

AN ASSESSMENT OF THE ATTITUDES
OF SELECTED RESPONDENTS TOWARD THE
STANDARDS OF QUALITY FOR PUBLIC EDUCATION IN VIRGINIA

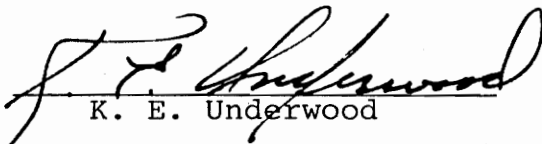
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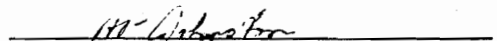
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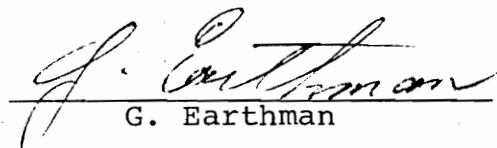
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Chapter 1

INTRODUCTION

As a result of national pressures for accountability in public education, the government of the Commonwealth of Virginia has moved toward a more centralized direction in its attempt at improvement. Campbell et al (1972:2) reported how "governors and legislators share(d) some of the disenchantment that many people now experience with respect to our institutions, including our schools." The new Constitution of Virginia, which became effective July 1, 1971, stipulated in Section 2, Article VIII, that "standards of quality for the several school divisions shall be determined and prescribed from time to time by the State Board of Education, subject to revision only by the General Assembly." These standards of quality were adopted by the State Board of Education in August, 1971, and were revised and enacted by the General Assembly for the biennium beginning on July 1, 1972.

The State Board of Education was thus given powers over the local school divisions which it had not possessed in the past. Only the General Assembly itself was empowered to revise the mandates of the State Board of Education. The legislation involved, as enacted by the General Assembly, established standards in the following areas: performance,

program, personnel, instructional materials and equipment, and planning and management. The main thrusts of these standards required long-range planning in public education, increases in personnel, more services for more people, and directed spending in certain areas for materials and equipment.

In addition to the control factor, the new standards of quality posed questions of costs. So serious were these questions that the General Assembly revised and enacted the standards with the proviso that "school divisions providing programs and services, as provided in the standards of quality prescribed ..., with state and local funds may be required to provide such services and programs only to an extent proportionate to the funding therefore provided by the General Assembly." (Standards of Quality and Objectives for Public Schools in Virginia, 1972:1)

Woodrow W. Wilkerson, then Superintendent of Public Instruction in Virginia, called the standards of quality "the single most potent instrument made available for effecting substantial improvements in public education that we have ever had in Virginia." (1972)

If past performances indicate any trends, the adoption of standards of quality by the state legislature portends further advances in central control of public education in Virginia. Maintaining that "there exists a need to monitor continually the implementation of the

standards of quality and to exercise general legislative oversight over the entire public education process," Garland and Lemmon introduced a bill in the 1976 General Assembly to create a "public education legislative oversight committee" to monitor the implementation of the standards of quality and to recommend such changes as it deemed appropriate. Posey (1963:656) pointed out that state control over local districts has increased in recent years with a growing relationship between percentage of funds contributed from state sources and the amount of centralized control.

Pateros (1962) and Masters (1965) both predicted that, with a greater proportion of spending for education coming from the United States government and being funneled through the state governmental agency, state regulations over local governments would increase.

The attitudes of school board members, local superintendents, local elected officials, state legislators, and state department of education personnel towards the standards of quality should be an indicator of the amount of cooperation with or resistance to the centralizing trend to be expected. As a state, Virginia has resisted centralized governmental control of education and tolerated it when legislation was merely permissive. A victory for the centralizing forces in Virginia would represent a reversal in traditional methods.

STATEMENT OF THE PURPOSE OF THE STUDY

The purpose of the study was to determine the attitudes of local school board members, superintendents, local elected officials, state department of education personnel, and the General Assembly of Virginia regarding the centralizing direction implied by the enactment of state mandated standards of quality for public education. This study should lend guidance to the state department as to the attitude that will secure the greatest cooperation in dealing with the local school divisions.

SIGNIFICANCE OF THE STUDY

The adoption of the standards of quality by the General Assembly of the Commonwealth of Virginia in the early 1970's represented a radical departure from the methods utilized previously in the governance of the public schools. Directions to the local educational agencies had been more in the nature of guidance and suggestion than legal mandates. With the coming of the standards of quality, Virginia joined the growing national trend toward the centralization of public education. Buchmiller (1973:2) reported that "twenty-three states have enacted and require some type of state or local programs to achieve greater accountability."

A cursory review of the literature reveals that the role of school boards is changing. The question at issue is

"How much responsibility or discretion should be delegated to the state board of education?" Morphet (1967:246) claimed that "limits or boundaries should be established for any discretionary authority that is granted." He further maintained that the states have discovered that "some minimum standards have been found necessary in every state as a means of helping to assure adequate educational opportunities." (1967:247) Although relations with the General Assembly and its creature, the state board of education, are only one of the many problems facing local boards of education, they may well represent potentially the greatest fundamental political readjustment in the control of public schools.

Local control of education is deeply engrained in the legal traditions of Virginia. Andrews (1949:357) reported that even Thomas Jefferson was not able to carry his own generation along with his ideas for the participation of the state in education to any great extent. The standards of quality, with their central direction and mandated methods, represent a drastic change in relations. The attitudes of school board members, superintendents, local elected officials, the General Assembly, and state department of education personnel may be crucial at this time of decision. If school boards, superintendents, local officials, the General Assembly, and state department of education personnel approve of centralization, then further state control can be

anticipated. Should these people not approve, a revision of the approach can be expected with continued local control a distinct possibility.

This study brings attention to bear on one of the emerging challenges to the authority of local school boards in Virginia. Further, it is anticipated that the information provided through this study will be useful to school boards as they determine their roles for the future.

DEFINITION OF TERMS

The following definitions are presented to enhance the reader's understanding of the specific meanings of the terminology used in the study:

Standards of quality - Regulations adopted by the state legislature mandating standards for personnel, instructional materials, programs, systemwide planning and management, performance objectives for the state and local school divisions, and planning and management objectives for schools and teachers.

School board members - The term, school board members, as used in this study, refers to members of the operating body of the school system, that body created by state law to operate and run the school system.

Superintendents - The term, superintendents, as used in this study, refers to those state officers, appointed by local school boards, to operate local school systems.

Local elected officials - The term, local elected officials, as used in this study, refers to those members of city council and county supervisors who perform the legislative function in local governments.

General Assembly - The term, General Assembly, as used in this study, refers to those members of the House of Delegates and Senate of the General Assembly of Virginia who were in office during the 1977 session.

LIMITATIONS OF THE STUDY

The study was limited to a survey of the superintendents, the General Assembly, selected personnel in the state department of education, and a random sample of school board members and local elected officials in the Commonwealth of Virginia. General statements were limited to the extent justified by the sample.

Many school board members and local elected officials may not understand the standards of quality and may have responded as they perceive they ought to have responded instead of with their actual understandings of the standards. The findings of the study were thus dependent upon a frank and honest response to the questionnaire. To the extent that the responses were not valid, the study and its findings were distorted.

RESEARCH QUESTIONS

To accomplish the purpose of this study the following questions were directed to groups representing local school superintendents, local school boards, local elected officials, state education agency personnel, and state legislators:

1. Have the standards of quality contributed to an improved quality of education in the public schools of Virginia?
2. Have the standards of quality resulted in a loss of local control?
3. Have the standards of quality resulted in or led to increased costs for educational services?

Respondents answering in the affirmative to the first question indicating an increased or improved quality condition who also responded affirmatively to questions two and/or three were asked to indicate whether they believed perceived gains in quality have been worth either the increased cost or resultant loss of control. The responses from each group were compared with the responses from every other group for each question providing thirty comparison studies.

The series of independent research questions is found in Appendix J.

STATEMENT OF ASSUMPTIONS

Three assumptions were considered to be fundamental to the study. These assumptions were as follows:

1. It was assumed that the attitudes of superintendents, school board members, local elected officials, state department of education personnel, and the General Assembly have a direct influence upon the cost, control, and quality of public education in Virginia.

2. It was assumed that the Standards of Quality will be a major vehicle through which future developments of public education in Virginia will be directed.

3. It was assumed that the responses received accurately reflected the viewpoints of the respondents.

SUMMARY

The enactment of mandated standards of quality for public education by the General Assembly of Virginia in 1972 represented a change in the governance of public education in the Commonwealth. As public education requires for its success broad popular support, the opinions of those groups most involved in education were deemed to be important. The question was whether the mandated standards represented a consensus of the interested groups or only some of those groups concerned.

ORGANIZATION OF THE REMAINDER OF THE STUDY

A review of the relevant literature is presented in Chapter 2. The procedures for collecting and analyzing the data are described in Chapter 3. An analysis of the data is reported in Chapter 4. The summary and conclusions are included in Chapter 5.

Chapter 2

A REVIEW OF THE RELEVANT LITERATURE

The purpose of this chapter was to present a review of the literature relevant to the study. As the standards of quality and their effect on the governance of education was the subject of inquiry, the history of the control of education in the United States in general and in Virginia in particular was reviewed. This review was divided into the pre-Revolutionary era, the period between the Declaration of Independence and the Civil War, and the period from the Civil War to the 1970's. The germination of the concept of accountability in education was traced and, finally, the advent of accountability and central control in Virginia was documented.

Governance of Education in the United States: Pre-Revolutionary

Education in the European colonies along the eastern seaboard of North America before the American Revolution was an import from the mother countries. The early settlers brought their educational ideas and institutions with them directly from their various homelands. The basic educational philosophy of the time was that the home and the industrial organization were primarily responsible for training the

young. For the wealthier classes schools with a literary curriculum were available. Education for the masses was provided for by the apprentice system in trade and industry combined with a system of poor relief. This was the extent of governmental participation through the British Isles for the most part. Churches and philanthropic foundations provided the secondary schools and universities. Church authorities, as required by canon law, licensed the schoolmasters in these institutions. The church and the government cooperated in the educational enterprise in Scotland. There the church initiated the movement and governmental support developed during the seventeenth century. A similar system had developed earlier in Holland where the church supervised and the government provided the financial assistance. In both countries the tenets of Calvinism provided the underlying foundation of church and state cooperation. (Monroe, 1971)

The English conception of education was firmly planted in Virginia and the other southern colonies. Virginia, particularly, took its living habits and social organization from the mores of rural England. An almost universal belief in education existed. The form was not important, nor did the education have to be literary, but some type of education for all people was the standard. The laws for apprentices, artificiers, orphans, and paupers provided training for all those who engaged in manual labor,

for the apprentices and journeymen laborers in the handicrafts, for farm laborers and household servants, for merchants' assistants and plantation helpers. Training in the vocations was considered essential. Religious education continued to be the duty of the churches. The opportunity for literacy was provided by private schools, charity schools, and free endowed schools. The gentry employed tutors for their children or sent them to England for their education. Nor was the education of the professional neglected. The university fulfilled that need. Thus was born on the eastern coast an educational system uniform in its philosophical underpinnings but diverse in its implementation. (Monroe, 1971)

From the Revolution to the Civil War

The advent of the American Revolution did not represent a decisive break in the development of education in the United States. Potter (1967:135) reported that many of the state constitutions resulting from the Declaration of Independence failed to mention education at all. Actually, of the first sixteen states to adopt new constitutions, only five made any mention of education. Even this mention only concerned institutions of higher learning. Monroe stated that:

Our forefathers of this period, outside of New England, scarcely considered elementary education to be a function of the state but would leave it to private initiative or local interest. (1971:211)

The early constitutions of Virginia, those of 1776 and 1830, did not mention education. Thomas Jefferson, in 1779, offered a bill to the legislature for the "General Diffusion of Knowledge" but his bill was rejected. The subject was pursued again seventeen years later by the same interests in a bill entitled "An Act to Establish Public Schools" which was passed. Under this legislation the county was made the unit of administration. The power to tax the localities and to erect schools was contained in the measure. Enforcement of the law was left in the hands of the locality, however, and as neither the local leaders or the people wanted a free school nothing apparently stemmed from this attempt. (Monroe, 1971:217)

Yet the period from the Revolution to the 1830's was one of germination. The idea of tax-supported public schools was alive in the northeastern states and the advent of Jacksonian democracy hastened the day of fruition. The intellectual groundwork had been laid and a gradual movement away from the church and pauper schools was taking place. The struggle for public schools would occupy the next two or three decades. (Reinhardt, 1960:246) Even so, hand-in-hand with the growth of the public school idea went the commitment to local control. As Campbell (1967:102) put it:

The people of America have a long tradition of localism. This is probably the product of our settlement and our long frontier experience. We believed firmly that the federal government should

have limited powers and that other powers should be reserved to the states or to the people. The phrase "to the people" was not an idle one. There was a disposition to rely on government for no more than was necessary and to expect the people as individuals to do the rest.

