditation requirements should be oriented towards output rather than procedures and methods. This gives the schools and school divisions room for experimentation with new teaching methods.

If all but a few schools are accredited without even one warning, then perhaps the requirements are not stiff enough. The accreditation process will only have as much credibility with the public as the quality of the accreditation reports warrants. In addition to a spot check of the annual reports, the accrediting teams visiting the schools should be selected by someone who has no tie to the school or to the school division. Team visits should be made frequently, possible once every two years.

Public confidence in accreditation will also improve if all visitation reports are open for public inspection.

9 - PLANNING AND PUBLIC INVOLVEMENT

Each school division shall involve the staff and community in revising and extending biennially a six year school improvement plan. This plan shall be reviewed and approved by the local school board and submitted by July 1 of each even year to the Superintendent of Public Instruction for approval by the Board of Education. This plan shall include:

- a) The measurable objectives of the school division stated in terms of student performance;
- b) An assessment of the extent to which the objectives are being achieved, including follow-up studies of former students;

- c) Strategies for achieving the objectives of the school division; and
- d) Evidence of community participation in the development of the six-year plan.

A report shall be made by November 1 of each even year to the local school board and the public on the extent to which the measurable objectives of the preceding two school years were achieved. Deviations from the plan shall be explained.

COMMENTARY:

The planning process is valuable, but it must not become a pointless, time-consuming paperwork exercise. The Department of Education should work with representatives of the school divisions to reduce the time and paperwork of the planning process while improving its quality. The Department of Education should also critique each plan so as to help the divisions improve the substance of their plans.

Public involvement in the planning process must be increased. A visiting committee should be established for each school that would be chaired by a school board member and composed of both parents and other members of the community. Besides monitoring the ongoing performance of the school, the committee should participate in or evaluate the school's individual plan. Both the school board member chairing the committee and its other members would be a formal, specific link between the school and the school board, and also with the community.

Key to any planning process is a follow-up report that compares actual results to objectives and planned results. The greatest result of the comparison is what is learned when deviations from the plan are analyzed and explained. Painful as it may be, shortfalls from the plan should be pointed out and explained to the public in very specific terms.

10 - POLICY MANUAL

Each school division shall maintain an up-to-date policy manual which shall include:

- a) A grievance procedure prescribed, and amended from time to time as deemed necessary, by the Board of Education;
- b) A system of direct communication between the local school board and its employees, along guidelines established by the Board of Education, whereby the views of school employees may be received in an orderly and constructive manner in matters of concern to them; and

- c) A cooperatively developed procedure for personnel evaluation.

An up-to-date copy of the school division policy manual shall be kept in the library of each school in that division and shall be available to employees and to the public.

COMMENTARY:

Policy manuals are of little value unless they reflect the actual policies of the division and are easily accessible to the professional staff of the school division and the public. An up-to-date copy of the policy manual should be kept in each school.

IV. FINDINGS AND PREMISES
OF THE JOINT SUBCOMMITTEE

Based on its research and public hearings, the Joint Subcommittee developed certain findings pertaining to the existing Standards of Quality. The Joint Subcommittee has also developed premises upon which it believes the Standards of Quality and other educational policies should be built. These findings and premises have been grouped under the most appropriate of the proposed Standards of Quality.

1 - BASIC LEARNING SKILLS

FINDINGS

1) Based on standardized norm-referenced achievement tests administered throughout Virginia during Fall, 1974, Virginia has a higher percentage of students with skills below grade level equivalents developed for these tests than is true for the country as a whole. Also, there is a significant deterioration in skill levels in moving from fourth to sixth to eighth grade results. Set out below are the percentages of Virginia students with skill levels a year or more below their grade level in school:

<u>Grade level in school</u>	<u>Reading</u>	<u>Language Arts</u>	<u>Mathematics</u>
4	36%	35%	26%
6	40%	39%	41%
8	45%	47%	52%

The percentages of Virginia students with skill levels two or more grade equivalents below their grade level in school is also significant:

<u>Grade level in school</u>	<u>Reading</u>	<u>Language Arts</u>	<u>Mathematics</u>
4	11%	7%	3%
6	26%	24%	19%
8	31%	31%	35%

NOTE - The second set of percentages is included in the first set.

2) While no concrete studies on this appear to exist, educators generally believe that students, particularly those with learning problems or talents, can advance faster and gain greater depth in their subjects if they are in smaller classes.

3) Only generalized instructional objectives have been developed for the primary grades.

4) Many educators believe that students who are starting to fall behind in mastering the basics can be identified by the end of the second grade.

5) Learning handicaps generally do not become evident until the primary grades.

6) Insufficient attention is currently being given to identifying and remediating learning handicaps in the primary grades.

7) Kindergarten will be offered in all school divisions by September, 1976. Twenty school divisions did not offer it during the 1974-75 school year.

8) Approximately 70% of the kindergarten-age children in Virginia are actually enrolled in kindergarten, but some of those who need it most are not.

9) At present, some kindergartens run on a half day basis while others operate for the full school day, even though state financial aid is the same for both types of programs.

PREMISES

1) There should be three basic educational goals for the primary grades:

- a) Establishing a foundation of the basic academic skills.
- b) Identifying and diagnosing handicaps, including specific learning disabilities.
- c) Commencing catch-up programs for children who are starting to fall behind in reaching basic educational objectives.

2) Key to effective teaching and learning in the primary grades is a program that is tailored as much as practicable to the needs of individual students.

3) The longer catch-up work is put off, the less effective it will be and the more likely a student will be permanently lost to education.

4) Kindergarten should be looked upon as an integral part of primary education rather than an activity that precedes the start of real education.

5) Kindergarten should try to bring all students up to the level of school readiness that is required for first grade, no matter what each child's starting point is.

6) Much attention should be given in kindergarten to diagnosing handicaps.

7) Placement in special first grade classes should be determined by the end of kindergarten.

2 - CAREER PREPARATION

FINDINGS

1) The current Standards of Quality have done much to advance vocational education in Virginia.

2) Only 35% of the job openings over the next five years will require some college education; most of the persons filling the remaining 65% of the jobs will benefit economically from some type of vocational training.

3) Not enough emphasis is being given to preparing potential dropouts for entry into the work force.

