

**REPORT OF THE  
STATE COUNCIL OF HIGHER EDUCATION**

**THE EFFECTS OF MILITARY  
REDUCTIONS ON HIGHER  
EDUCATION IN VIRGINIA**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



**HOUSE DOCUMENT NO. 20**

**COMMONWEALTH OF VIRGINIA  
RICHMOND  
1996**





# COMMONWEALTH of VIRGINIA

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January 3, 1996

The Honorable George F. Allen  
Governor of Virginia, and  
The General Assembly of Virginia  
3rd Floor, State Capitol  
Richmond, Virginia 23219

Dear Governor Allen and Members of the General Assembly:

The report transmitted herewith is pursuant to House Joint Resolution 172 (1994). This resolution requested the State Council of Higher Education for Virginia to study the effects on education of military downsizing in Virginia. The Council approved the report at its meeting December 11, 1996.

Respectfully submitted,

  
J. Michael Mullen  
Deputy Director

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## PREFACE

House Joint Resolution No. 172 (1994), sponsored by the Honorable Julia Connally, directed the State Council of Higher Education to study the transition of military retirees into teaching as a second career and the effect of military downsizing on the enrollments in Virginia's public colleges and universities. A Council staff member, Richard S. Myers, developed the report under the supervision of Margaret A. Miller, in consultation with the Virginia State Department of Education; the U. S. Department of Defense; the Virginia Tidewater Consortium for Higher Education; the Virginia Community College System; and the Government Documents staff, Alderman Library, University of Virginia.



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## EXECUTIVE SUMMARY

House Joint Resolution No. 172, sponsored by the Honorable Julia Connally, directed the State Council of Higher Education for Virginia to study the effects on education of defense reductions in Virginia. Specifically, the resolution asked the Council to look at the potential for former military personnel to teach in the public schools or colleges and universities in the Commonwealth and at the effects of military downsizing on higher-education enrollments.

The chief findings of the study are as follows:

- After an initial decrease of 6.4 percent in military personnel between 1989 and 1994, the Commonwealth should see its numbers of servicemembers swell by 4,300 once base closures and realignments elsewhere are completed.
- Those active-duty personnel who resign from the services -- estimated to be 12,000 to 14,000 annually -- will nevertheless form a significant pool of talent for the Commonwealth.
- Teachers shortages in Virginia are confined to several areas. They are most serious in special education but also exist to some small degree in chemistry, physics, earth and space sciences, foreign languages, and technology education.
- Programs to help former military personnel become teachers, which exist in Virginia and several other states, should focus on those shortage areas. Programs could also be created to help former military personnel move into a broader range of second careers.
- Restructuring, the hiring freeze, and the glutted academic job market have combined to create a very difficult job market in Virginia's public colleges and universities. Consequently, collegiate teaching does not represent a significant employment opportunity for retired military personnel.
- Former military personnel and new active-duty personnel will have their greatest effect on higher education as students. The numbers of military or former military personnel likely to enroll in Virginia's public colleges and universities have been taken into account in the institutions' enrollment projections.



## RESPONSE TO THE 1994 GENERAL ASSEMBLY HOUSE JOINT RESOLUTION NO. 172

Service members bring to the classroom a wealth of experience, especially since many have lived and worked in other countries. They have lived a multicultural curriculum. Thus, they are typically accepting of the diversity they find among their students. Also, our teachers from the military have conducted training sessions, presented briefings, and developed some instructional curricula. They bring a special blend of confidence and humility to their classrooms. On the one hand, they are sufficiently confident so that they can stand with the children and assume responsibility for facilitating their learning. On the other hand, they are sufficiently humble to realize the enormity of the task. They come prepared to teach in the fullest sense.<sup>1</sup>

### Introduction

Historically, calls for increased educational opportunities for retiring military personnel have accompanied major downsizing initiatives by the Department of Defense. Following World War II, the United States Armed Forces Institute and emerging on-base education centers assisted departing active-duty personnel to increase their skills so that they might better compete in the civilian job market. A similar downsizing and concern for military personnel conversion after the Vietnam conflict resulted in the development of Project Transition, which allowed active-duty personnel to secure education or job training during the last six months of duty. By the mid-1990s education offices were proliferating on American military bases throughout the nation and world. In the current era of military downsizing, projected teacher shortages and a perception of the declining quality of America's public schools have caused many to explore the possibility of encouraging retiring or separating military personnel to move into teaching as a second career.