From the Civil War to the 1970's

It has frequently been said that the tax-supported public school system came to Virginia and the other southern states on the bayonets of the Union Army. Adams (1875:24), writing in the midst of those days, confirms this impression:

The common school system, which occupies such a proud position among American institutions, is almost exclusively a product of free soil. Into the Southern States, usually so called, it had scarcely penetrated before the civil war.

Potter (1967:223) agreed:

They (state school superintendents) had little or no executive authority. As a consequence ... little was achieved in the improvement of schools. But a start was made, and after the Civil War, these precedents were the foundation for the development of state school systems.

Potter went on to note that there was no state school officer in Virginia, Delaware, and Georgia before the Civil War. The impotence of the state office in Massachusetts is amply demonstrated in Messerli's (1971) biography of Horace Mann, in which he documented the frustrations caused the great reformer by his lack of legal authority.

Orfield (1969:10), in his exhaustive study of southern education, came to the same conclusions:

Only in the midst of the great centralization of powers brought on by the Civil War did the

first major educational program become law. The states' rights objections of the absent southerners were over-ridden

Although the Civil War gave the tax-supported public school system its greatest impetus, the fundamental philosophical principle upon which the entire concept rested, in the North as well as in the South, was lay control and local control. Adams (1875:17) wrote that:

Local self-government is the underlying principle of democratic institutions; local self-government is the mainspring of the American school system. The simple principle of the American school laws is that the people can be trusted to their own business.

President Charles Eliot of Harvard University, one of the most influential public figures of his age, stated that local control and local support was the genuine American method. (Orfield, 1969:10)

The growth of the tax-supported public schools was concomitant with the development of a class of professional educators. This group of far-seeing, ambitious men was largely responsible for the creation of the industrial-bureaucratic pattern upon which the city school systems of the United States were modeled. Meeting together in state and national education associations, even prior to 1861, these men organized the movement for professionalism in education. Neither the absence of public support nor early failures to achieve state or federal legal status deterred them. They were a dedicated group far ahead of both

teachers and the general public in their vision for the future. (Taggart, 1975:3)

In order to achieve a secular, tax-supported system, however, these professional educators like Horace Mann and Frederick Barnard were forced to accept a compromise. The compromise which evolved resulted in the surrender to local control by the professional educators. (Taggart, 1975:4) Their original aim of an effectively centralized system had to wait for another day. Many of their victories were won only after a struggle. The public did not accept tax-supported public schools without a battle. Citizens actually destroyed the high school at Beverly, Massachusetts, in 1856. (Katz, 1968:87) It took a Supreme Court decision to achieve common schooling through the secondary level. The Kalamazoo Case in 1874 represented the triumph of the professional educator over the uncaring public, not all of whom were religious fanatics or conservative taxpayers. The public did not initiate the public school ladder system nor the education profession itself. The public accepted them only to the extent that they controlled "them." Only under these circumstances was the public willing to legitimize what later became an American institution. As Johnson (1973:143) put it:

The organization of education within the United States is characterized by decentralization. The pattern of decentralization of control of education is commensurate with the democratic form of government.

In a government of the people, by the people, and for the people, local level decision making permits initiative, encourages responsibility, and allows for adaptations to unique community needs.

By the 1960's the idea of tax-supported public schools was firmly established in the United States. The public schools had achieved a nearly complete monopoly. Only ten percent of America's school children were left in non-public schools. (Hughes, 1970:395) Both lay control and local control under permissive state leadership were the rule of the day. Still, the old dream of effective centralization lingered in many minds. Increased funding for public education, thwarted at the local level, aroused the ire of many leaders among the professional educators. As Morphet (1970:45) said:

The people (and especially the boards and school officials in many local school systems) seem to prefer the continuation of a relatively "weak" state agency--perhaps because they assume that a "stronger" agency would tend to be concerned primarily with the development of additional regulations and controls.

Chandler (1970:6) wrote:

An important axiom of political science is that when one level of government is unable or unwilling to meet the desires and needs of the people, assistance is sought from the next higher level of government.

Potter (1967:221) added his voice:

Since local authorities neglected their educational responsibilities so flagrantly, it appeared necessary to delegate the task of overseeing schools to a more central authority.

Movement Toward Accountability

By the early 20th century, professional educators had popularized to the public the notion that there was practically nothing that education could not achieve if just given the financial resources, manpower, and moral support of the public. (Taggart, 1974:8)

By the late 1960's it was obvious that this ideal was no longer valid. Forces were loose in the nation that nobody could understand and the American people began to take a second look at their institutions. The National Schools Public Relations Association lamented that:

In the spring of 1971, there was little cause for joy about the state of the public schools in the United States. It was evident that the great American achievement in mass education was in deep trouble. (1971:1)

Follett (1973:2) went into more detail:

In the past schools were seldom held responsible for failure. The drop out, or push out, was seen as the unfortunate product of a bad home, a bad neighborhood, or other bad influences for which the schools were not responsible. But after more than a decade of social unrest and upheaval, school patrons were no longer as willing to accept that the schools were successful. Thus they demand accountability.

There is another item fueling the demands for accountability. In twenty years, the cost of educating a child has gone up three hundred percent, in constant dollars. Let me repeat that. It costs three times as much today to educate a student as it did twenty years ago, even when the effects of inflation are totally discounted.

Writers generally agree that public dissatisfaction with the quality and quantity of the public school system, coupled with steadily increasing costs, has resulted in a

demand for better accounting from the education profession.
(Menacker, 1974:357)

As teacher unions developed and the tactics of the industrial unions were utilized to enforce salary increases it was only natural to expect taxpayer resistance, especially in a period of economic decline. Tyler (1971:1) confirmed this impression:

Three recent developments appear to have influenced the current emphasis and concern with accountability; namely, the increasing proportion of the average family's income that is spent on taxes, the recognition that a considerable fraction of youth are failing to meet the standards of literacy now demanded for employment in civilian or military jobs, and the development of management procedures by industry and defense that have increased the effectiveness and efficiency of certain production organizations.

Popham (1972:25) noted that the public was not exactly elated with the quality of the educational institutions and was subjecting these institutions to increasing scrutiny. He expressed doubt that increased financial support for educational endeavors could be expected unless the public could be shown some dramatic improvements.

The public schools could be said to be the victim of their own success. Having achieved a monopoly position, they were being subjected to the evils of monopoly. Without any competition to blame for failure, the public schools became standing targets for public criticism. Only for a time would the monopoly position permit school people to demand more public support for education without demonstrating

a prime concern for accountability, except as defined by schoolmen themselves. (Taggart, 1974:9)

The credibility of the educational "establishment" suffered as a literate public became aware of the questionable tactics used to insure passage of federal aid to education bills without evaluation procedures attached. The public noted the proviso to the Elementary and Secondary Education Act of 1965 that "any requirement to evaluate be very open-ended and nonspecific." (McLaughlin, 1975:17)

Dissatisfaction with the schools produced the demand for accountability clearly enough, but the public and the professionals could not agree on a definition of accountability. To the professional accountability was internal, contained within the system. The public, which believed that it controlled education, believed that the schools should be accountable to the taxpaying parents. Taggart (1974:10) wrote:

The current popular definition of accountability as a guarantee of specific results is inherent to the power conflict between the public and professionals. Accountability thus defined becomes a weapon of the public against the professional. By making educational results more specific, failures would be more evident. Since failures could be easily known, presumably the public could rectify the weaknesses by applying pressure to the professional educators who have promised so much and delivered so little.

The teachers' organizations were quick to react. "NEA Sees 'Educational Fascism' in Accountability Push" proclaimed Educational Daily in its January 10, 1973,

edition. Accountability had arrived and the stage was set.

Accountability in Virginia

Before the enactment of the standards of quality, Virginia's educational leadership had been one of cooperation. (Mursell, 1943:445) Notable exceptions were "massive resistance" to desegregation, the "new curriculum" of the 1920's, and the school construction regulations of the 1950's. In spite of these attempts at coercion, the end result was always cooperation and local initiative. (Holmes, 1971:11) Elam and Swanson discerned the wave of the future.

The regulatory function (of state departments of education) apparently is being strengthened through the administration of the federal aid programs under the new terminology of consultation and technical service. Recent emphasis of the federal government on planning under the concept of "rigorous leadership" will reinforce the role of the state department as a regulatory agency. This emphasis could lead to the next logical step of direction. In fact, the distance from regulation to direction may be very short. (1969:134)

In Virginia, the distance was closed in 1971.

The standards of quality issued by the state department in August, 1971, were lengthy and detailed. They were as follows:

Performance Standards

State

1. A number of pupils equal to at least 70 percent of the pupils who entered the first grade 12 years earlier will be graduated from high school (64 percent of the first grade membership in 1958 graduated in 1970).

2. The percentage of the school population overage in the elementary grades will not exceed 20 percent of the enrollment in grades K-7 (23.9 percent were overage in 1969-70).

3. The percentage of the student population achieving at or above grade level norms or the equivalent as measured by approved standardized achievement tests will equal or exceed the mean ability level of the student population as measured by appropriate scholastic aptitude tests.

4. At least 45,000 five-year-old children in the State will be enrolled in kindergarten (26,500 in 1969-70).

5. At least 130,000 pupils will be enrolled in summer programs (96,233 in 1970).

6. At least 50,000 children will be enrolled in special education programs (37,846 in 1969-70).

7. At least 135,000 adults will be enrolled in continuing education programs (112,974 in 1969-70).

8. At least 70 percent of the high school graduates will continue their education in programs provided by colleges and by schools such as business, nursing, data processing, and trade and technical (64 percent in 1969-70).

9. At least 90 percent of the teachers will be assigned to teach only those subjects for which they have certificate endorsements (82.95 percent in 1969-70).

10. At least 24 percent of the teachers will hold advanced degrees (18.47 percent in 1969-70).

School Divisions

1. The percentage of attendance of pupils in average daily membership shall not fall below the average of the last three years or 90 percent of the school membership.

2. High school graduates expressed as a percent of the first grade enrollment 12 years earlier will increase by at least three percent each year or until a level of 70 percent is reached. Appropriate adjustments will be made for school divisions with significant increases or decreases in school population.

3. The percentage of school population overage in grades K-7 will be reduced by at least two percent each year or until a level not exceeding 20 percent is reached.

4. The percentage of the student population achieving at or above grade level norms or the equivalent as measured by approved standardized achievement tests will equal or exceed the mean ability level of the student population as measured by appropriate scholastic aptitude tests.