4) According to the best available estimates, about 70% of the high school graduates not continuing their education have completed a specific occupational vocational program.

5) Based on a survey in the fall of 1974, of the June, 1974, high school graduates who completed a specific vocational educational program, 63% were employed in the field in which they were trained, or in a related field; 19% were employed in other areas; and 18% were unemployed.

6) It takes as long as five years to develop, staff, equip, and graduate the first class from a new vocational education facility.

7) Vocational education programs help to keep potential dropouts in school.

8) While substantial work has been done within Virginia to collect data on vocational education enrollments and on projected job openings, more work needs to be done to match this information, particularly for each of the major metropolitan areas.

PREMISES

1) Vocational education should give an individual entry level job skills. On-the-job training and work experience tailors an individual's skills to a specific job.

2) A basic objective of vocational education should be to impart the basic knowledge, attitudes, and discipline needed to adapt to and advance in the world of work.

3) Because of the long lead time it takes to start vocational education programs, five to ten year forecasts of job

openings, by type of education required, are needed in order to plan properly for vocational education.

4) Vocational education should be relevant to the needs of students and to the demands of the labor market. These two factors must be reconciled in developing relevant vocational education programs.

3 - SPECIAL EDUCATION

FINDINGS

1) Special Education deals with programs for handicapped children who, for one reason or another, are not able to learn effectively in the typical classroom situation without special assistance. Handicaps, as they affect learning, fall into three broad categories:

- a) Physical handicaps include vision or hearing impairment; defective speech, neurological, orthopedic, or other health impairments; and specific learning disabilities.

Specific learning disabilities affect children of average or above average intelligence who are normal except for one or more developmental deficiencies which can be overcome with proper training or treatment. While often of unknown causes, specific learning disabilities are generally considered to be a specific dysfunction or disorder in one or more of the processes of talking, thinking, perceiving, reading, spelling, writing or arithmetic. By federal law and state regulation, the definition of specific learning disabilities excludes those children with learning problems caused solely by cultural or environmental deprivation.

- b) Mental retardation, or general learning disability, is experienced by those children who are below average in intelligence. For educational purposes, the mentally retarded are divided into two groups: Educable (those who can develop minimal academic and occupational skills and social independence within the community) and Trainable (those who have more limited capabilities, but who can be trained to take care of themselves and to function within a sheltered environment).
- c) Emotional disorders are evidenced by aggressiveness, destructiveness, autism, psychoses, neuroses, or other symptoms. Causes of emotional disturbance are generally considered to be environmental

rather than physiological or organic. Children with emotional disorders need both academic education and treatment of the emotional problem itself.

2) The long run economic payoff to society alone makes it worthwhile to increase greatly the development of handicapped children.

3) Approximately 1 to 2%, or more, of the children in Virginia never attend school because of handicaps, retardation or other reasons.

PREMISES

1) Quality education must be made available to every child regardless of the handicaps or disabilities he or she may have.

2) Primary grade teachers should have training in how to identify handicaps and specific learning disabilities as well as the appropriate response to them in the classroom.

3) Handicaps, including specific learning disabilities of all types, should be diagnosed and an appropriate instructional program provided at as early an age as is possible.

4 - GIFTED AND TALENTED

FINDINGS

1) Effective teaching can be impaired if the abilities and/or interests of the students within the individual classroom are too diverse.

2) As of February 1, 1975, approximately 50 school divisions were providing special services for the gifted and talented. Other divisions initiated such services in the 1975-76 school year.

3) The summer Governor's School for the Gifted and Talented appears to have been well received and very successful, particularly in whetting the students' academic interests and in providing a maturing experience.

4) Most local school divisions are still searching for the right type of program to offer to gifted and talented students.

PREMISES

1) While increasing emphasis has been given to raising students with handicaps or low abilities up to minimum standards, the students who are gifted and talented, academically or otherwise, must not be overlooked.

2) Efforts should be made to enrich the academic experience of gifted and talented students without isolating them from the general student population.

5 - PERSONNEL

FINDINGS

1) The number of professional instructional personnel per one thousand students in Virginia in 1974-75 was 57.02, versus the standard of 48, with school divisions ranging from 46.37 to 77.28 per one thousand students.

2) From the 1967-68 school year to 1974-75, the percentage of school division operating expenditures devoted to actual classroom instruction has declined significantly while administration has increased slightly. Salaries of classroom teachers, teacher aides, and other instructional staff declined from 65.64% in 1967-68 to 58.24% in 1974-75 while supervision, administration, and clerical salaries increased during those same years from 9.91% to 10.44%. All other expenses increased from 24.45% to 31.32% of total school division spending.

Expressed in another manner, the ratio of instructional salaries to supervisory and administrative salaries decreased from 6.62:1 in 1967-68 to 5.58:1 in 1974-75. The average ratio for city school divisions experienced a worse rate of deterioration than did the average for the counties, with a decline from 6.77:1 to 5.51:1 in the cities and a decline from 6.52:1 to 5.63:1 in the counties. Appendix C presents a comparative analysis of school division operating expenses for the year 1967-68 through 1974-75.

6 - TEACHER PREPARATION

FINDINGS

1) Many persons have expressed the opinion that better prepared teachers are the key to improving education.

2) State regulations and standards, as implemented by teacher-training institutions, determine when a teacher is prepared to teach.

3) The method for controlling the entry of individuals into the teaching profession differs substantially from entry control methods exercised in the other professions.

4) Most teachers feel that their college level education courses did not give them enough relevant specific information and practical experience regarding how to teach, alternate instructional methods, and management of the classroom.

5) Continuing education is required for periodic teacher recertification. There is less Department of Education control over the relevancy of courses taken for recertification than there is over the courses taken for initial teacher certification.

6) The quality of teacher preparation, and specifically the supervision of student teachers, varies significantly among the teacher training institutions.

PREMISES

1) Teachers must be knowledgeable in the subject matter which they are teaching. Additionally, they must be able to teach effectively in the subject area for which they are certified.

2) Required teaching skills vary widely, with the type of subject matter being taught, student age and mental level, and available instructional materials.

3) More emphasis should be placed in teacher training on how to impart knowledge and how to teach students to learn on their own.