As charged by House Joint Resolution No. 172, this report examines the feasibility of helping military retirees become teachers, as well as the effect of military downsizing on higher- education enrollments in the Commonwealth. First, an overview of the current phase of military downsizing nationally and in Virginia is presented. Second, the report describes alternative teacher-education programs in the Commonwealth and other states, followed by a discussion of the need for teachers in Virginia. Finally, the report concludes with a brief discussion of the effect of defense conversion on higher education enrollments.

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<sup>1</sup> Keltner, David P. "Troops to Teachers: Alternative Certification and the Military," *Educational Forum*, 58 (Winter 1994) p. 186.

## Military Downsizing and Realignment

### *The National Picture*

Between 1989 and 1994, the U.S. Department of Defense (USDoD) decreased active-duty military personnel strength levels from 2.13 million to 1.61 million.<sup>2</sup> Further, in 1995 the Base Realignment and Closure Commission recommended the closure or "disestablishment" of 71 military bases or installations in 30 states and territories. Alabama, for example, lost 35.3 percent of the total number of active-duty personnel stationed in the state as Fort McClellan was closed and soldiers either left military service or transferred to other bases. California -- perhaps the state most affected by the Commission's recommendations -- lost a total of 11 bases and installations.<sup>3</sup>

### *Military Downsizing in Virginia*

Virginia too has experienced a gradual decline in military troop strength since downsizing began in the late 1980s. Although not as dramatic as the national decline of 24.4 percent, the number of active-duty personnel in Virginia declined by 6.4 percent, from 96,171 in 1989 to 90,032 in 1994.

But Virginia's concentration of military bases in the Northern Virginia and Tidewater areas provided the Commonwealth with a significant advantage over other states during the base realignment and closure debates. The presence of all three major branches of the armed services in both areas allowed Virginia to position itself as a "mega-center" for the U.S. Armed Forces. The Tidewater area, for instance, serves as the headquarters for the U.S. Air Force's Air Combat Command at Langley and the U.S. Navy's Atlantic Fleet at Norfolk. As the USDoD looked to streamline operations and eliminate less strategically important installations, the Northern Virginia and Tidewater bases became attractive places to concentrate the troops.<sup>4</sup>

So, despite previous losses and some further downsizing of troop strength in

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<sup>2</sup> "Department of Defense Active Duty Military Personnel Strength Levels: Fiscal Years 1950-1994," *DefenseLINK*. Washington, DC: U.S. Department of Defense Washington Headquarters Services Directorate for Information, Operations, and Reports. 1994.

<sup>3</sup> "Department of Defense Active Duty Military and Direct Hire Civilian Personnel by Installation or City," *DefenseLINK*. Washington, D.C.: U.S. Department of Defense Washington Headquarters Services Directorate for Information, Operations, and Reports. September 30, 1994.

<sup>4</sup> Comments of Ret. General John M. Loh, Former Commander of the USAF Air Combat Command at Langley during his keynote address at "Off-Duty Education: Meeting the New Needs of the New Military," sponsored by the Virginia Tidewater Consortium for Higher Education. Norfolk, VA. November 3, 1995.

Virginia through closure at Fort Pickett (9 active-duty personnel) and realignments at Fort Lee (99), Norfolk Naval Air Station (551), and Arlington (201)<sup>5</sup>, the overall number of military personnel in Virginia is expected to increase by over 4,300 once the realignments and closures elsewhere are completed, due to the almost 5,200 active-duty military personnel that the Naval Air Station at Oceana is expected to receive from other bases during the USDoD consolidation. In total, the realignments of 1995 will restore almost 75 percent of the previous active-duty reductions made since 1989.<sup>6</sup>

But base closure and realignment personnel gains and losses constitute only one element of the military personnel changes represented in the numbers above. Each year, thousands of active-duty military personnel voluntarily separate from the military in Virginia. And those who resign or retire do not necessarily leave Virginia. The Governor's Commission on Defense Conversion and Economic Adjustment estimates that large numbers of military personnel -- 12,000 to 14,000 annually -- will remain in the Commonwealth upon separation or retirement.<sup>7</sup>