5. The percentage of teachers assigned to teach subjects and grades for which they are certificated will increase by at least two percent each year or until 90 percent of the teachers are certified for all subjects they are assigned to teach.

6. The percentage of teachers holding advanced degrees will increase by at least two percent each year or until at least 25 percent of the teachers hold such degrees. Work toward advanced degrees should be in the subject area to which a teacher is assigned.

A school division may request modification of one or more of the standards, if the reasons for the request are included in a memorandum prepared for the State Superintendent of Public Instruction.

Program Standards

1. Elementary Schools - Each elementary school shall meet the standards prescribed by the State Board of Education for accrediting elementary schools (Standards for Accrediting Elementary Schools in Virginia, September, 1970).

2. Secondary Schools - Each secondary school shall meet the standards prescribed by the State Board of Education for accrediting high schools (Standards for Accrediting Secondary Schools in Virginia, September, 1970).

3. Kindergarten - Each school division that does not provide a kindergarten program shall by the end of the 1972-74 biennium develop a plan to provide such a program, and shall state in the plan the date on which the kindergarten program will be implemented.

4. Special Education - Each school division shall identify all exceptional children, including the gifted, by use of diagnostic procedures and shall develop a plan to provide appropriate educational opportunities for them. Such opportunities may be provided through local programs, regional cooperative programs, or tuition assistance for handicapped children where no public school program is available.

5. Vocational Education - Each school division shall provide, either within the division or on a regional basis, training in skills needed for employment by all students who plan to enter the world of work, or it shall develop a plan by June 30, 1973 to provide such training.

In those cases in which programs and services can be provided more effectively and economically on a regional basis, school systems will be encouraged to make cooperative arrangements with other school divisions in the same Planning District.

6. Continuing Education - Each school division shall provide a program of continuing adult education, including opportunities in

general, basic, and vocational education, either within the division or on a regional basis.

Personnel Standards

1. Central Office

a. In addition to the superintendent, each school division shall provide for one State-aid administrative position, subject to the rules and regulations of the State Board of Education.

b. Each school division shall have one additional State-aid professional position, not to exceed a maximum of 20, for each 50 State-aid teaching positions or major fraction thereof. Such positions shall be limited to instructional supervisors, including supervisors of special education and visiting teachers.*

2. Schools

a. There shall be one State-aid elementary school teaching position for every 30 pupils in average daily membership and one State-aid secondary school teaching position for every 23 pupils in average daily membership.

b. There shall be additional State-aid positions that are required to meet school accrediting standards, including principals, assistant principals, librarians, and guidance counselors.

*Small school divisions will be encouraged to secure the services of needed central office personnel through cooperative arrangements with other school divisions in the same State Planning District.

Instructional Materials and Equipment Standards

1. Each school shall meet the standards for instructional materials and equipment prescribed in the Standards for Accrediting Elementary Schools in Virginia (adopted by the State Board of Education,

effective September, 1970) or the Standards for Accrediting Secondary Schools in Virginia (adopted by the State Board of Education, effective September, 1970), whichever is applicable.

2. Each pupil in the elementary grades shall be furnished free textbooks, beginning with the 1973-74 school year.

3. The annual expenditure for library resources, audiovisual equipment, educational television, supplementary materials and supplies shall amount to at least \$10.00 per pupil in average daily membership.

Planning and Management Standards

Adequate program, personnel, and instructional materials and equipment are needed resources for education. How these resources are used is as important as the resources themselves. This section, therefore, defines the responsibilities of the persons in the central office, the individual school, and the classroom. These responsibilities must be understood, accepted, coordinated, and discharged in a way as to provide the best possible educational program for each child.

1. Systemwide Planning and Management
(Board, Superintendent, Central Office Staff)

a. The School Board shall adopt policies which guide the total operation of the school division toward established objectives.

b. The superintendent shall prepare a policy manual in cooperation with school division personnel.

c. The superintendent shall develop the capability, procedures, and organizational structure to enable the school division to plan for future needs.

d. The superintendent shall involve the community and his staff in the preparation of a five-year plan, which shall be updated annually. Such a plan shall be based on a study of the extent to which pupils are

achieving the eight objectives listed on Page 2 of this report and shall be designed to raise the level of pupil performance. This plan shall be reviewed and approved by the School Board and submitted to the State Superintendent of Public Instruction for his approval.

e. The superintendent shall prepare and present to the School Board an annual plan to achieve specific objectives of the approved five-year plan as part of the annual operating and capital outlay budgets.

f. The superintendent shall make annual follow-up studies of former students (dropouts and graduates) who enter employment or who continue their education beyond high school as a means of assessing the effectiveness of the school program.

g. The superintendent and his staff shall provide an effective program of instructional supervision and assistance to principals and teachers that is consistent with the objectives of the school division.

h. The superintendent and his staff shall provide for the cooperative evaluation of central office personnel and principals and shall provide assistance to principals in the cooperative evaluation of teachers and other school employees.

2. Individual School Planning and Management (Principal and Staff)

In accordance with local policies and regulations, the principal shall be responsible for discharging the duties set forth in this section.

a. The principal shall involve the community and his staff in the preparation and implementation of an annual school plan, which shall be consistent with the division-wide plan and which shall be approved by the division superintendent.

b. The principal shall develop a school handbook of policies and procedures which are

in compliance with and which implement division policies.

c. The principal shall coordinate the services of all persons who work in the school to provide a healthful, stimulating school environment and an efficient and effective operation.

d. The principal shall assign pupils to classes, programs, and activities that are designed to promote maximum learning. All pupils whose achievement is below a level commensurate with their scholastic aptitude should be diagnosed for learning disabilities and appropriate instruction should be prescribed.

e. The principal shall ensure that instructional materials and equipment are used to provide learning experiences that are compatible with the educational needs of pupils.

f. The principal and his staff shall establish methods of evaluating the progress of individual students and the effectiveness of the instructional program in each classroom and in the school as a whole.

g. The principal shall provide direct instructional supervision and assistance to teachers to help them meet the standards of classroom management and planning and shall utilize available supervisory and other consultant personnel as needed to ensure an effective instructional program in the school.

h. The principal and his staff shall provide for the cooperative evaluation of the teachers and other employees in his school. The evaluation of teachers should be based on the standards for classroom planning and management that are given in the next section of this report.

3. Classroom Planning and Management (Teacher)

In accordance with local policies and regulations, the teacher shall be responsible for discharging the duties set forth in this section.

a. The teacher shall provide for the humanizing of instruction in the classroom. To accomplish this, the teacher should:

1. Know the academic strengths and weaknesses of each child;
2. Know the home and community environment of each child;
3. Treat each child as an individual in accordance with his needs;
4. Understand and appreciate each child as an individual of worth; and
5. Help each child to recognize his potential, to develop his abilities, and to assume his responsibilities as a member of the group.

b. The teacher shall provide for individual differences in the classroom. To accomplish this, the teacher should:

1. Provide different subject matter and learning experiences and have different achievement standards for individuals with different abilities and/or past achievement; and
2. Provide opportunities for pupils to work independently on meaningful tasks that derive from and contribute to the planned activities of the group.

c. The teacher shall make use of available instructional materials and other resources that are appropriate to the needs of the pupils. To accomplish this, the teacher should supplement the textbook and make appropriate use of:

1. Additional reading materials, such as library books and reference materials, magazines, and newspapers;
2. Educational television and other audio-visual aids;
3. Demonstrations, dramatizations, and other classroom activities;

4. Field trips;

5. Resource persons and school-related youth organizations; and

6. Individual and group projects, in or out of school.

d. The teacher shall organize learning activities to achieve specific objectives, which shall include:

1. The development of needed skills;

2. The understanding of specific concepts;

3. The solution of meaningful problems; and

4. The development of wholesome attitudes.

e. The teacher shall provide a favorable psychological environment for learning. To accomplish this, the teacher should:

1. Develop and use questioning techniques that require pupils to employ the higher cognitive processes as well as to demonstrate retention and comprehension;

2. Encourage pupils to express their ideas in group discussions; and

3. Involve pupils in planning and conducting class activities under the guidance and direction of the teacher.

f. The teacher shall evaluate the progress of students. To do this, the teacher should:

1. Emphasize the application of knowledge to new situations;

2. Include achievement in all areas of instruction, habits of work, attitudes, personal traits, and group relationships; and

3. Help each pupil to develop the ability to evaluate his own progress and to involve him in the evaluation process.

The standards of quality which went into effect on August 7, 1971, were revised by the General Assembly at its first opportunity. State and Division Performance Standards became "objectives" instead of mandates. School and Teacher Planning and Management Standards also were reduced to the status of objectives. Several of the standards were amended. Under Planning and Management Standards, item number 1, subparagraph (f) was amended to read "The superintendent shall, as directed by the Board of Education, make annual follow-up studies of former students (dropouts and graduates) who enter employment or who continue their education beyond high school as a means of assessing the effectiveness of the school programs." (Underlining represents amendments.)

Under Program Standards, item 6, school divisions were given until June 30, 1974, to provide a program of adult education.

Under Personnel Standards, item number 1, subparagraph (b), the limitation as to the number of instructional supervisors was dropped.

Under Instructional Materials and Equipment Standards, the mandate to provide free textbooks for elementary pupils was dropped. Also lowered from ten dollars per

pupil to five dollars per pupil was the required annual expenditure for library resources, audiovisual equipment, educational television, supplementary materials, and supplies.

The Personnel Standards concluded with the provision that they would only have effect in each school division to the extent that they were funded by the General Assembly.

The next time the standards of quality were amended by the legislature was on July 20, 1973. State Performance Objectives were changed to "measurable objectives" but remained the same. The Division Performance Objectives were dropped. Kindergartens, which had been mandated for September 1974, were delayed until September, 1976. A separate section for the gifted and talented was carved out of the requirement to provide special education. Adult education was modified. School divisions were directed to either provide continuing education or to cooperate with other divisions in doing so. Two new standards were added. The first, entitled Reading and Mathematics Skill Development, stated that "each school division shall provide a supplementary program in reading and mathematics skill development for low-achieving students in grades K-6." The second new standard required that each division adopt a grievance procedure based upon binding arbitration and

develop "a system of communication between the local school board and its employees"

The third revision of the standards of quality occurred on July 1, 1976. State and Division Performance Objectives did not appear. Apparently they were dropped. The requirement for vocational training was broadened to include (1) career guidance and (2) alternative education. Adult or continuing education was dropped. Under Division Planning and Management Standards, the requirement for a five-year plan was changed to a six-year plan updated biennially. School and Teacher Planning and Management Standards were moved under the requirement that all schools be accredited by the state.

Great changes were made in the Personnel Standards. The number of teachers per supervisor was lowered from fifty to forty-eight. The pupil teacher ratio from kindergarten through the third grade was to be lowered annually until it reached a ratio of one to twenty-four by 1981.

The requirement for special training for the gifted and talented was enlarged to mandate the granting of credit towards a diploma for those finishing their high school requirements with college freshman courses.

Two new standards were created. The first reads as follows:

- 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.

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

The second new standard involved testing and measurement:

A. 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.

B. Beginning in September, 1978, each school division shall annually administer uniform Statewide tests developed by the Department of Education to measure the extent to which each student in that division has progressed during the last year in achieving the specific educational objectives that have been established by the Board of Education.

A minor change was made in the requirement that each school division develop its communications with its employees. The sentence "a system of communication between the local school board and its employees" became "a system of direct communication between the local school board and its employees, along guidelines established or approved 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." (Underlining indicates amendment.)

Once again, the General Assembly concluded by providing that the standards of quality would only be enforced to the extent of the funding provided by the state.