7 - TESTING AND MEASUREMENT

FINDINGS

1) There are two types of uniform tests administered on a broad basis that measure student scholastic achievement:

- a) Standardized, norm-referenced tests, which are better suited for assessing the relative general academic achievement of the state, a school division, or even a student, against national norms.
- b) Criterion-referenced tests, which better measure a student's specific academic achievements against an absolute scale of accomplishment. These tests are particularly well suited to gauging an individual's mastery of specific basic skills and to providing a tool for diagnosing specific learning weaknesses and shortfalls.

2) Standardized norm-referenced tests are relative in nature. If, over time, absolute educational achievement decreases for students in both the norm group and the tested group, the relative standing of the two groups will not change and the decrease in absolute achievement will not be apparent.

3) Results on standardized tests may either underestimate or overestimate achievement, depending on the extent to which the content of the test measures what the student is actually being taught.

4) Statistics seem to indicate that the higher a student's socio-economic level, the higher his test scores will tend to be.

5) Testing tends to shape the content of what is taught if test results are made known to parents, teachers, administrators, and the public.

6) Within the educational testing community, there is much questioning of the meaningfulness of the comparison between the results of standardized achievement tests and standardized ability tests because, to some extent, ability tests measure what has been learned already rather than a student's academic potential.

7) Test score averages obscure individual test scores above and below the average. The average scores currently reported are limited to percentile rankings of the average scores of Virginia pupils.

PREMISES

1) Educational objectives should be the focal point for developing both instructional programs and test programs.

2) The primary goal of testing should be to measure absolute achievement of the individual student against a set of fairly detailed, specific instructional objectives and to serve as a basis for identifying and remedying academic deficiencies. A secondary goal of testing should be to assess the relative performance of the classroom, school, or the state against national norms.

3) Testing is one of the keys to accountability of the school division for what is taught to students.

4) A more precise, analytical, and detailed definition of the basic skills to be taught in the schools needs to be developed. This will facilitate the development of criterion-referenced tests, which require development of more precise educational objectives than are required for standardized, norm-referenced tests.

8 - ACCREDITATION

FINDINGS

1) The Board of Education has used the accreditation process to improve education through the establishment of minimum standards for each school.

2) The Department of Education spot checks schools to insure that accreditation data supplied to it is correct.

PREMISES

1) Accreditation standards are a more flexible method of establishing detailed public education policy than are periodic amendments by the General Assembly to the Standards of Quality, particularly in determining the means by which policy goals are to be met.

9 - PLANNING AND PUBLIC INVOLVEMENT

FINDINGS

1) Five year plans are reviewed by the Department of Education for completeness, technical correctness, and format, but very little substantive review is made of them by the Department.

PREMISES

1) Five year plans are of little value if they are nothing more than paperwork exercises that meet the requirements of this standard. Planning is valuable only if:

- a) It forces clear and precise thinking about the goals of education.
- b) Realistic means to reach those goals are developed and implemented.
- c) Accountability is achieved through a comparison of actual results to planned objectives, with explanations of shortfalls from the plan.

10 - POLICY MANUAL

FINDINGS

1) All school divisions now have an approved policy manual that codifies the rules, regulations, and administrative practices of that division.

PREMISES

1) Policy manuals are important management and communication tools, provided that they are kept current and reflect the actual policies and practices of the school division.

APPENDIX A

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1 COMMITTEE AMENDMENT IN THE NATURE OF A SUBSTITUTE
2 FOR HOUSE JOINT RESOLUTION NO. 142

3 (Agreed to by the House of Delegates March 1, 1974)

4 *Creating a Joint Subcommittee of the House and Senate to study the Standards of Quality*
5 *for the public schools of the Commonwealth.*

6 Whereas, the General Assembly has adopted Standards of Qual-
7 ity for public education in the Commonwealth of Virginia; and

8 Whereas, it is established that from time to time the Standards
9 of Quality will be revised; and

10 Whereas, discussion has arisen both within and without the
11 General Assembly as to what is appropriate to be included in the
12 Standards of Quality and as to when and in what manner they shall
13 be amended; now, therefore, be it

14 Resolved by the House of Delegates, the Senate concurring,
15 That a joint subcommittee of the House Committee on Education
16 and the Senate Committee on Education and Health be and hereby
17 is established to be known as the Joint Subcommittee on the Stan-
18 dards of Quality.

19 The Chairwoman of the House Committee on Education shall
20 name five persons from that Committee and the Chairman of the
21 Senate Committee on Education and Health shall name three per-
22 sons from among the membership of that Committee to the Joint
23 Subcommittee.

24 The members of the Joint Subcommittee shall receive for their
25 services a per diem and their actual expenses.

26 All agencies of the Commonwealth are directed to assist the
27 Joint Subcommittee upon its request.

28 The Joint Subcommittee shall study the Standards of Quality
29 and report its findings and recommendations to their respective
30 committees for appropriate action at the nineteen hundred seventy-
31 six Session of the Virginia General Assembly.

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APPENDIX B

Five public hearings were held by the Joint Subcommittee in May, 1975, in Norfolk, Richmond, Fairfax, Bristol and Roanoke. Prior to those hearings, over 1,000 copies of a preliminary report of the Joint Subcommittee were distributed to interested parties. They were asked to respond to a series of questions pertaining to the Standards of Quality. Those questions have been reproduced in this appendix. They are grouped according to the Standards in existence during the 1974-76 biennium. The 1974-76 Standards are set out in Appendix E.

STANDARDS OF QUALITY IN EDUCATION - THE OVERALL CONCEPT

- 1) Are the Standards of Quality great on paper, but hard to measure and enforce?
- 2) Is the need for a close working relationship between the Department of Education and the school divisions such that the Department cannot be a hard-nose enforcer of the Standards of Quality?
- 3) Are some school divisions "moving down" to the minimum requirements set by the Standards of Quality?
- 4) Should standards be established for Testing and Teacher Training?
- 5) Should Standards 5 and 6 (Reading and Mathematics Skills Development; Kindergarten) be combined into one standard dealing with early childhood education?
- 6) In what ways can the school divisions make more effective use of their existing financial resources to improve the quality of education, as versus spending more money to raise quality?
- 7) Should the Standards of Quality be completely unrelated to finances and defined and measured instead by other criteria?
- 8) In recent years has too much money been spent on buildings, instructional materials, and "hardware" and not enough on classroom personnel?
- 9) To what extent should the Standards of Quality be applied to the educational programs in state institutions housing school-age children?
- 10) Should Virginia continue its recent trend of increasing the percentage differential in per-pupil spending at the high and low end of the ability scale as contrasted to per-pupil spending in the middle of the ability scale?