### Reasons for Helping Military Personnel Become Teachers

House Joint Resolution No. 172 presumes that the Commonwealth has an interest in recruiting some of the military personnel who remain in Virginia to teach in its public schools, colleges, and universities. It does so for several reasons:

- (1) Because of the technical nature of many jobs in the military, retirees are often well educated in teaching areas which have traditionally experienced teaching shortages, such as mathematics, science, and foreign languages.
- (2) The environment of military life has equipped retirees with the managerial and organizational skills needed to manage a classroom.
- (3) Military personnel are generally more representative of the diversity of minority groups than regular collegiate populations. Therefore, retirees can serve as a potential source for increasing the numbers of minorities in teaching, whom the Board of Education has identified as a comprising a

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<sup>5</sup> "Department of Defense Recommended BRAC 95 Job Changes by State," *DefenseLINK*. Washington, D.C.: U.S. Department of Defense Washington Headquarters Services Directorate for Information, Operations, and Reports. 1995.

<sup>6</sup> Griffis, Robert J. and Timothy O. Kestner, "Department of Defense Employment Military and Civilian by Service Branch, Region, and Installation in Virginia. Richmond, VA: Virginia Employment Commission. 1992; and Griffis, Robert J., Ann D. Lang, and Timothy O. Kestner, "Department of Defense Employment Military and Civilian by Service Branch, Region, and Installation in Virginia. Richmond, VA: Virginia Employment Commission. 1993.

<sup>7</sup> *First Report to the Governor*. Governor's Commission on Defense Conversion and Economic Adjustment. Richmond, VA: Commonwealth of Virginia. November 1992. pp. 16-17.

- teacher shortage area in Virginia.<sup>8</sup>
- (4) Many jobs in the military require that personnel deliver instruction or training.<sup>9</sup>
  - (5) Military retirees are usually young and prepared to work 15 or more years in a second career after leaving active duty.<sup>10</sup>
  - (6) Many of the previous deterrents preventing retirees from pursuing a second career in teaching, such as low salaries and inflexible teacher certification requirements, have begun to be alleviated.<sup>11</sup>

### Early Efforts at Encouraging Military Retirees to Pursue Teaching

The interest in facilitating and encouraging retiring military personnel to seek second careers in teaching is not new. In 1986, Secretary of Education William Bennett and Secretary of Defense Casper Weinberger signed a joint statement encouraging retired and retiring military personnel to consider second careers as teachers, given the shortage of qualified teachers, especially in mathematics and the sciences.

In response, the U.S. Navy initiated its Teaching as a New Career Program in 1988 to alleviate teacher shortages and elevate the quality of science and mathematics education in elementary and secondary schools across the nation. To implement the new program, the Navy focused its efforts on thirteen geographic sites where it had a strong presence, including Norfolk and the Washington, D.C. area. In the Washington/Northern Virginia area, the Navy worked with the George Washington University's teacher certification program. Old Dominion University, Norfolk State University, and Virginia Wesleyan University provided programs for the Tidewater region. One of the hallmarks of these programs is the flexibility they provide military retirees to substitute military teaching experience for student teaching requirements and documented life experiences for course credit.

The Teaching as a New Career (TANC) program, and others like it such as the Army's New Careers in Education Program, coincided with the educational reform efforts of the early 1980s and the *Nation at Risk* report (1983), which cited incoherent curricula,

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<sup>8</sup> Board of Education and the State Council of Higher Education for Virginia. *Response to the 1995 General Assembly of Virginia: House Joint Resolution No. 628* November 16, 1995.

<sup>9</sup> Taylor, Tracy, A. "New to the Ranks: Moving from the Military into Teaching," *ERIC Clearinghouse on Teaching and Teacher Education*, (June 1994), p. 1

<sup>10</sup> MacDonald, Robert H., M. Lee Manning, Robert A. Gable. "An Alternative Certification Program: Career Transition," *Action in Teacher Education*, Vol. XVI (Summer 1994), p.19

<sup>11</sup> *Teaching as a New Career for Military Personnel*. Washington, D.C.: Department of the Navy Naval Military Personnel Command, May 1990

poor student achievement, and inadequate teachers as the roots of a poor-quality American educational system. Military retirees represented a potential source of high-quality instructional personnel for America's ailing schools, especially in the high-technology areas of computer science, science, and applied mathematics.<sup>12</sup>