SUMMARY

The review of literature and research established the fact that state direction was a new approach in the governance of public education in Virginia. The legislation involved, entitled the "standards of quality," brought other new ideas in its train. Among these were binding arbitration, educational planning, and accountability. Until the enactment of this legislation, Virginia had developed a cooperative type of leadership with its state department acting largely in an advisory capacity. This method of operation was based upon the political traditions of the colonial past reinforced by the national tradition of lay control and local control of public education.

The influence of the federal government in calling for more state planning and direction was noted. The greatly increased costs of public education combined with public skepticism as to its value were found to be other factors leading to greater direction from the state legislature.

Chapter 3

RESEARCH DESIGN AND METHODOLOGY

The purpose of this study was to investigate and determine the extent of agreement concerning the effects of the standards of quality as perceived by local school board members, division superintendents, elected city or county officials, state department of education personnel, and the General Assembly of Virginia.

The research design chosen to accomplish this purpose comes under the general category of descriptive research employing the survey technique.

THE RESEARCH SETTING

The new constitution of Virginia, adopted in 1970, represented a significantly different approach to state government than had pertained in the past. Particularly significant was the governance of public education. Article 8, section 2, of the new constitution specified that "standards of quality for the several school divisions shall be determined and prescribed from time to time by the state board of education, subject to revision only by the General Assembly."

The standards of quality, as they evolved from 1971 to the present, represent new directions in several areas. They are as follows:

1. Remedial work for low achieving students is required upon identification of needs.

2. Beginning in 1978 the Board of Education is required to establish specific minimum statewide educational objectives in reading, communications, and mathematics skills for the elementary grades.

3. Kindergartens are required.

4. Vocational education, career guidance, and alternative career education are required.

5. Special education programs approved by the State Board of Education are required.

6. Special differentiated instruction for the gifted and talented is mandated.

7. Personnel standards and pupil-teacher ratios are set by the General Assembly.

8. A year of internship for new teachers is to be required by 1981. A new certification program was mandated beginning in 1978.

9. A testing program to measure the results of state mandated performance objectives is required beginning in 1978.

10. Accreditation according to state mandated standards is required of all schools in each division.

11. Long-range educational planning involving the public is required.

12. A grievance procedure including mandatory binding arbitration is required of all school divisions.

13. A system of direct communication between the school board and its employees is a mandate.

The General Assembly, realizing the cost implications involved in the standards promulgated by the state department of education and endorsed by the State Board of Education, agreed to the standards only to the extent that they were funded by the legislature. The State Superintendent of Public Instruction, W. E. Campbell, acknowledged local concerns in his Superintendent's Memo No. 7883 of April 30, 1976. In this memo, he stated:

In the process of developing the Standards for 1976-78, there were divergent points of view concerning the administrative and financial impact on local school divisions of certain of the requirements. Such points of view included concerns about the additional costs which might be incurred without assurance of proportional state funding.

Campbell concluded his memo with the statement that

Virginia has been recognized throughout the nation for its Constitutional requirement for statewide Standards of Quality for the public schools.

SURVEY METHODOLOGY

The data for the study were collected by a survey questionnaire. Good wrote concerning descriptive survey methodology as follows:

The purpose of descriptive-survey investigations may be:

1. To secure evidence concerning an existing situation or current condition
2. To identify standards or norms with which to compare present conditions, in order to plan the next step
3. To determine how to make the next step (having determined where we are and where we wish to go). (1966:192)

According to Hillway (1969:32):

The written questionnaire is a substitute for the interview. It is used mainly to save time and money. Letters will reach 500 people far more quickly than an investigator could visit them in person.

Good, Barr, and Scates (1954:324) described the questionnaire as "a form which is prepared and distributed for the purpose of securing responses to certain questions. The questionnaire may ... ask for opinions, and it may be used to afford an insight into the attitudes of a group."

Good (1966:213) later elaborated as follows:

The questionnaire extends the investigator's powers and techniques of observation by reminding the respondent of each item, helping insure response to the same item from all respondents, and tending to standardize and objectify the observations of different enumerators (by singling out particular aspects of the situation and by specifying the units and terminology for describing

the observations). While many questionnaires seek factual information, others are concerned with opinions, attitudes, and interests.

Best (1970:15) wrote concerning descriptive research that:

Descriptive research describes what is. It involves the description, recording, analysis and interpretation of conditions that now exist. It often involves some type of comparison or contrast and may attempt to discover cause-effect relationships that exist.

Descriptive research provided the collection techniques used in gathering the data necessary to conduct this study. It was considered that this was the proper research methodology to determine the attitudes of superintendents, local school board members, local elected officials, state department of education personnel, and the General Assembly of Virginia toward the standards of quality.

POPULATION

The population identified for this study was comprised of five groups of respondents. The respondents were classified as local school board members, school superintendents, elected city or county officials, state department of education personnel, and the General Assembly of Virginia. The population was thus divided between lay persons concerned with public education and professional educators.

In 1976, there were 137 school divisions in Virginia, administered by 133 superintendents. Sixteen of the 137

school divisions were administered by only four superintendents in a dual capacity. The political subdivisions of the state correspond to the school divisions.

The population identified for this study, therefore, consisted of 133 superintendents, a random selection of school board members representing each school division, a random selection of local elected officials from each school division, 21 selected state department officials concerned with the standards of quality, and the members of the 1977 Session of the General Assembly of Virginia. The population, then, was 133 superintendents, 133 school board members, 133 elected officials, 21 state department of education personnel, and 140 members of the General Assembly of Virginia.

QUESTIONNAIRE DEVELOPMENT

Because no instrument was available for use in determining attitudes toward the standards of quality, an attitudinal questionnaire was developed to collect the data necessary for the study. The questionnaire was reviewed and field tested and suggested changes to the instrument were made. See Appendix F for those consultants who assisted in the field testing. Respondents were assured of complete anonymity and no attempt was made to identify any respondent.

The questionnaire was mailed to each respondent on January 4, 1977. The contents of the envelope were: (1) a

request for each respondent to participate in the study, (2) a copy of the standards of quality, (3) a copy of the questionnaire, and (4) a stamped return-addressed envelope. A cut-off date of six weeks after the initial mailing was set.

DATA COLLECTION

The names of the school superintendents were obtained from the Annual Report of the Superintendent of Public Instruction, 1975-76. The names of the school board members were obtained from Dr. George W. Holmes, executive secretary of the Virginia School Boards Association. The names of the elected officials were obtained from the Virginia League of Municipalities. The names of the state department of education officials were obtained from the Virginia Education Directory, 1976. The names of the members of the General Assembly were obtained from Senator Willard J. Moody of Portsmouth.

DATA ANALYSIS

The data gathered from the responses to the survey questionnaire were analyzed to provide the information required by the following null hypotheses:

H₀₁: There is no difference between division superintendents and school board members in their perception that the implementation of the standards of quality

is resulting in the improvement of education in their school divisions.

H₀2: There is no difference between division superintendents and local elected officials in their perception that the implementation of the standards of quality is resulting in the improvement of education in their school divisions.

H₀3: There is no difference between division superintendents and state department officials in their perception that the implementation of the standards of quality is resulting in the improvement of education in their school divisions.

H₀4: There is no difference between division superintendents and the General Assembly in their perception that the implementation of the standards of quality is resulting in the improvement of education in their school divisions.

H₀5: There is no difference between school board members and local elected officials in their perception that the implementation of the standards of quality is resulting in the improvement of education in their school divisions.

H₀6: There is no difference between school board members and state department officials in their perception that the implementation of the standards of quality is resulting in the improvement of education in their school divisions.

H₀7: There is no difference between school board members and the General Assembly in their perception that the implementation of the standards of quality is resulting in the improvement of education in their school divisions.

H₀8: There is no difference between local elected officials and state department officials in their perception that the implementation of the standards of quality is resulting in the improvement of education in their school divisions.

H₀9: There is no difference between local elected officials and the General Assembly in their perception that the implementation of the standards of quality is resulting in the improvement of education in their school divisions.

H₀10: There is no difference between state department officials and the General Assembly in their perception that the implementation of the standards of quality is resulting in the improvement of education in the school divisions.

H₀11: There is no difference between superintendents and school board members in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀12: There is no difference between superintendents and local elected officials in their perception

that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀13: There is no difference between superintendents and state department officials in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀14: There is no difference between superintendents and the General Assembly in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀15: There is no difference between school board members and local elected officials in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀16: There is no difference between school board members and state department officials in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀17: There is no difference between school board members and the General Assembly in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀18: There is no difference between local elected officials and state department officials in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀19: There is no difference between local elected officials and the General Assembly in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀20: There is no difference between state department officials and the General Assembly in their perception that the implementation of the standards of quality is resulting in a loss of local control of education.

H₀21: There is no difference between superintendents and school board members in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

H₀22: There is no difference between superintendents and local elected officials in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

H₀23: There is no difference between superintendents and state department officials in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

H₀24: There is no difference between superintendents and the General Assembly in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

H₀25: There is no difference between school board members and local elected officials in their perception

that the implementation of the standards of quality is resulting in increased local expenditures.

H₀26: There is no difference between school board members and state department officials in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

H₀27: There is no difference between school board members and the General Assembly in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

H₀28: There is no difference between local elected officials and state department officials in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

H₀29: There is no difference between local elected officials and the General Assembly in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

H₀30: There is no difference between state department officials and the General Assembly in their perception that the implementation of the standards of quality is resulting in increased local expenditures.

Responses were tallied by group by question and a frequency table and percentage of response by "yes," "no," and "undecided" calculated for each group for each question. Tables indicating responses of each group to each question

were constructed which permitted simple analysis of concurrence or discrepancy.

In addition, the chi-square test of homogeneity and a comparison of percentages of returns were used to analyze the data. Each of the foregoing null hypotheses was tested using a chi-square 2x3 contingency table. The formula for the chi-square test of homogeneity is

$$X^2 = \sum_i \frac{o_i^2}{e_i} - n$$

The limitations of the chi-square analysis were recognized. Differences of opinion could be embedded in the row/column interaction but would not necessarily be significant. The purpose of analysis would best be served by gross comparisons and percentage analyses permitting scrutiny and comparison of convergence and divergence by groups across the five questions.

As the standards of quality were the work of the state department of education and the General Assembly, the responses of the other three groups were subjected to a cluster analysis to determine if these groups of respondents reported any common trends. Categories were established for the possible responses. Where no responses had been checked for questions 4 and 5, the following responses were assigned:

1. Those answering yes-no-no to the first three questions were assigned "yes"- "yes" responses to questions 4 and 5.

2. Those answering yes-no-yes to the first three questions were assigned a "yes" response to question 4 and their responses to question 5 were observed.

3. Those answering yes-yes-no to the first three questions were assigned a "yes" response to question 5 and their responses to question 4 were observed.

4. Those answering no-yes-yes to the first three questions were assigned "no"- "no" responses to questions 4 and 5.

5. Those answering no-no-yes to the first three questions were assigned a "no" response to question 5.

6. Those answering no-yes-no to the first three questions were assigned a "no" response to question 4.

The possible combinations of observed responses were listed after the above categories.

SUMMARY

After the population to be surveyed was identified, a mailing was made to the list of proposed respondents. Each mailing included letters of transmittal, a questionnaire with instructions, a copy of the standards of quality, and a stamped envelope for the respondents to use to return the completed questionnaire.

The survey instrument was developed and validated with the assistance of professional educators. The questionnaire contained five questions concerning perceptions of the standards of quality.

The responses were recorded and tabulated and the comparisons were made and the selected statistical tests were administered. The data thus generated and the resulting statistical treatments provided the information contained in the following chapters.