11) To what extent, during the next decade, should Virginia offset the decreasing demand of public elementary and secondary education on our economic resources by increasing the amount of resources devoted to each student?

12) What has been the impact of the Standards on local experimentation with innovative teaching techniques? Would further refinements in the Standards hinder future experimentation?

1 - PERSONNEL

1) Are there too many administrators, supervisors, and/or specialists in the school divisions relative to the number of classroom teachers?

2) Should the minimum personnel requirement be expressed only in terms of actual professional classroom teachers rather than total professional personnel, as is now the case?

3) Should the required number of professional instructional personnel be increased above the present level of 48? If so, to what level?

4) Should all administrative and supervisory personnel be required to do some teaching so as to stay in touch with developments in the classroom?

5) Should special recognition or status be accorded to certified school secretaries?

2 - SPECIAL EDUCATION

1) What kind of broader and more intensive program can be established to better identify and deal with developmental and learning problems, particularly in the primary grades (kindergarten through grade 3)?

2) Should there be a 100% screening in kindergarten for sensory deprivation (hearing or vision impairment)?

3) Should there be a 100% screening of kindergartners or first graders for specific learning disabilities using a battery of tests given by classroom teachers who have been trained in administering such tests?

4) What are the advantages and disadvantages of early labeling of children with specific learning disabilities?

5) Does a conflict-of-interest exist when school divisions with special education programs must also approve tuition assistance grant requests for children attending competing, privately-run education programs?

6) In what ways can tuition assistance programs for handicapped children (including those with specific learning disabilities) be broadened?

7) What agency can make the most objective judgment about whether or not an appropriate special education program is available in a school division for a handicapped child and whether or not a child should be given tuition assistance to attend a private special education program?

8) Can educational opportunities be extended to those children who are not now in school, and if not, what alternatives should be made available to them?

9) What relationships exist between specific learning disabilities (and subsequent learning problems) and juvenile delinquency?

10) How can more regional cooperation in special education programs be encouraged?

11) How can primary teachers be better trained to deal with children who have handicaps that hinder the learning process?

12) Should the definition of specific learning disabilities be changed?

13) Who should be responsible for educating the very severely handicapped?

14) Is Virginia getting all the federal money for special education that is available to it? If not, why not?

15) Are opportunities for special education within a school division made equally available to children in each of the different schools within that division?

16) Should free summer enrichment programs for culturally and environmentally deprived children be established?

17) In what ways can the school divisions provide for both the education and treatment of emotionally disturbed children?

3 - GIFTED AND TALENTED

1) What can and should be done to identify gifted and talented students in the primary grades?

2) Should each elementary school over a certain size be required to have separate academic classes for advanced students from a certain grade level on?

3) Should the Governor's School be expanded to a year-round program offered, at state expense, to the top 2% of the eleventh grade students in the state as an intensified six weeks learning experience?

4 - VOCATIONAL EDUCATION

- 1) What kind of incentives should the state provide to encourage more regional vocational education schools, programs, and cooperation?
- 2) Have educators overemphasized the attainment of the high school diploma to the detriment of their dealing with the needs of potential dropouts?
- 3) Can more be done to assist dropouts in earning their diplomas, or the GED equivalent, without having to return to school fulltime?
- 4) What specific vocational, alternative or other educational programs should be offered to potential dropouts?
- 5) Should tuition assistance be made available to those who have dropped out of or have been expelled from regular high schools and who are now enrolled in an alternative education program?
- 6) What can be done to increase the number of cooperative and apprenticeship programs for vocational students, particularly in the rural areas, and to make existing vocational programs more job relevant?
- 7) How can Career Education (exposure to the world of work) be made more meaningful and attractive for students, particularly for those who will not be going on to college?
- 8) What percentage of today's high school students are not enrolled in either a college preparatory or specific vocational program?
- 9) What difficulties would be encountered if the Department of Education annually collected and published statistics on the capacity, number of students enrolled, and projected graduates of the various vocational education programs in each school division?
- 10) How can the Vocational Education division of the Department of Education and the vocational education departments in the school divisions work more closely with the Virginia Employment Commission, the Department of Vocational Rehabilitation, the Division of Industrial Development, and employers in more closely tailoring the output of vocational education programs to the job market?
- 11) Is Virginia getting all the federal money for vocational education that is available to it? If not, why not?
- 12) What types of pre-vocational and vocational courses should be started in earlier grades than they now start?
- 13) What technical courses now at the junior college level should be moved to the high schools so as to accelerate vocational

education, reduce the number of school years for students, and improve educational efficiency?

14) In what ways are employers not satisfied with graduates of vocational education programs or the mix of graduates?

15) Should certificates be awarded to students who complete a specified vocational education program? Should such certificates describe the program and list the courses taken?

16) What are the alternatives to cooperative education in a school setting?

17) What goal should be set for the percentage of high school graduates not continuing their education who do complete a specific vocational education program?

5 - READING AND MATHEMATICS SKILL DEVELOPMENT

1) How specific should state-established instructional objectives be? How binding on the local school divisions should they be?

2) Should a Standard or Educational Objective be established that requires the school divisions to increase basic skill acquisition efforts so as to reduce the number of students falling one or more grade equivalents below their actual grade level in school?

3) What is the ideal student-personnel ratio in the following types of primary grade classroom situations:

- a) Individual classroom, teacher only?
- b. Individual classroom, teacher and aide?
- c) Open classrooms staffed by teachers and/or aides?

4) What should be the role of the teacher's aide in the primary grades?

5) How can volunteers be used more effectively as teacher aides?

6) What mandatory in-service training in diagnosing and dealing with learning problems should be required for primary grade teachers?

7) Should optional, tuition-free remedial summer school programs be established in all school divisions for slow learners in grades 1 to 3? If so, what form should they take?