As the USDoD downsizing began in the late 1980s and intensified after the Persian Gulf War, military retirees and those facing impending separation from the military began to consider teaching in increasing numbers. A November 1992 survey of Army personnel by the National Center for Educational Statistics revealed a strong interest in a second career in teaching, an increased knowledge of state teacher certification requirements, and a willingness to relocate to alleviate teacher shortages in certain geographic areas (inner cities and rural locales) and curricular concentrations (mathematics, science, bilingual education, special education, and geography). Thirty-six percent of those surveyed indicated a willingness to teach in inner-city schools, while 67 percent indicated they would accept teaching positions in rural communities.<sup>13</sup> During the first six months of the Army's New Careers in Education Hotline service, approximately 1,000 calls per month were received from military personnel from all branches requesting information on how to become teachers.<sup>14</sup>

### Teacher Certification Programs

#### *State-Approved Programs*

Ordinarily, to become certified to teach in public elementary or secondary schools the prospective teacher must successfully complete a recognized teacher-education program at a four-year college or university, complete the student-teaching experience, and pass required teaching examinations such as the National Teachers Examination (NTE). Since each state retains the prerogative to establish its own licensing requirements for teachers, the exact certification procedures and requirements vary from state to state. However, the basic structure described above is generally consistent among the states.

In Virginia, there are three basic routes to teacher licensure and certification: (1) completion of a state-approved post-secondary teacher-preparation program; (2) completion of an approved alternative teacher-certification program; or (3) obtaining certification from another state with which Virginia has a reciprocity agreement. In

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<sup>12</sup> *Ibid.*

<sup>13</sup> Feistritzer, C. Emily. *Survey of Army Personnel Interested in Teaching*. Alexandria, VA: U.S. Army Research Institute for Education Information. November 1992.; and C. Emily Feistritzer, "Looking for a Few Good Teachers?" *Executive Educator* (May 1993). p. 40.

<sup>14</sup> Keltner, p. 182.

addition, individuals not yet satisfying the above criteria may apply for and receive a nonrenewable provisional license for a period of less than three years while they complete the necessary requirements for certification. Provisional licensure is limited to persons who hold a baccalaureate degree in the arts and sciences from an accredited institution and who satisfy the requirements for one or more endorsement areas. In order to receive the renewable teaching license, the individual must complete the Professional Teacher's Assessment, all coursework in general studies, fifteen semester hours in professional education courses, and one year of successful, full-time teaching experience. Specific coursework requirements for the various elementary and secondary teaching areas can be found in the *Licensure Regulations for School Personnel* handbook distributed by the Office of Professional Licensure of the Virginia Department of Education.

To teach at a public four-year college or university in Virginia, a candidate generally must have an earned terminal degree -- for example a Ph.D. in the arts and sciences, a M.B.A. in business, or a M.F.A. for studio art. In some rare cases, a candidate may be hired on a one-year temporary appointment while he or she completes the dissertation. Community colleges generally require a master's degree (or at least 18 graduate credit hours) in the discipline to be taught for "academic" areas. In vocational curricular areas in the community colleges, the requirements are less defined, but generally a baccalaureate degree and significant professional experience are required.

### *Alternative Certification Programs*

In response to the projected teacher shortages of the late 1980s and early 1990s, many states began exploring alternative (and less time-consuming) procedures for licensing individuals to teach in the public school systems.<sup>15</sup> By 1993, 68 alternative teacher certification programs had been established in 41 states.<sup>16</sup> While only a few were directed specifically at military retirees, all could be used by the retirees to facilitate their transition to the classroom.

Support for alternative teacher certification programs has increased in recent years. Alternative certification programs have been supported as an effective means of moving baccalaureate degree-holders into teaching by 88 percent of private school principals, 85 percent of school board presidents, 82 percent of superintendents, and 77

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<sup>15</sup> The teacher shortages were predicted by the National Center for Educational Statistics in its 1983 reports, *The Digest of Education Statistics* (1983) and *The Condition of Education 1983*. The reports projected that by the early 1990s, teacher supply would equal only about two-thirds of the demand for new teachers.