Chapter 4

ANALYSIS OF THE DATA

The purpose of this chapter was to present analyses of the data with respect to the research questions stated in Chapter 1. The chapter is divided into four sections. In the first section, the returns of the questionnaires are discussed. The findings with respect to the research questions are presented in the second section. The responses to the secondary questions are given in the third section. A summary is presented in the fourth section.

RESPONDENTS

The total population of 133 superintendents of the local public school divisions in the Commonwealth of Virginia was asked to participate in the study. One hundred twenty-two superintendents responded to the request. The total percentage of returns by superintendents was 91.7 percent.

A random sample of school board members from the 133 local school divisions was queried. One board member from each of the divisions was asked to participate. One hundred school board members responded. The total percentage of returns by school board members was 75.1 percent.

A random sample of city councilmen and county supervisors representing the 133 local school divisions was invited to respond. One member from each city council or county board of supervisors was contacted. Eighty-one of these locally elected officials responded. The total percentage of returns by locally elected officials was 60.9 percent.

The 1977 General Assembly of the Commonwealth of Virginia, consisting of 140 members, was asked to participate in the study. Thirty-one state legislators returned the questionnaires. The total percentage of response by state legislators was 22.1 percent.

Those officials of the state department of education most concerned with the implementation of the standards of quality, a total of 21, were asked to participate in the study. Twenty state officers responded. The total percentage of state officials responding was 95.2 percent.

The distribution of the returned questionnaires is shown in tabular form in Table I on page 54. It is shown that the majority of the questionnaires were returned from each category of respondents except the General Assembly. In two of the five groups, more than 90 percent of the questionnaires were returned.

DESCRIPTIVE DATA

Descriptive data relative to the research questions follows.

TABLE I
 DISTRIBUTION OF RETURNED QUESTIONNAIRES
 ACCORDING TO RESPONDENT

Respondent	Number mailed	Number returned	Percent returned	Percent of total returned
Superintendents	133	122	91.7	34.4
School board members	133	100	75.1	28.2
Local elected officials	133	81	60.9	22.8
State department officials	21	20	95.2	5.6
General Assembly	140	31	22.1	8.7
Total	560	354	63.2	

Research question 1. To what extent was there agreement between division superintendents and school board members in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

TABLE II
ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND SCHOOL BOARD
MEMBERS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	101	83	10	8	11	9
School board members	69	69	26	26	5	5

$\chi^2 = 13.56^*$

*Indicates significant chi-square.

Both superintendents and school board members agreed that the standards of quality have improved the quality of education in the local divisions but they vary in the degree of their agreement. Eighty-three percent of the superintendents responded in the affirmative to only 69 percent of the school board members. Eight percent of the superintendents perceived no improvement to 26 percent of the school board members while 9 percent of the superintendents were undecided to 5 percent of the school board members.

Research question 2. To what extent was there agreement between the division superintendents and the locally elected officials in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

TABLE III

ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND LOCALLY
ELECTED OFFICIALS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	101	83	10	8	11	9
Locally elected officials	21	26	49	61	11	13
$x^2 = 75.29^*$						

*Indicates significant chi-square.

Sharp disagreement was registered between these two groups of respondents. Whereas 83 percent of the superintendents perceived improvement in the quality of education, only 26 percent of the local elected officials agreed with them. Sixty-one percent of the latter group disagreed and 13 percent were undecided.

Research question 3. To what extent was there agreement between the superintendents and state department

of education personnel in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

TABLE IV
ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND STATE
DEPARTMENT OF EDUCATION
PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	101	83	10	8	11	9
State department officials	16	80	1	5	3	15
$\chi^2 = 3.58^*$						

*Indicates significant chi-square.

There was general agreement between these two groups. The superintendents responded affirmatively 83 percent to 80 percent for the state department of education personnel. Only 8 percent of the superintendents and 5 percent of the state department officials were negative while 9 percent of the superintendents and 15 percent of the state department officials were undecided.

Research question 4. To what extent was there agreement between the superintendents and the General Assembly in their perception that the implementation of the

standards of quality has made an improvement in the quality of education in the local division?

TABLE V
ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND
STATE LEGISLATORS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	101	83	10	8	11	9
General Assembly	26	84	3	10	2	6

$x^2 = 1.87^*$

*Indicates significant chi-square.

There was very close agreement between the superintendents and the General Assembly. The superintendents were 83 percent affirmative, 8 percent negative, and 9 percent undecided. The members of the General Assembly were 84 percent affirmative, 10 percent negative, and 6 percent undecided. A caution must be advanced against relying strongly on the figures from the General Assembly because of the low percentage of response.

Research question 5. To what extent was there agreement between the school board members and the local elected officials in their perception that the implementation of the standards of quality has made an improvement

in the quality of education in the local division?

TABLE VI
ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND
LOCAL ELECTED OFFICIALS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	69	69	26	26	5	5
Local elected officials	21	26	49	61	11	13

$\chi^2 = 33.49^*$

*Indicates significant chi-square.

There was wide disagreement between these two groups of respondents. A majority of the school board members perceived improvement but a majority of the local elected officials did not. The figures were 69 percent and 61 percent respectively. Only 26 percent of the local elected officials agreed with the school board members. Five percent of the school board members and 13 percent of the local elected officials were undecided.

Research question 6. To what extent was there agreement between the school board members and the state department of education personnel in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

TABLE VII
ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND STATE
DEPARTMENT OF EDUCATION
PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	69	69	26	26	5	5
State department personnel	16	80	1	5	3	15
$\chi^2 = 5.94^*$						

*Indicates significant chi-square.

The two groups agreed that the implementation of the standards of quality had improved the quality of education. The state department personnel responded 80 percent in the affirmative to 69 percent for the school board members. Twenty-six percent of the school board members responded in the negative to only 5 percent of the state department officials; 15 percent of the state department officials were undecided to only 5 percent of the school board members.

Research question 7. To what extent was there agreement between school board members and the General Assembly in their perception that the implementation of the standards of quality has improved the quality of education in the local division?

TABLE VIII

ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND
THE GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	69	69	26	26	5	5
General Assembly	26	84	3	10	2	6

$\chi^2 = 7.77^*$

*Indicates significant chi-square.

The school board members agreed with the members of the General Assembly that there had been an improvement in the quality of education. The percent of members of the General Assembly answering in the affirmative was 84 as opposed to 69 percent of school board members. Only 10 percent of the state legislators voted in the negative against 26 percent of the school board members. Six percent of the board members were undecided as opposed to 5 percent of the General Assembly sample.

Research question 8. To what extent was there agreement between the local elected officials and the state department of education personnel in their perception that

the implementation of the standards of quality has improved the quality of education in the local division?

TABLE IX

ANALYSIS OF THE RESPONSES BETWEEN
LOCAL ELECTED OFFICIALS AND
STATE DEPARTMENT OF
EDUCATION PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Elected local officials	21	26	49	61	11	13
State department personnel	16	80	1	5	3	15

$\chi^2 = 22.84^*$

*Indicates significant chi-square.

There was wide disagreement between the two groups of respondents. The elected officials did not see improvement by a majority of 61 percent while the state department of education personnel did perceive improvement by a majority of 80 percent. Only 26 percent of the elected officials agreed with the state department of education majority. There was considerable undecidedness in both groups, 13 for the elected officials and 15 percent for the state department of education personnel.

Research question 9. To what extent was there agreement between the local elected officials and the

members of the General Assembly in their perception that the implementation of the standards of quality has improved the quality of education in the local division?

TABLE X
ANALYSIS OF THE RESPONSES BETWEEN
LOCAL ELECTED OFFICIALS AND
THE GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Local elected officials	21	26	49	61	11	13
General Assembly	26	84	3	10	2	6

$\chi^2 = 31.42^*$

*Indicates significant chi-square.

Almost the same degree of disagreement was found between the local elected officials and the state legislators as was found between the local elected officials and the state department of education personnel. Twenty-six percent of the elected officials perceived improvement to 84 percent of the state legislators. Sixty-one percent of the local elected officials perceived no improvement as compared with only 10 percent of the state legislators.

Research question 10. To what extent was there agreement between the state department of education personnel and the General Assembly in their perceptions that the

implementation of the standards of quality has improved the quality of education in the local division?

TABLE XI

ANALYSIS OF THE RESPONSES BETWEEN
STATE DEPARTMENT OF EDUCATION
PERSONNEL AND THE
GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
State department personnel	16	80	1	5	3	15
General Assembly	26	84	3	10	2	6
$\chi^2 = 1.27^*$						

*Indicates significant chi-square.

There was very close agreement between these two groups of respondents. A majority of 80 percent of the state department of education personnel agreed with a majority of the General Assembly that there was improvement. Only 5 percent of the state department of education personnel perceived no improvement as against 10 percent of the legislators. Fifteen percent of the state department personnel was undecided whereas only 6 percent of the state legislators was undecided.

DISCUSSION OF THE FIRST GROUP OF
RESEARCH QUESTIONS

Four of the five groups of respondents agreed that the implementation of the standards of quality has resulted in the improvement of the quality of education in the local school divisions. Only one group, the local elected officials, disagreed. A majority of 68.4 percent of all the respondents replied in the affirmative, 22 percent replied in the negative, and 9.6 percent was undecided. The dissident group, it should be noted, was that group closest to the financing of public education in Virginia. It was the group which continuously faced the problems of raising revenues and appropriating monies and was the group most easily accessible to the general public. See Figure 1 for a comparison of respondents who agreed that the standards of quality have improved education.

Research question 11. To what extent was there agreement between superintendents and school board members in their perception of the loss of local control involved in the implementation of the standards of quality?

A bare majority of superintendents, 51 percent, perceived no loss of local control of education caused by the implementation of the standards of quality. A larger majority, 60 percent, of the school board members perceived an erosion of their control of the schools. Six percent of the superintendents was undecided but only 3 percent of the school board members.

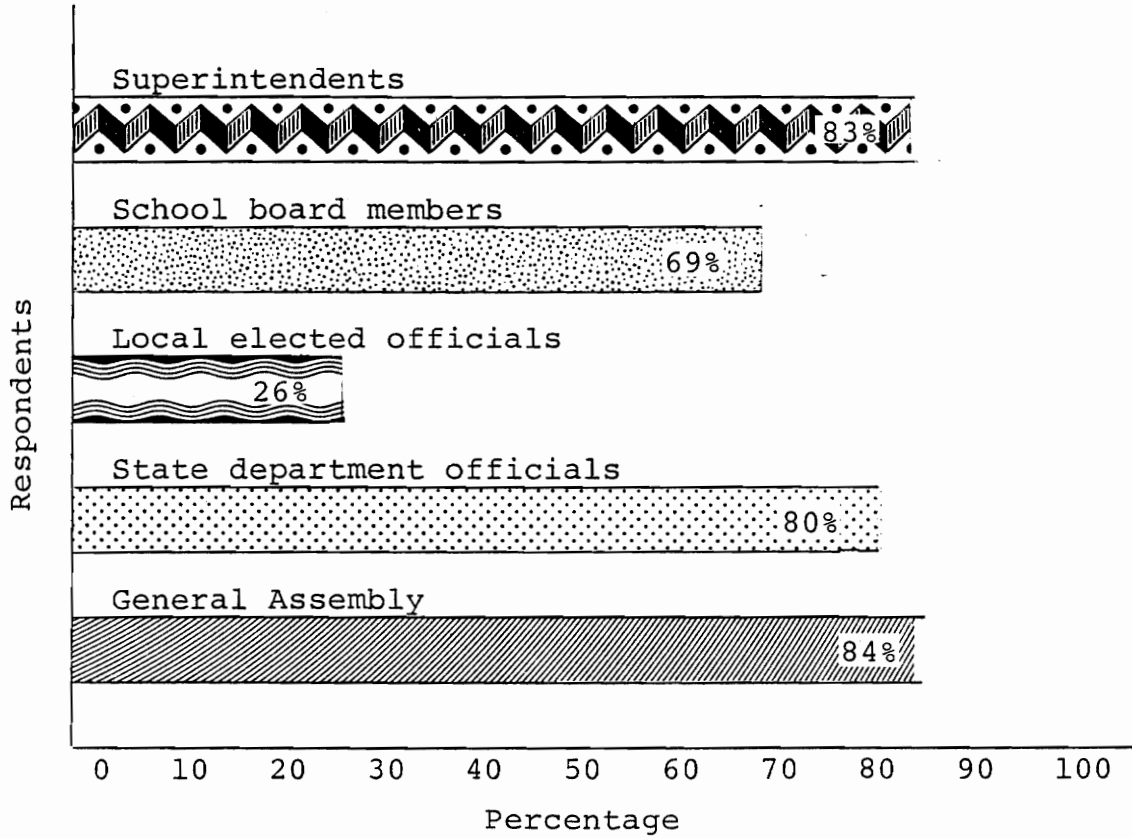


Figure 1. Comparison of Respondents Who Agreed that the Standards of Quality Have Improved Education

TABLE XII

ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND SCHOOL BOARD
MEMBERS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	53	43	62	51	7	6
School board members	60	60	37	37	3	3

$x^2 = 6.24^*$

*Indicates significant chi-square.