8) Is there too much dependence on canned, or "cookbook," programs for teaching basic reading and mathematics skills?

9) Are Montessori methods applicable for use in the public schools, particularly in kindergarten and first grade?

10) Is there a relationship between poor reading performance in the primary grades and dropping out and/or juvenile delinquency in the teen years?

11) Are reading skills less important than they were twenty years ago? If so, are we overemphasizing the teaching of reading in the primary grades?

12) In what ways can testing, by the classroom teacher or through formal tests, reinforce what is taught in the classroom?

13) What can be done to encourage parents to reinforce at home what is being taught at school?

6 - KINDERGARTEN

1) Should kindergarten be made mandatory state-wide?

2) Should all kindergartens be required to operate on a full day basis?

3) Should the state establish instructional and diagnostic standards for kindergarten?

4) Should the Metropolitan Readiness test, or a similar academic readiness test, be required upon the completion of the kindergarten year to assist teachers in evaluating placement in the first grade or retention in kindergarten?

5) Is there any hard data to indicate that a child will do better academically in the primary grades if he attended kindergarten rather than starting school in the first grade?

7 - ACCREDITATION

1) Should the Standards of Quality remain essentially broad policy declarations while refinements in public education policy are made through changes in the accreditation standards?

2) Should the General Assembly utilize the method of Joint Resolution, directed toward the accreditation standards, as a way of establishing or influencing educational policy rather than amending the Standards of Quality themselves?

3) Should the Department of Education audit more extensively the pupil-personnel ratio data submitted by the school divisions, particularly as it pertains to maximum allowable classroom size?

4) Should Title I elementary schools be required to have a lower pupil-teacher ratio than in other elementary schools?

5) Should the separate classroom size accreditation standards for kindergartens be eliminated and the elementary school standard be extended to cover kindergartens?

6) How should teacher aides be considered in the elementary school accreditation standards as they pertain to the pupil-personnel ratios?

7) Is there a present or potential possibility that the Board of Education could, through its accreditation standards, bypass or negate the Standards of Quality established by the General Assembly?

8) Given the fact that the General Assembly approved the first set of performance objectives, should the General Assembly approve all future performance objectives established by the Board of Education?

9) Should a mechanism be established whereby teachers or parents can complain directly to the Department of Education if they feel a school is violating a specific accreditation requirement?

8 - FIVE YEAR SCHOOL IMPROVEMENT PLAN

1) Should local school divisions be required to report publicly the extent to which they achieved the educational objectives set forth in their five year plans, with explanations of shortfalls?

2) Should the Department of Education critique the substance of the school divisions' five year plans as part of its review of them?

3) Does the time and paperwork required for annual updates of the five year plan exceed the present or potential value of the plans? If so, how can plan preparation time be reduced without lessening the potential of planning?

4) How can the role of the classroom teacher in the planning process be improved?

5) To what extent do objectives set forth in the plans constitute improvements in the educational process rather than actual objectives or desired end results?

6) Is there adequate citizen input in educational planning at the school division level? If not, how can it be increased?

9 - POLICY MANUAL

- 1) Should the requirement for a grievance procedure be removed from this Standard and dealt with through separate legislation?
- 2) To what extent is the mandated grievance procedure requirement serving its intended purpose of permitting prompt resolution of grievances?
- 3) To what extent do teachers fear going to their supervisors and administrators with individual grievances or more general adverse comments on the educational process?
- 4) Should the General Assembly enact a uniform grievance procedure, as opposed to allowing each locality to develop a grievance procedure as is now required by the Standards of Quality?

TEACHER TRAINING

- 1) Should teacher certification be based on passing a uniform examination, such as the National Teacher Examination (which is similar to the Law and CPA examinations), administered by an independent certification body?
- 2) What role, if any, should the teacher training institutions play in evaluating teacher competency for teacher certification?
- 3) How can the teacher-preparation institutions do a better job of teaching the nuts-and-bolts of how to teach?
- 4) Should teachers initially certified for teaching kindergarten through grade three be required to have more instruction in college in how to teach basic reading and computational skills and how to work with handicapped children?
- 5) Should the present recertification and continuing education requirements be continued?
- 6) In regard to continuing education requirements, should there be:
 - a) More centralized control over courses taken for recertification?
 - b) A relevancy requirement for the courses or workshops taken for recertification?
 - c) Periodic retesting in the subject matter for which a teacher is certified?
 - d) More continuing education and in-service training required than at present?

7) Should a Master's degree be required of every teacher, within five years of initial certification, in the subject area in which he or she is teaching?

8) What type of in-service or other training should be required for teacher aides?

TESTING

1) Should greater emphasis be placed on criterion-referenced testing, with norm-referenced tests administered to just a sample of students instead of to all?

2) Should criterion-referenced tests be administered in the spring of grades 1, 2, and 3 to measure the acquisition of basic learning skills and as a factor in determining the need for remedial programs and placement in the upcoming school year?

3) Should all primary grade students be tested by criterion-referenced tests against statewide instructional objectives developed with the assistance of teachers?

4) Should criterion-referenced tests be the basic measure of achievement in grades 4 to 12?

5) Should comparisons continue to be made of the ability and achievement test score averages for the state and the school divisions?

6) In what ways might test scores be reported in a more meaningful manner?

7) Are the test scores on standardized, norm-referenced tests misleading for below-average children because these children have trouble reading and understanding the tests?

MISCELLANEOUS ITEMS RELATING TO THE STANDARDS OF QUALITY

1) Should all school divisions switch to a uniform calendar built around four quarters, with three quarters mandatory and the fourth optional (for both teachers and students) for remedial, catch-up or enrichment education?

2) Should high school diplomas specify any specialized training the student received while in school (HJR 217)?

3) Should a student leaving school without a diploma be granted an attendance certificate indicating the grade level reached and type of program he or she was in at the time of leaving school (HJR 217)?

4) Should the mandatory age for school attendance be lowered from the present age of 17?

5) Should the mandatory school attendance laws be repealed in their entirety?

6) Should one year of typing be a mandatory requirement for receiving a high school diploma?

7) How can the schools better serve the individual student? Is ability grouping (by demonstrated skills, potential, career interests, disabilities, etc.) the best way to do it?