<sup>16</sup> Feistritz, C. E. and D.T. Chester. *Alternative Teacher Certification: A State-by-State Analysis 1993-94*. Washington, D.C.: National Center for Educational Statistics. 1993.

percent of public school principals surveyed.<sup>17</sup>

### National and Other States' Alternative Certification Programs Aimed at Military Retirees

In addition to general alternative certification programs, programs have been established in many of the states having a strong military presence to assist in the transition of military personnel into the private sector, often as teachers. These programs differ significantly in terms of scope and procedures. They usually emphasize one or more of the following elements: (1) channeling interested military retirees into current alternative certification programs; (2) pre-separation assistance; (3) serving as information clearinghouse; and (4) subsidizing eligible servicemen and women with education and training grants upon separation from the military.

#### *Texas Military Teacher Initiative*

In addition to the Navy's "Teaching as a New Career" program and the Army's "New Careers in Education Hotline," the U.S. Army instituted a collaborative pilot teacher-training project with the Texas Education Agency in 1992 to encourage military retirees to enter teaching. Texas was chosen by the Army, in part, because of its shortage of teachers and established alternative teacher-certification procedures. The joint program, the Texas Military Teacher Initiative, had as its primary objectives to

- (1) Formalize a cooperative agreement between the state and the U.S. Army to screen and identify potential candidates for transition into teaching;
- (2) Establish three pre-assignment training centers;
- (3) Provide employment opportunities; and
- (4) Provide ongoing training, supervision, and support to new teachers.<sup>18</sup>

During its first year of operation (1992-93), the Texas Military Initiative Program placed over 150 former military personnel as teachers in Texas classrooms.<sup>19</sup>

#### *Georgia's Fast-Track Teacher Certification Program*

The Fast-Track program is also a collaboration between the U.S. Army and state agencies for the purpose of encouraging military retirees to pursue teaching careers and to facilitate their transition to such careers. The program recruits military personnel interested in teaching while they are still on active duty and begins offering certification

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<sup>17</sup> Feistritzer, C.E. "The Evolution of Alternative Teacher Certification," *Educational Forum*, 58 (Winter 1994) pp. 132-138.

<sup>18</sup> Keltner, p. 183.

<sup>19</sup> *Ibid.*

courses prior to separation from the military. Candidates participate in a 120-day instructional program offered by Paine College at Fort Gordon.

The program is unique among state alternative certification programs in its reliance on and acceptance of competency-based evaluation. Each candidate is evaluated in terms of past educational and professional experiences in order that an individualized training program can be developed to focus on identified deficiencies in the candidate's background. During its initial year (1994), the Fast-Track program enrolled 40 military personnel.

### *Florida's Second Careers Program*

In 1990, the Florida Department of Education established a Second Careers Office to plan for military downsizing in the state by assisting qualified active-duty personnel to develop individual plans that might lead to second careers as teachers in Florida's public schools. The Florida program developed as a joint partnership among the U.S. Army, the Florida Department of Education, the state's 67 public school districts, community colleges, and several universities. The office serves as a clearinghouse, providing a first point of contact for the dislocated or retired soldier, sailor, or airman. As it receives inquiries from military personnel, it refers them to the appropriate educational partner. The office also handles initial counseling and refers its clients to school systems, community colleges, or universities to develop plans to equip them with the skills necessary to be successful in a post-military career.<sup>20</sup>

At the program's outset, the Florida legislature appropriated \$500,000 in 1990 and another \$400,000 in 1991 in support of the Second Careers Office and two community-college transition-support programs. Approximately 1,800 military personnel contacted the Second Careers Office during this period to request assistance in planning their impending separation from the military. Unfortunately, no systematic database was established to track the success of those contacting the office in obtaining certification and employment as teachers.<sup>21</sup>

Finally, as the demand for new teachers began to decline in Florida during the early 1990s, the Florida legislature reduced the funding of programs providing broad-based incentives for people -- either college graduates or military retirees -- to enter the teaching profession. In response, the Second Careers Office expanded its focus to include other suitable and attractive career options for military retirees, such as the

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<sup>20</sup> Statement of James C. Pirius, Director of the Second Careers Program for the Florida Department of Education. *Hearings before the Joint Economic Committee of the United States*. 102nd Congress. May 19, 1992. Washington: U.S. Government Printing Office.