Research question 12. To what extent was there agreement between the superintendents and the local elected officials in their perception of the loss of local control involved in the implementation of the standards of quality?

TABLE XIII

ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND LOCAL
ELECTED OFFICIALS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	53	43	62	51	7	6
Local elected officials	63	78	11	13	7	9

$x^2 = 29.42^*$

*Indicates significant chi-square.

Only 13 percent of the local elected officials responding to the questionnaire agreed with the 51 percent of the superintendents that there had been no loss of local control. Seventy-eight percent indicated that there had been a loss and only 9 percent was undecided.

Research question 13. To what extent was there agreement between the superintendents and the state department of education personnel in their perception of the loss of local control involved in the implementation of the standards of quality?

TABLE XIV
ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND STATE
DEPARTMENT OF EDUCATION
PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	53	43	62	51	7	6
State department personnel	7	35	10	50	3	15
$\chi^2 = 2.33^*$						

*Indicates significant chi-square.

There was general agreement between superintendents and state department of education personnel concerning the loss of local control of the schools. Fifty-one percent of

the superintendents believed that there had been no loss and 50 percent of the state department personnel agreed with them. Forty-three percent of the superintendents did see a loss of local control as opposed to only 35 percent of the state department personnel. Fifteen percent of the state officials was undecided while only 6 percent of the superintendents could draw no conclusions.

Research question 14. To what extent was there agreement between superintendents and members of the General Assembly in their perception of the loss of local control involved in the implementation of the standards of quality?

TABLE XV
ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND THE
GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	53	43	62	51	7	6
General Assembly	11	35	15	48	5	16

$x^2 = 3.8^*$

*Indicates significant chi-square.

Members of the General Assembly responded very similarly to the superintendents. Forty-eight percent perceived

no loss of local control, 35 percent saw a loss, and 16 percent was undecided.

Research question 15. To what extent was there agreement between school board members and local elected officials in their perception of the loss of local control involved in the implementation of the standards of quality?

TABLE XVI

ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND
LOCAL ELECTED OFFICIALS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	60	60	37	37	3	3
Local elected officials	63	78	11	13	7	9

$x^2 = 13.95^*$

*Indicates significant chi-square.

Local elected officials perceived the loss of local control to a greater extent than did the school board members, although both groups perceived a loss. Seventy-eight percent of the elected officials responded in the affirmative to 60 percent of the school board members. Only 13 percent of the elected officials saw no loss of local control.

Research question 16. To what extent was there agreement between school board members and state department of education personnel in their perception of the loss of local control involved in the implementation of the standards of quality?

TABLE XVII

ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND
STATE DEPARTMENT OF
EDUCATION PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	60	60	37	37	3	3
State department personnel	7	35	10	50	3	15
$\chi^2 = 7.39^*$						

*Indicates significant chi-square.

There was a significant disagreement between these two groups of respondents. Sixty percent of the school board members perceived a loss of control but only 35 percent of the state department personnel agreed. Fifty percent of the state department officials perceived no loss but 15 percent was undecided.

Research question 17. To what extent was there agreement between school board members and the General

Assembly in their perception of the loss of local control involved in the implementation of the standards of quality?

TABLE XVIII

ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND
THE GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	60	60	37	37	3	3
General Assembly	11	35	15	48	5	16

$x^2 = 10.1^*$

*Indicates significant chi-square.

School board members responded 60 percent in the affirmative concerning the perceived loss of local control while only 35 percent of the General Assembly agreed with them. Forty-eight percent of the General Assembly respondents perceived no loss of local control and 16 percent was undecided.

Research question 18. To what extent was there agreement between the local elected officials and the state department of education personnel in their perception of the loss of local control involved in the implementation of the standards of quality?

TABLE XIX

ANALYSIS OF THE RESPONSES BETWEEN
LOCAL ELECTED OFFICIALS AND
STATE DEPARTMENT PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Local elected officials	63	78	11	13	7	9
State department personnel	7	35	10	50	3	15
$\chi^2 = 15.16^*$						

*Indicates significant chi-square.

There was wide disagreement between these two groups. A 78-percent majority of the local elected officials perceived a loss of local control but only 35 percent of the state department of education personnel agreed. Fifty percent of the state department officials perceived no loss of local control.

Research question 19. To what extent was there agreement between the local elected officials and members of the General Assembly in their perception of the loss of local control involved in the implementation of the standards of quality?

The disagreement between these two groups was similar in scope to that between the local elected officials and the state department of education personnel. Only

TABLE XX

ANALYSIS OF THE RESPONSES BETWEEN
LOCAL ELECTED OFFICIALS
AND MEMBERS OF THE
GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Local elected officials	63	78	11	13	7	9
General Assembly	11	35	15	48	5	16
$\chi^2 = 18.97^*$						

*Indicates significant chi-square.

35 percent of the General Assembly members agreed with the local elected officials that there had been a loss of local control. Forty-eight percent perceived no loss and 16 percent was undecided.

Research question 20. To what extent was there agreement between state department of education personnel and the General Assembly in their perception of the loss of local control involved in the implementation of the standards of quality?

These two groups were in very close agreement on the question of the loss of local control involved in the implementation of the standards of quality. Thirty-five percent of both groups agreed that there had been a loss; 50 percent of the state department personnel and 48 percent

TABLE XXI

ANALYSIS OF RESPONSES BETWEEN
STATE DEPARTMENT OF EDUCATION
PERSONNEL AND THE
GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
State department personnel	7	35	10	50	3	15
General Assembly	11	35	15	48	5	16

$\chi^2 = .03^*$

*Indicates significant chi-square.

of the General Assembly denied that there had been a loss, and 15 percent and 16 percent respectively were undecided.

DISCUSSION OF SECOND GROUP OF
RESEARCH QUESTIONS

The five groups of respondents were in disagreement that the implementation of the standards of quality had resulted in a loss of local control of the schools. A majority of school board members and local elected officials perceived a loss of local control, the elected officials more so than the school board members. Superintendents, state department of education personnel, and state legislators were in proportional agreement in their perceptions. Around 50 percent of these three groups perceived no loss

of local control. Fifty percent of all respondents perceived a loss of local control, 39.8 percent perceived no loss, and 9.8 percent was undecided. See Figure 2 for comparison of respondents who agreed that the standards of quality involve a loss of local control.

Research question 21. To what extent was there agreement between superintendents and school board members in their perception of an increase in local costs involved in the implementation of the standards of quality?

TABLE XXII
ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND
SCHOOL BOARD MEMBERS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	111	91	10	7	1	1
School board members	97	97	3	3	0	0

$\chi^2 = 3.59^*$

*Indicates significant chi-square.

Of the superintendents responding to the questionnaire, 91 percent answered that the implementation of the standards of quality had increased local costs in their school divisions. Of the school board members responding, 97 percent agreed that local costs had been increased.

Research question 22. To what extent was there agreement between superintendents and local elected

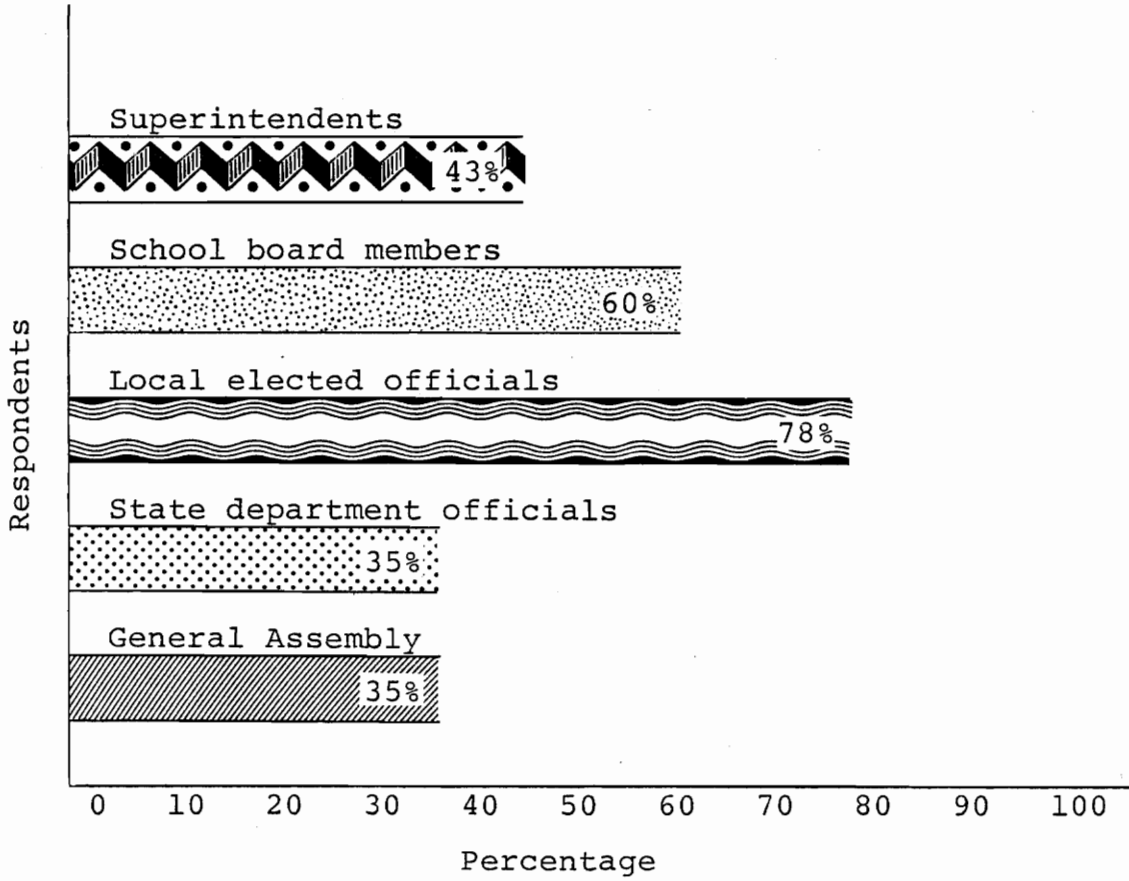


Figure 2. Comparison of Respondents Who Agreed that the Standards of Quality Involve a Loss of Control

officials in their perception of an increase in local costs involved in the implementation of the standards of quality?