APPENDIX C

EIGHT YEAR COMPARATIVE ANALYSIS OF TOTAL SCHOOL DIVISION OPERATING EXPENSES
1967-1968 to 1974-1975

Type of Expense	School Years								Change - 67-68 to 74-75
	74-75	73-74	72-73	71-72	70-71	69-70	68-69	67-68	
Administration	2.53%	2.54%	2.40%	2.39%	2.32%	2.22%	2.24%	2.14%	+ .39%
Personnel	2.05	2.06	1.93	1.92	1.87	1.85	1.82	1.73	+ .32
Other expenses	.48	.48	.47	.47	.45	.37	.42	.41	+ .07
Instruction									
(Salaries only)	62.18	63.69	65.79	66.73	68.18	70.44	70.39	70.85	-8.67
Supervision	5.99	6.02	6.12	6.11	6.17	6.17	6.02	6.02	- .03
Teachers	54.73	56.19	58.12	59.08	60.45	62.74	62.89	63.44	-8.71
Other instructional personnel	1.46	1.48	1.55	1.54	1.56	1.53	1.48	1.39	+ .07
Other instructional costs									
Clerical personnel	2.40	2.37	2.30	2.23	2.19	2.20	2.17	2.16	+ .24
Teacher aides	2.05	1.83	1.72	1.69	1.46	1.20	1.10	.81	+1.24
Non-personnel expenses	5.73	6.02	5.29	5.33	5.41	4.40	4.75	5.02	+ .71
Attendance and health	.71	.71	.74	.74	.72	.67	.59	.52	+ .19
Pupil transportation	4.70	4.49	4.18	3.86	3.71	3.67	3.90	3.97	+ .73
School food services /1	3.74	3.49	3.44	3.30	2.66	2.00	1.84	1.70	+2.04
School plant operation	7.94	7.19	7.24	7.16	7.22	7.03	7.08	7.16	+ .78
School plant maintenance	4.36	4.41	4.15	3.95	3.83	3.93	3.98	3.99	+ .37
Fixed charges /2	<u>3.66</u>	<u>3.26</u>	<u>2.75</u>	<u>2.62</u>	<u>2.30</u>	<u>2.24</u>	<u>1.96</u>	<u>1.68</u>	<u>+1.98</u>
	<u>100.00%</u>	<u>100.00%</u>	<u>100.00%</u>	<u>100.00%</u>	<u>100.00%</u>	<u>100.00%</u>	<u>100.00%</u>	<u>100.00%</u>	<u>100.00%</u>
Instructional personnel (A)	58.24	59.50%	61.39	62.31	63.47	65.47	65.47	65.64	-7.40%
Supervision and administration personnel (B)	10.44	10.45%	10.35	10.26	10.23	10.22	10.01	9.91	+ .53%
Ratio - all divisions (A) ÷ (B)	5.58:1	5.69:1	5.93:1	6.07:1	6.20:1	6.41:1	6.54:1	6.62:1	-1.04
All other school expenses	31.32	30.05%	28.26	27.43	26.30	24.31	24.52	24.45	+6.87%
Ratio - Cities (A) ÷ (B)	5.51:1	5.74:1	6.02:1	6.12:1	6.36:1	6.57:1	6.69:1	6.77:1	-1.26
Ratio - Counties (A) ÷ (B)	5.63:1	5.66:1	5.87:1	6.04:1	6.10:1	6.29:1	6.44:1	6.52:1	- .89
Total school division operating expenses (in millions) /3	<u>\$1,123.5</u>	<u>992.9</u>	<u>877.4</u>	<u>806.0</u>	<u>728.2</u>	<u>645.5</u>	<u>562.6</u>	<u>485.2</u>	+131.6%
Percentage increase in spending from previous year	<u>13.2%</u>	<u>13.2</u>	<u>8.9</u>	<u>10.7</u>	<u>12.8</u>	<u>14.7</u>	<u>16.0</u>		

(A) Instructional personnel: Teachers, teacher aides, and other instructional personnel.

(B) Supervision and administration: Administrative, supervisory, and clerical personnel.

/1 Almost all of this expense is recovered from the Federal school lunch program.

/2 90% of the increase in the fixed charges percentage is due to higher school division contributions for health insurance, social security, and the retirement system.

/3 Total spending on public elementary and secondary education in Virginia in 1974-75, including capital outlays, debt service, other education programs, and the Department of Education, was \$1,486,200,000.

Source: Annual Reports of the Superintendent of Public Instruction.

APPENDIX D

LONG RANGE ENROLLMENT OUTLOOK FOR PUBLIC EDUCATION IN VIRGINIA

The next 10 to 15 years will present the Commonwealth with a unique opportunity to increase the quality of elementary and secondary education because of the prospect of declining school enrollments. By necessity, for the last 25 years, the emphasis in education has been on quantity - more students, more teachers, more classrooms, etc. - to meet rising enrollments.

Nationally, public school enrollments hit a peak in the 1971-72 school year. Virginia will hit its peak enrollment in the 1976-77 school year. Virginia's enrollment has continued to increase largely because of the current rapid rise in kindergarten enrollments and a three month advance in the kindergarten/first grade enrollment cut-off date that is being phased in over a three year period ending in 1976-77.

The most recent estimate is that enrollments in Virginia will peak at 1,132,400 students and then go into a long decline, bottoming out in the late 1980's at 962,000, a 15% drop. Thereafter, enrollments would start to rise again. The table on page 45 sets out the enrollment projection on a year-by-year basis.

This decline in enrollment arises from the sharply lower birth rate and the actual decline in number of births that has been experienced in the U.S. and Virginia since the late nineteen sixties. In Virginia, there have been two sharp declines in the total number of births. After fluctuating between 94,000 and 97,000 from 1954 to 1964, the total number of births in Virginia dropped from 97,000 in 1964 to 84,500 in 1966. The second step down took place from 1970 to 1973 with a drop in births from 86,100 to 71,700. The first drop in births is reflected in the 1975-76 school year enrollment differences between the fourth and sixth grades. The second drop in total births will be seen in the next three school years.