<sup>21</sup> *Ibid.*



health-care and trucking industries.<sup>22</sup>

### *Troops for Teachers Program*

In October 1992, Congress passed the 1993 Defense Authorization Act, which included a provision supporting alternative certification for displaced or retired military personnel. The program, Troops for Teachers, provides \$5,000 stipends to former military personnel seeking teacher certification, as well as pro-rated grants (50 percent of the new teacher's salary in year one) to the local school districts hiring former military personnel as teachers. During 1994, the program supported nearly 2,500 prospective teachers. In order to be eligible to receive assistance through the program, an individual must have at least six years of continuous active duty, have a baccalaureate degree in hand, agree to complete all requirements for certification within two years of separation from military service, and agree to remain employed as a teacher for five continuous years following certification.<sup>23</sup>

### Virginia's Alternative Certification Programs Aimed at Military Retirees

Several institutions in Virginia and the District of Columbia have established alternative certification programs to assist military personnel in their transition to teaching careers. They include the Military Retiree Program at George Washington University, the Alternative Secondary Education Program at Virginia Wesleyan University in Norfolk, and the Teacher Education Program for the Military at Norfolk State University. Two of them are described here.

### *Teaching as a New Career for Military Personnel Program at Marymount University*

The Marymount program operates from the premise that there is a need in Virginia's (and America's) schools for teachers equipped with strong content-based knowledge and skills. Marymount perceives military retirees as a rich source of potential teachers who are experienced, possess high levels of job competency, and have knowledge of technology. So the Marymount program aims to supplement previous education and training with the additional coursework and experience necessary to prepare and certify them for teaching.<sup>24</sup>

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<sup>22</sup> *Ibid.*

<sup>23</sup> Taylor, Tracy A. *Troops to Teachers: Guidelines for Teacher Educators*. Washington, D.C. American Association of Colleges for Teacher Education. February 1994.

<sup>24</sup> John and Martha Tyler. *Teaching as a New Career for Military Personnel*. ERIC Clearinghouse ED 367646. 1992. pp. 2-12.

The Teaching as a New Career for Military Personnel Program provides course sequences for certification in ten specialties: English, general mathematics, biology, chemistry, earth and space sciences, general science, physics, social studies, and business education.

*Military Career Transition Program (MCTP) at Old Dominion University*

This program was established at Old Dominion in 1989 in response to the increasing numbers of personnel leaving the military during the national downsizing, as well as to the projected teacher shortages in many elementary and secondary education fields. The underlying purpose of the program is evident in the words of its founder and teachers:

We based the MCTP on the assumption that career military personnel have gained considerable experience attending or teaching school. In fact, most MCTP participants have participated in Instructor School. . . . Every branch of the military has specialized training programs that teach important teaching skills, such as decision making, team work, inquiry, management by objectives, and assessment. . . . Taken together, these experiences bode well for preparing military men and women to become teachers in our nation's schools.<sup>25</sup>

The MCTP program combines many of the characteristics described earlier in the alternative certification strategies of other states. For example, like the Florida Second Careers Program, MCTP is a collaboration among the armed services branches, the Virginia State Department of Education, several ODU departments, and school districts. Unlike the Florida program, however, the MCTP is administered by a university. Like the Texas Military Initiative, the MCTP is linked to an alternative certification program that provides coursework and guidance to prospective teachers. In fact, negotiations with the Virginia State Department of Education have resulted in a simple one-step alternative certification procedure for military personnel completing the requirements of the MCTP program. Through the program, certification can be earned in as little as one year, depending on the candidate's previous education. Finally, like the Georgia Fast Track program, the ODU program assists interested military personnel prior to their separation from the military through off-campus educational offerings.<sup>26</sup>

Since its beginning in 1989, the MCTP program has assisted over 250

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<sup>25</sup> MacDonald, Manning, and Gable, p. 21.

<sup>26</sup> *Ibid.*, p.22.

military personnel in the transition to teaching as a second career. Graduates of the program have accepted teaching positions in 24 states, including the Commonwealth. The graduate placement rate consistently exceeds 90 percent. Currently, approximately 800 military personnel are enrolled in one of the program's five coursework specialties: elementary, secondary, middle school, special education, and technical education.<sup>27</sup>

### The Demand for Additional Teachers in Virginia

As evidenced by the above discussion, effective alternative certification structures and procedures were established in Virginia and other states in response to perceived teacher shortages, especially in the areas of mathematics and the sciences. Projections from the National Center for Education Statistics estimated that supply of teachers by in the early 1980s would only amount to two-thirds of the potential demand.<sup>28</sup>