TABLE XXIII

ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND LOCAL
ELECTED OFFICIALS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	111	91	10	7	1	1
Local elected officials	74	91	3	4	4	4

$\chi^2 = 4.91^*$

*Indicates significant chi-square.

Both groups of respondents replied in a similar manner; 91 percent agreed that an increase in local costs had occurred.

Research question 23. To what extent was there agreement between superintendents and state department of education personnel in their perception of an increase in local costs involved in the implementation of the standards of quality?

Compared with the superintendents' 91 percent response in the affirmative, only 75 percent of the state department personnel agreed that an increase of local costs was involved in the implementation of the standards of

TABLE XXIV

ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND
STATE DEPARTMENT OF
EDUCATION PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	111	91	10	7	1	1
State department personnel	15	75	3	15	2	10
$\chi^2 = 8.26^*$						

*Indicates significant chi-square.

quality. Twenty-five percent of the state department officials were either negative or undecided.

Research question 24. To what extent was there agreement between superintendents and the General Assembly in their perception of an increase in local costs involved in the implementation of the standards of quality?

Ninety-four percent of the state legislators responding agreed with the 91 percent of the superintendents that the implementation of the standards of quality had involved increased local costs.

Research question 25. To what extent was there agreement between school board members and local elected officials in their perception of an increase in local

TABLE XXV

ANALYSIS OF THE RESPONSES BETWEEN
SUPERINTENDENTS AND THE
GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Superintendents	111	91	10	7	1	1
General Assembly	29	94	2	6	0	0

$x^2 = .38$

*Indicates significant chi-square.

costs involved in the implementation of the standards of quality?

TABLE XXVI

ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND
LOCAL ELECTED OFFICIALS

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	97	97	3	3	0	0
Local elected officials	74	91	3	4	4	4

$x^2 = 5.14^*$

*Indicates significant chi-square.

Of the school board members responding to the questionnaire, 97 percent answered that the implementation of the standards of quality had caused an increase in local costs. Ninety-one percent of the local elected officials agreed with them.

Research question 26. To what extent was there agreement between school board members and state department of education personnel in their perception of an increase in local costs involved in the implementation of the standards of quality?

TABLE XXVII

ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND STATE
DEPARTMENT OF EDUCATION
PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	97	97	3	3	0	0
State department personnel	15	75	3	15	2	10
$\chi^2 = 15.78$						

*Indicates significant chi-square.

There was a significant difference of opinion on this question. Ninety-seven percent of the school board

members answered in the affirmative to only 75 percent of the state department personnel.

Research question 27. To what extent was there agreement between school board members and the General Assembly in their perception of an increase in local costs involved in the implementation of the standards of quality?

TABLE XXVIII

ANALYSIS OF THE RESPONSES BETWEEN
SCHOOL BOARD MEMBERS AND
THE GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
School board members	97	97	3	3	0	0
General Assembly	29	94	2	6	0	0

$\chi^2 = .77^*$

*Indicates significant chi-square.

School board members answered 97 percent in the affirmative to 94 percent for the state legislators.

Research question 28. To what extent was there agreement between local elected officials and state department of education personnel in their perception of an increase in local costs involved in the implementation of the standards of quality?

TABLE XXIX

ANALYSIS OF THE RESPONSES BETWEEN
LOCAL ELECTED OFFICIALS AND
STATE DEPARTMENT OF
EDUCATION PERSONNEL

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Local elected officials	74	91	3	3	4	4
State department personnel	15	75	3	15	2	10
$\chi^2 = 4.67^*$						

*Indicates significant chi-square.

Ninety-one percent of the local elected officials agreed with 75 percent of the state department of education personnel in their perception of an increase in local costs involved in the implementation of the standards of quality.

Research question 29. To what extent was there agreement between local elected officials and the General Assembly in their perception of an increase in local costs involved in the implementation of the standards of quality?

There was no significant difference of opinion between the two groups of respondents. The response was 91 percent of the local elected officials and 94 percent of the General Assembly in the affirmative.

TABLE XXX

ANALYSIS OF THE RESPONSES BETWEEN
LOCAL ELECTED OFFICIALS AND
THE GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
Local elected officials	74	91	3	3	4	4
General Assembly	29	94	2	6	0	0

$\chi^2 = 1.92^*$

*Indicates significant chi-square.

Research question 30. To what extent was there agreement between state department of education personnel and the General Assembly in their perception of an increase in local costs involved in the implementation of the standards of quality?

There was agreement between the two groups in their perceptions of an increase in local costs resulting from the implementation of the standards of quality. State department officials responded with a 75 percent affirmative and the General Assembly responded with a 94 percent affirmative.

TABLE XXXI

ANALYSIS OF THE RESPONSES BETWEEN
STATE DEPARTMENT PERSONNEL AND
THE GENERAL ASSEMBLY

Respondent	Agree		Disagree		Undecided	
	No.	%	No.	%	No.	%
State department personnel	15	75	3	15	2	10
General Assembly	29	94	2	6	0	0

$\chi^2 = 4.52^*$

*Indicates significant chi-square.

DISCUSSION OF THE THIRD GROUP
OF RESEARCH QUESTIONS

The five groups of respondents were in general agreement that the implementation of the standards of quality had resulted in increased local costs. The highest percentage of negative responses came from the state department of education personnel. This group was also the most undecided on the question. The respondents' overall affirmative answer was 89.6 percent, the negative response was only 5 percent, and only 5 percent was undecided. See Figure 3 for comparison of respondents who agreed that the standards of quality involve increased local costs.

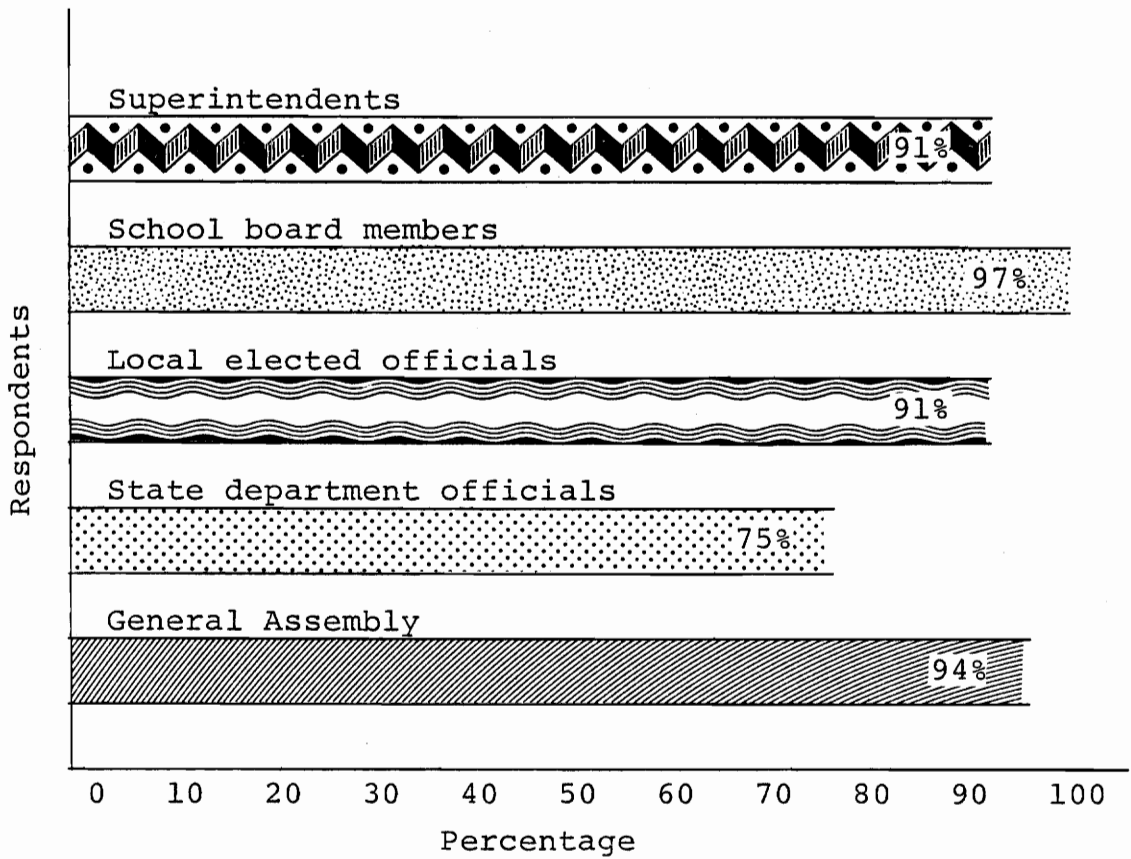


Figure 3. Comparison of Respondents Who Agreed that the Standards of Quality Involve Increased Local Costs

DISCUSSION OF QUESTION NUMBER FOUR

Those respondents who perceived that the implementation of the standards of quality had effected an improvement in the quality of education but with accompanying loss of local control of the schools were asked if they believed that the gains were worth the loss of local control. The responses are indicated in Table XXXII on page 88.

Nine superintendents answered this question improperly and their responses were discarded. This left 53 superintendents, or 43 percent of the total, perceiving that the increased quality had resulted in a loss of local control. Of this group, 60 percent thought that the gains were worth the loss, 19 percent did not think so, and 21 percent was undecided.

Fifty-seven school board members thought that the increased quality had resulted in a loss of local control. Of this group, only 24.5 percent believed that the gains were worth the loss, 51 percent did not believe that they were, and 24.5 percent was undecided. This result was in marked contrast with that obtained from the superintendents and indicated considerable disagreement.

The local elected officials represented the most difficult group to analyze. Only 21 responded that they believed the implementation of the standards of quality had resulted in quality gains. Sixty-three answered that the

TABLE XXXII
 RESPONSES TO QUESTION NUMBER FOUR*

Respondent	Yes		No		Undecided	
	No.	%	No.	%	No.	%
Superintendents	32	60	10	19	11	21
School board members	14	24.5	29	51	14	24.5
Local elected officials	8	38	4	19	9	42.8
State department personnel	3	75	0	0	1	25
General Assembly	7	64	2	18	2	18

*Do you believe that the gains in quality were worth the loss of local control?

localities had lost control as a result of the implementation of the standards of quality. Forty-three answered question number four incorrectly and their responses had to be discarded.

Further analysis revealed the following: Of the 21 elected officials who answered the question properly, 38 percent believed the gains were worth the loss of local control, 19 percent did not believe so, and 42.8 percent was undecided. On the other hand, of the 43 respondents who answered the question incorrectly, only 9 percent believed that the gains were worth the loss, 70 percent did not believe so, and 21 percent was undecided. Some of the elected officials wrote comments on their questionnaires or wrote letters indicating that they knew what they were doing but that they wanted the opportunity to say that they did not believe the standards of quality were improving instruction and that they did not believe that the standards of quality were worth the loss of local control. In other words, these respondents seemed to be saying that there were no gains in quality to compensate for the loss of local control. The small number of local elected officials who answered the question correctly were in the majority undecided; the larger number who answered incorrectly agreed with the school board members.

Seventy-five percent of the state department of education personnel who believed that the gains were achieved at the cost of a loss of local control believed

that the gains were worth the loss, none were negative, and 25 percent was undecided. Four responses were discarded because of improper answers. The state department of education personnel were in agreement with the superintendents. They were not in agreement with school board members and those elected officials who responded incorrectly.

Eleven members of the General Assembly reported believing that the standards of quality had improved the quality of education at a loss in local control. Of these eleven, 64 percent perceived the gains as being worth the loss, 18 percent disagreed, and 18 percent was undecided. The state legislators were thus in agreement with the superintendents and the state department of education. They were not in agreement with the school board members and those local elected officials responding improperly.