Our current recession will serve to prolong this period of low birth rates. At present, only a glimmering of a slight upturn in the birth rate is foreseen as women now in their late twenties and early thirties stop postponing the start of their families. No consensus has been reached yet by demographers as to how much the birth rate will rise in the future, if at all.

As the percentage of the population enrolled in school increased, the percentage of Gross National Product (GNP) devoted to public elementary and secondary education rose to a peak of 4.6% in the 1971-72 school year. Nationally, as enrollments have started to decline, the percentage of GNP devoted to public education has also declined, in part because of a reduced need for new school buildings.

Viewed from another angle, public education will take a smaller share of GNP in the next decade because the ratio

of economically productive workers to students will increase from today's 1.8:1 to 2.5:1, or more, in the late nineteen eighties.

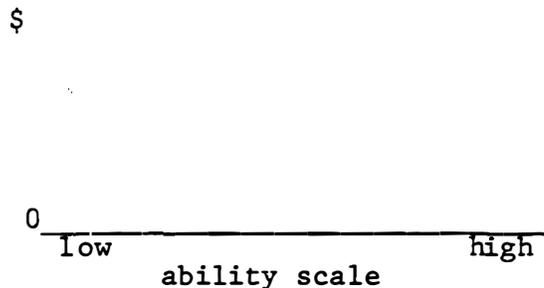
Since 1930, the slice of the national economic pie devoted to each student has almost doubled. In 1930, .11% of the GNP was spent on public education for each 1% of the population enrolled in public schools. By the 1972-73 school year, almost .21% of the GNP was spent on each 1% of the population in public schools. In 1973-74, the percentage declined slightly to .20%. This doubling of resource input was caused by reduced class sizes, higher teacher salaries, and more buildings and equipment. The national experience has undoubtedly been repeated in Virginia.

The above analysis is not affected by inflation, except as inflation might cause permanent shifts in real income and spending patterns.

Another, more recent trend in Virginia has been to increase the per-pupil spending on children at the high and low end of the academic ability scale relative to what is spent on students of average abilities and needs. State-mandated requirements in special education have raised significantly the resources devoted to handicapped children.

State grants of \$300 per pupil are being made to the school divisions this year for remedial programs for 31,000 low achieving fifth and sixth graders. The school divisions are also receiving \$40 per-pupil grants this year for enrichment programs for 30,000 gifted and talented students.

The solid line in the graph below represents, in conceptual terms, the traditional utilization of educational resources. The dotted line represents the relatively recent trend to devote more resources per student to those at the high and low end of the ability scale.



As enrollments start to decline, there will be an economic dividend of sorts. If the slice of the economic pie devoted to each student holds constant, public education's percentage claim on the Commonwealth's resources will decline, as is starting to happen nationally. A basic decision before the General Assembly and the school divisions will be the extent to which this dividend

is utilized to further increase the resources devoted to each pupil versus using these resources for other public needs or for tax reductions.

If education's slice of the economic pie is not cut back as sharply as the drop in the percentage of students in the population, then more economic resources can be invested in each student. Decisions will then have to be made as to how much of those extra resources will be spent on students of average abilities versus students with high or low abilities, or special needs.

At the present time, the recession has put Virginia's schools under tremendous financial pressure as real GNP has decreased. However, the economy should be on its way to recovery about the time school enrollments start to decline. Consequently, the economic dividend question could well be before the General Assembly and the schools in the 1978-80 biennium.

Another factor affecting resource allocation is school building needs. As enrollments decline, there will be less need for new school facilities, except to handle population shifts, new programs, or to replace old buildings (which should reduce school plant operating and maintenance expenses).

Leveling enrollments are already being reflected in school division budgets. Since the 1967-68 school year, capital outlays and debt service have declined from 24.61% of total school division budgets to 18.45% in the 1974-75 school year. (By contrast, in 1955, capital outlays and debt service took 32.7% of school division budgets.) The percentage of funds spent on capital projects may continue to decline since the schools built after World War II will not need replacing until the late 1980's or 1990's.

One other aspect of declining enrollments is the employment outlook for teachers. If class size ratios hold constant, the total number of teachers and administrators will decline as enrollments decline. While replacements will be needed for teachers who retire or resign, the total demand for teachers will undoubtedly continue at its present low level for some time to come. If total professional employment is held constant, the number of professional instructional personnel per one thousand students would have to rise from today's 57.0 to 66.8 by 1988-89. If the ratio were held constant, then total professional employment would decrease 15%, or almost 10,000.

This analysis of the long-range enrollment outlook has sought to touch on just some of the state-wide ramifications of the forthcoming decline in student enrollments. The impact of that decline will obviously vary from division to division. These ramifications also need much more study and analysis.

LONG RANGE ENROLLMENT PROJECTION AND RELATED DATA

<u>School Year</u>	<u>(1) Enrollment: Kindergarten- 12th Grade</u>	<u>(2) Projected State Population (July 1)</u>	<u>(3) Enrollment as a percentage of population</u>	<u>(4) Virginians in civilian employment</u>	<u>(5) Ratio: Workforce/ Students</u>
1973-74	1,123,426	4,844,000	23.2%	1,980,000	1.76
1974-75	1,127,100	4,873,000	23.1	2,056,000	1.82
1975-76	1,128,900	4,936,000	22.9	2,075,000	1.84
1976-77	1,132,400	5,000,000	22.6	2,100,000	1.85
1977-78	1,109,400	5,073,000	21.9	2,135,000	1.92
1978-79	1,083,500	5,147,000	21.1	2,175,000	2.01
1979-80	1,057,200	5,221,000	20.2	2,215,000	2.10
1980-81	1,035,000	5,295,000	19.5	2,255,000	2.18
1981-82	1,015,200	5,359,000	18.9	2,290,000	2.36
1982-83	998,300	5,423,000	18.4	2,320,000	2.32
1983-84	987,000	5,488,000	18.0	2,355,000	2.39
1984-85	981,000	5,554,000	17.7	2,390,000	2.44
1986-87	972,000	5,688,000	17.1	2,445,000	2.52
1988-89	962,000	5,826,000	16.5	2,500,000	2.60
1990-91	974,000	5,968,000	16.3	2,560,000	2.63

NOTE: The column headings are discussed below:

- (1) Projections through 1983-84 are those of the Department of Education. Projections beyond that year were made by using an approximation of the Department's projection method. The projections have been made independently of the state population projections, but they assume a crude birth rate (births related to total population) slightly higher than the experience of the last few years.
- (2) Population figures are as of the beginning of the school year. The 1973 estimate was made by the Tayloe-Murphy Institute. The projections from 1974 on were made by the Division of State Planning and Community Affairs. Virginia had a 1.6% annual rate of growth during the sixties and a 1.28% annual growth rate from 1970 to 1973. The projection assumes a 1.28% annual growth rate from 1973 to 1980 and a 1.2% annual growth rate during the eighties. In the future, this population forecast may be revised downward.
- (3) The enrollment percentage is computed from two independently derived figures. The percentage for the eighties is quite

low by historical standards. However, the crude birth rate is at an all time low. The rate of 17.3 per 1000 population for the years 1965-1974 was 17% less than the previous low decade of 1931-1940.