However, the report from the Virginia State Department of Education in response to the 1995 General Assembly's House Joint Resolution No. 628 identified no existing or anticipated wide-spread teacher shortages in the Commonwealth, although there are some specific licensure areas in which teachers are in short supply. The most serious deficit is in special education, but shortages also exist to some small degree in chemistry, physics, earth and space sciences, foreign languages, and technology education.<sup>29</sup>

There are even fewer opportunities for teaching positions in the Commonwealth's public colleges and universities. At the four-year institutions, restructuring initiatives and the hiring freeze on new state employees have constrained the number of available faculty positions. While some faculty turnover still exists to address faculty retirements and vacancies, repetition of the significant faculty expansions of the 1970s and 1980s seems doubtful. While it is true that many aging faculty members should begin leaving the profession in larger numbers near the end of the 1990s, the few military retirees with terminal degrees seeking faculty positions would enter an already saturated job market to compete with recent university Ph.D.s.

The current academic job market is especially tight in the areas military

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<sup>27</sup> *Ibid.*, pp.23-24.

<sup>28</sup> The teacher shortages were predicted by the National Center for Educational Statistics in its 1983 reports: *The Digest of Education Statistics* (1983) and *The Condition of Education 1983*.

<sup>29</sup> Board of Education and State Council of Higher Education

personnel would most likely pursue: science, engineering, and mathematics. A recent National Academy of Sciences report on the condition of graduate education in the sciences concluded that the three primary sources of employment for Ph.D. scientists and engineers -- academia, industry, and government -- are all experiencing increased competition and constraints on growth.<sup>30</sup> According to the Chemical & Engineering News,

For Ph.D.s and those in postdoctoral positions, the market -- though improving -- is expected to stay very tight for at least another year. The already swollen postdoctoral pool is likely to get even larger in 1995, growing in part because many newly graduated Ph.D.s will not be finding the permanent jobs they want in industry and academia.<sup>31</sup>

#### Effect on Enrollment for Virginia's Higher Education Institutions

House Joint Resolution No. 172 also directs the Council of Higher Education to "study the effects of reductions in the military force on future enrollments in higher education." As discussed earlier, there will be no further reduction, but rather an increase, in military force in the Commonwealth. However, both retiring servicemembers and active-duty personnel will continue to take advantage of Virginia's public colleges and universities, with some effects on enrollment.

The USDoD cooperates with a consortium of national higher education institutions to provide armed services personnel with educational opportunities to enhance their military effectiveness and achieve their personal career, educational, and vocational goals. The Servicemembers Opportunity Colleges (SOC) facilitate admission to postsecondary educational programs by recognizing the experiential learning experiences of military personnel. In Virginia, 29 institutions, including 14 community colleges, participate in the SOC program.

Clearly, enlisted personnel provide a large potential pool for postsecondary education. While fewer than 5 percent of active-duty officers in all branches have less than a baccalaureate degree, approximately, 95 percent of active-duty enlisted personnel have only a high-school diploma or GED.<sup>31</sup> Many of these people are expected to seek postsecondary education, either at the associate or bachelor's degree level.

One measure of their interest in higher education is the number of military

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<sup>30</sup> *Reshaping the Graduate Education of Scientists and Engineers*. Washington D.C.: National Academy of Sciences 1995.

<sup>31</sup> Rawls, Rebecca L. "Demand," *Chemical and Engineering News*, 72 (October 24, 1994). p.43.

personnel taking advantage of the reduced tuition to which they are entitled at Virginia's public colleges and universities. Since 1989, the number of out-of-state active-duty personnel receiving reduced tuition has increased 72 percent, from 1,973 to 3,392 in fall 1994. Meanwhile, the credit hours taken by those students increased from 10,223 in 1989 to 18,099 in 1994. There have been slight declines in both headcount and credit hours since peaking in 1991. However, those numbers include military dependents and spouses receiving reduced tuition, which have declined from a high of 1,573 in 1991 to 81 in 1994, apparently the result of tightened reduced-tuition eligibility requirements for spouses and dependents.

Active-duty military personnel in off-campus programs are likely to be increasingly interested in programs offered by Virginia's postsecondary institutions. At least two factors will drive expanded enrollment. First, the reality that military personnel must prepare for second careers encourages active-duty personnel to take advantage of every educational opportunity offered, either to qualify for promotion or to gain additional skills in preparation for transition to private sector employment. Second, the influx of transferred military personnel to the Norfolk area as the result of base closures and realignments will bring in over 5,000 additional active-duty personnel.