- (4) The employment projection was arrived at by multiplying the population projection times a national projection of the civilian workforce, expressed as a percentage of the total population. Recent data seems to indicate that Virginia's civilian employment percentage is close to the national average. The projection assumes 4% unemployment and thus ignores any recessions. The employed percentage of the population is increasing and will continue to do so well into the eighties as the percentage of the population in school declines.
- (5) Column (4) divided by Column (1). Since most taxes ultimately derive from employed persons, the ratio of students to workers gives some indication of the ease of financing educational, as well as other governmental programs. The long run trend indicates that financing education should become somewhat easier or greater resources should be available for each student, assuming that other needs or tax reductions do not take up all the slack.

APPENDIX E

STANDARDS OF QUALITY

1974-76

1976-78

(Proposed by the Board of
Education, December 12, 1975)

1. Personnel

Each school division shall employ with State basic and local funds at least forty-eight professional instructional personnel for each one thousand students in Average Daily Membership.

2. Special Education

Each school division shall provide a program of special education for handicapped children that is acceptable to the Board of Education.

3. Gifted and Talented

Each school division shall provide special services acceptable to the Board of Education designed to enrich the educational experiences of gifted and talented students.

4. Vocational Education

Each school division shall provide vocational education for all students planning to enter the world of work or make progress acceptable to the Board of Education toward achieving the plan submitted to the Board of Education on June thirty, nineteen hundred seventy-three.

5. Reading and Mathematics Skill Development

Each school division shall provide a supplementary program

1. Basic Learning Skills

A. Each school division shall give the highest priority in its instructional program to developing the reading, communications, and mathematics skills of all students with concentrated effort in the elementary grades. Special instruction shall begin for low-achieving students upon identification of their needs.

B. Each school division shall provide kindergarten education for all eligible children whose parents wish them enrolled.

2. Career Preparation

Each school division shall, by September, 1978, provide programs acceptable to the Board of Education which:

- a. offer career guidance to students;
- b. offer preparatory programs for students planning to continue their education beyond high school; and
- c. provide vocational education in marketable skills for students who are not planning to continue their education beyond high school.

in reading and mathematics skill development for low-achieving students in grades K-6 acceptable to the Board of Education.

6. Kindergarten

Each school division shall provide kindergarten education for all eligible children whose parents wish them enrolled or be prepared to offer this program by September, nineteen hundred seventy-six.

7. Accreditation

Each school division shall develop by July one of the ensuing school year an acceptable plan to meet accrediting standards for any school that is unaccredited or accredited with a warning by the Board of Education.

8. Five-Year School Improvement Plan

Each school division shall involve the staff and community in revising and extending annually the five year school improvement plan to be submitted to and approved by the Board of Education on July one, nineteen hundred seventy-four. This plan shall include

- a. The objectives of the school division stated in terms of student performance;
- b. An assessment of the extent to which the objectives are being achieved, including follow-up studies of former students; and

3. Special Education

Each school division shall have a program, acceptable to the Board of Education, of early identification of students who need special education. When handicapping conditions have been confirmed and defined, such students shall be provided with a program of special education which is acceptable to the Board of Education and to the extent provided for by the Appropriations Act of the General Assembly.

4. Gifted and Talented

Each school division shall provide differentiated instruction to increase the educational challenges and to enrich the experiences and opportunities available to gifted and talented students.

5. Personnel

- a. Each school division shall employ with state and local funds at least 49 professional instructional personnel for each one thousand students in Average Daily Membership.
- b. Each school division shall provide a program of personnel development. This program shall be designed to help all employed personnel to become more proficient in performing their assigned responsibilities, including the ability to identify students with special instructional needs.

6. Accreditation

Each school division shall develop by July one of the ensuing school

c. Strategies for achieving the objectives of the school division, including an organized program for staff improvement.

9. Policy Manual

Each school division shall maintain an up-to-date policy manual which shall include:

a. The grievance procedure prescribed by the Board of Education;

b. A system of communication between the local school board and its employees in order that views of all school employees may be received in an orderly and constructive manner in matters of concern to them; and

c. A cooperatively developed procedure for personnel evaluation.

year an acceptable plan to meet accrediting standards for any school that is unaccredited or accredited with a warning by the Board of Education.

7. Planning

Each school division shall involve the staff and community in revising and extending biennially a six-year school improvement plan. This plan shall be reviewed and approved by the local school board and submitted by January 15 of each odd numbered year to the Superintendent of Public Instruction for approval in accordance with criteria of the Board of Education. The plan shall include:

a. The objectives of the school division which can be measured by outcomes related to pupil performance whenever possible;

b. An assessment of the extent to which the objectives are being achieved, including evidence from follow-up studies of former students and explanations of deviations from the plan;

c. Strategies for achieving the objectives of the school division; and

d. Evidence of community participation in the development of the six-year plan.

8. Policy Manual

Each school division shall maintain an up-to-date policy manual which shall include:

- a. A grievance procedure prescribed, and amended from time to time as deemed necessary, by the Board of Education;
- b. Provisions for communications between the local school board and its employees whereby the views of school employees may be received in an orderly and constructive manner in matters of concern to them; and
- c. A cooperatively developed procedure for personnel evaluation.

An up-to-date copy of the school division policy manual shall be kept in the library of each school in that division, and shall be available to employees and to the public.