Those increases have been taken into account in the State Council of Higher Education's enrollment projections. In its recent higher-education enrollment projections, the Council met with each of the 16 public colleges and universities and the Virginia Community College System to discuss their expectations and assumptions regarding enrollment growth. Those assembled concluded that population growth and military conversion would focus the majority of enrollment growth in the urban crescent region stretching from Northern Virginia through Richmond to the Tidewater area.

### Conclusions and Recommendations

Proposed legislative action to increase state support of programs to turn military personnel into teachers has rested on the premise that military downsizing would provide a source of highly qualified military retirees to fill teacher shortages. However, such shortages are not a widespread problem for Virginia in the near future. And employment prospects at postsecondary institutions for military retirees are very limited, with the possible exception of adjunct positions with the community colleges.

However, that many military personnel are interested and inclined to pursue second careers in teaching is indisputable, given the expansion of the MCTP program at ODU and elsewhere. Those programs should continue to be supported, with the proviso that they focus on those licensure areas in which

those licensure areas in which Virginia is experiencing shortages, as they are now beginning to do. Former military personnel interested in teaching should continue to receive valuable training, as well as counseling and information concerning certification requirements and procedures, in these programs.

In addition, if the goal is to assist military personnel as they move into the private sector, the Commonwealth might, like Florida, explore other employment areas for potential shortages. Just as many military personnel are highly qualified to assume educational positions, many also have valuable experience as plumbers, computer technicians, machinists, and in other technical fields. Programs could be designed to help military personnel move into a broader range of careers than teaching.

# GENERAL ASSEMBLY OF VIRGINIA -- 1995 SESSION

## HOUSE JOINT RESOLUTION NO. 519

*Requesting the State Council of Higher Education for Virginia to study the funding of the Commonwealth's public institutions of higher education.*

Agreed to by the House of Delegates, February 23, 1995

Agreed to by the Senate, February 21, 1995

WHEREAS, the Commonwealth's commitment to provide for the education of its citizens is evidenced in the quality of its system of higher education, comprised of 39 public and 40 private colleges and universities; and

WHEREAS, the multifaceted missions of these institutions embrace instruction, research, community service and outreach, and economic development; and

WHEREAS, as indicated by the Virginia Plan for Higher Education (1993), burgeoning enrollments, restructuring demands, and state budget constraints will significantly challenge these institutions as they seek to provide continued access to the highest quality education; and

WHEREAS, state funding for Virginia's institutions of higher education has traditionally been based upon consideration of a number of factors, including faculty, enrollments of full-time students, and curriculum offered by the particular institution; and

WHEREAS, pursuant to § 23-9.6:1 of the Code of Virginia, in preparing plans for a coordinated system of higher education, the State Council of Higher Education for Virginia ("SCHEV" or the "State Council") is to "consider the future needs for higher education in Virginia at both the undergraduate and the graduate levels, the mission, programs, facilities and location of each of the existing institutions of higher education," and, pursuant to § 23-9.9, is also directed to "develop policies, formulae and guidelines for the fair and equitable distribution and use of public funds among the public institutions of higher education, taking into account enrollment projections and recognizing differences as well as similarities in institutional missions"; and

WHEREAS, the missions of the public institutions reflect different characteristics, programmatic mixes, and strengths; and these differences cause (i) varying funding levels among the institutions, and (ii) institutions like George Mason University, Old Dominion University, and the Virginia Community College System having substantially increased enrollments without receiving additional state support over the past several years; and

WHEREAS, adequate and equitable funding for these institutions is essential to the continued success of their missions; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the State Council of Higher Education for Virginia be requested to study the funding of the Commonwealth's public institutions of higher education. In conducting its study, SCHEV shall consider, among other things, current funding levels and practices for doctoral, comprehensive, and two-year institutions in the Commonwealth and in other states; the individual missions of Virginia's institutions; recent institutional restructuring plans; and other issues as it deems appropriate.

All agencies of the Commonwealth shall provide assistance to the State Council, upon request.

The State Council shall report its findings to the Governor and the General Assembly by September 1, 1995, and shall complete its work in time to submit its findings and recommendations to the Governor and the 1996 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