Forty-four percent of the total group responding appropriately believed the gains were worth the loss of control, 31 percent disagreed, and 25 percent was undecided.

DISCUSSION OF QUESTION NUMBER FIVE

Perceptions of cost benefit were tested by question number five. The question was whether or not the benefits outweighed the increased local costs. The respondents who believed that the improvements in quality were realized with an increase in local costs were asked if they believed that the gains were worth the increased local costs. The

responses are given in Table XXXIII on page 92. Thirty-nine superintendents responded incorrectly to question number five and their responses were discarded. Of those answering correctly, 81 percent reported that they believed that the increased local costs were worthwhile, 13 percent reported "no," and 6 percent was undecided. Further analysis of the incorrect responses revealed that these superintendents were reporting that they did not believe that the improvements were costing more but that, even so, increased costs were worthwhile. Seventy-nine percent of this group responded in favor of increased costs, only 18 percent replied negatively, and 5 percent was undecided.

School board members disagreed with the superintendents. Board members responded 48 percent in favor of increased costs and 52 percent opposed. There was no undecided response.

Of the local elected officials who responded that they believed that there had been improvement and that there had been increased costs as a result, 38 percent expressed approval, 24 percent disagreed, and 38 percent was undecided. As with question four, however, further analysis revealed this result: Those elected officials who answered incorrectly seemed to be trying to say just the opposite of those superintendents who responded incorrectly. The local elected officials responded that

TABLE XXXIII
 RESPONSES TO QUESTION NUMBER FIVE*

Respondent	Yes		No		Undecided	
	No.	%	No.	%	No.	%
Superintendents	81	81	14	13	6	6
School board members	33	48	36	52	0	0
Local elected officials	8	38	5	24	8	38
State department personnel	13	100	0	0	0	0
General Assembly	21	95	0	0	1	5

*Do you believe that the gains in quality were worth the increased local costs?

there was no improvement, that there were increased costs, and that whatever the results the increased costs were not worthwhile. Sixty-nine percent of this group responded that the increased costs were not worthwhile, only 12 percent believed that they were, and 18 percent was undecided. The elected officials thus again split into two groups, those few agreeing with the superintendents and the many agreeing with the school board members.

The state department of education personnel who believed that there had been improvement and increased costs responded 100 percent that they perceived that the benefits outweighed the costs. They thus agreed with the superintendents.

The state legislators responding agreed with the superintendents and the state department personnel. They responded 95 percent in favor of the increased costs with 5 percent undecided.

Sixty-seven percent of the total group responded in the affirmative, 26 percent disagreed, and 7 percent was undecided. There were two large groups of respondents whose responses were discarded because of incorrect answers. The responses of these two groups cancelled each other out.

DISCUSSION OF THE CLUSTER ANALYSIS

For the purposes of a cluster analysis of the responses of the superintendents, school board members, and

local elected officials, the possible combinations of responses were listed. See Table XXXIV, page 95. State department and state legislature respondents were omitted from this cluster analysis in order to provide a closer look at profiles of local officials. The resulting clusters, omitting those which contained no responses, are given in Table XXXV, page 96. The largest clusters were:

1. Those superintendents (45) who perceived that there had been improvement, no loss of control, increased costs, and benefits worth the increased costs.

2. The superintendents (17) who perceived that there had been improvement, a loss of local control, increased costs, and benefits worth the loss of control and the increased costs.

3. Local elected officials (39) who perceived no improvement, a loss of local control, increased costs, and no benefits worth the loss of control and the increased costs.

4. School board members (23) who perceived no improvement, a loss of local control, increased costs, and no benefits worth the loss of control and the increased costs.

5. School board members (20) who perceived an improvement, no loss of control, increased costs, and benefits worth the increased costs.

TABLE XXXIV
 POSSIBLE COMBINATIONS OF RESPONSES
 TO THE QUESTIONNAIRE

Response	Questions				
	1	2	3	4	5
1	Yes	No	No	Yes*	Yes*
2	No	Yes	Yes	No*	No*
3	No	No	Yes	NA	No*
4	No	Yes	No	No*	NA
5	No	No	No	NA	NA
6	Yes	No	Yes	Yes*	Observed
7	Yes	Yes	No	Observed	Yes*
8	Yes	Yes	Yes	Observed	Observed
9	Yes	No	Yes	Yes	Yes
10	Yes	No	Yes	Yes	No
11	Yes	No	Yes	Yes	Undecided
12	Yes	Yes	Yes	Yes	No
13	Yes	Yes	Yes	Yes	Yes
14	Yes	Yes	Yes	No	Yes
15	Yes	Yes	Yes	No	No
16	Yes	Yes	Yes	Undecided	Undecided
17	Yes	Yes	Yes	Yes	Undecided
18	Yes	Yes	Yes	Undecided	Yes
19	Yes	Yes	Yes	Undecided	No
20	Yes	Yes	Yes	No	Undecided
21	Yes	Yes	No	Yes	Yes
22	Yes	Yes	No	No	Yes
23	Yes	Yes	No	Yes	Undecided

*Assigned values.

TABLE XXXV

CATEGORIES OF RESPONSES BY
 LOCAL ELECTED OFFICIALS,
 SUPERINTENDENTS, AND
 SCHOOL BOARD MEMBERS

Categories	Local Elected Officials	School Board Members	Superin- tendents
1	4	0	7
2	39	23	5
3	4	4	3
6	0	20	45
7	0	7	0
8	0	3	3
9	0	3	1
12	1	3	2
13	4	6	17
14	0	3	2
15	4	13	5
16	4	1	4
17	3	0	1
18	4	3	7
19	0	1	0

$$\chi^2 = 117.95$$

6. School board members (13) who perceived an improvement, a loss of local control, increased costs, and no benefits worth the loss of control and the increased costs.

This cluster analysis seemed to indicate a majority of the superintendents in support of the standards of quality, a majority of the local elected officials not in support of the standards of quality, and school board members divided on the issue.

SUMMARY

The purpose of this chapter was to present analyses of the data. In this study, the data were analyzed in two ways. In the analysis of the research questions, the chi-square test of homogeneity was performed on each of the groups of respondents to be compared and the null hypothesis accepted or rejected for each research question. The research questions were divided into three groups. These were: (1) the questions referring to perceptions that an improvement had been effected in the quality of education, (2) the questions relating to the loss of local control, and (3) the questions referring to increases in local costs for education.

In the first group of questions, disagreement was found only between the local elected officials and the other four groups of respondents. Only the local elected officials believed that the implementation of the standards of quality

had not resulted in improvement. Although the school board members were less enthusiastic in their response than the superintendents, state department of education personnel, and state legislators, nevertheless a majority of them perceived an improvement.

In the second group of questions, a majority of the school board members and local elected officials agreed that the implementation of the standards of quality had resulted in a loss of local control. Although the other three groups of respondents were split almost 50-50, slight majorities believed that there had been no loss of local control.

There was complete agreement among all respondents in the third group of questions. All five groups believed that increases of local costs were involved in the implementation of the standards of quality.

Questions number four and five were analyzed by percentages. On question number four, a majority of superintendents, state department of education personnel, and state legislators, who believed that there had been increased quality and a loss of control, perceived that the improvement of education was worth the loss of local control. The school board members did not agree and the local elected officials were undecided.

On question number five, a majority of superintendents, state department of education personnel, and

state legislators, who believed that there had been increased quality and increased local costs, perceived that the improvement was worth the increased local costs. The school board members again disagreed and the local elected officials were again undecided.

It should be pointed out that a majority of local elected officials did not believe that the implementation of the standards of quality had improved the quality of education; therefore, a majority of this group was assumed to be negatively disposed to cost/benefit and control/benefit relationships.

A cluster analysis indicated that the superintendents strongly supported the standards of quality, the local elected officials were negative in their responses, and the school board members were significantly divided on the issue.

Chapter 5

SUMMARY, FINDINGS, CONCLUSIONS, RECOMMENDATIONS, IMPLICATIONS, AND OBSERVATIONS

The purposes of this chapter were to present a summary of the findings in the study, to provide conclusions based upon those findings, to make recommendations for further research, and to discuss the implications and observations involved in the study. The purpose of this study is stated in the first section. A summary of the review of the relevant literature is included in the second section. In the third section, the methods, materials, and procedures used in the study are reviewed. The findings are presented in the fourth section. The conclusions based upon the findings are included in the fifth section. Recommendations for further research are provided in the sixth section. The seventh section discusses the implications of the implementation of the standards of quality, and the eighth section contains some observations.

THE PURPOSE OF THE STUDY

The purpose of the study was to determine the attitudes of local school board members, division superintendents, local elected officials, state department of education officials, and the General Assembly of Virginia towards

the approach taken by the enactment of state-mandated standards of quality for public education.

SUMMARY OF THE LITERATURE REVIEW

The review of the relevant literature established the fact that state direction was a new approach in the governance of public education in Virginia. Until the enactment of the Standards of Quality for Public Schools in Virginia in 1972 by the General Assembly of Virginia, local control and state cooperation had been the mode of governance in the Commonwealth.

The increasing influence of the federal government in calling for more state planning and direction was noted. Arguments and influences favoring increased state direction were traced.

The greatly increased costs of public education combined with increasing public skepticism of its value were found to be growing concerns of those in positions of responsibility.

SUMMARY OF THE METHODS, MATERIALS, AND PROCEDURES USED IN THE STUDY

A questionnaire was used to gather the data to be used in the study. Because no instrument was available for use in determining the attitudes of the targeted respondents, a questionnaire was developed. The questionnaire was

divided into two parts. The first part was designed to determine attitudes on three questions: (1) the improvement in education effected by the implementation of the standards of quality, (2) the loss of local control involved in the implementation of state mandates, and (3) the increased local costs involved in the implementation of the standards of quality. The second part was addressed (1) to those who believed that there had been an improvement accompanied with a loss of local control and (2) to those who believed that there had been an improvement accompanied by increased local costs. These respondents were asked if they believed that the gains were worth the costs.

Each respondent was asked to answer the questions either "yes," "no," or "undecided." The first part of the questionnaire was analyzed by research questions. These research questions were tested by null hypotheses using the chi-square test of homogeneity with two degrees of freedom at the .05 level of confidence. The second part of the questionnaire was analyzed by comparing the obtained percentages with each other. A cluster analysis was performed on the responses of superintendents, school board members, and local elected officials to determine how the responses of these three groups compared with each other.

SUMMARY OF THE FINDINGS

Thirty research questions were formulated and the responses were compared. Only one group of respondents, local elected officials, thought that the implementation of the standards of quality had not improved the quality of education in Virginia.

Two groups of respondents, school board members and local elected officials, thought that the implementation of the standards of quality involved a loss of local control of education. Bare majorities of the state legislators and state education agency personnel thought that there had been no loss of local control.

All five groups of respondents were in agreement that the implementation of the standards of quality had involved increased local costs.

Of those respondents who perceived that the improvement produced by the implementation of the standards of quality involved a loss of local control, the superintendents, state department of education personnel, and the state legislators believed that the benefits were worth the loss of local control. School board members and local elected officials did not agree.

Of those respondents who perceived that the improvement produced by the implementation of the standards of quality involved an increase in local costs, the

superintendents, state department of education personnel, and state legislators believed that the benefits were worth the increased costs. Again the school board members and local elected officials disagreed.

A cluster analysis of the superintendents, local elected officials, and school board members indicated that the local elected officials and the superintendents were on opposite sides of the issue raised by the implementation of the standards of quality and the school board members tended towards the position taken by the local elected officials.

CONCLUSIONS

Based on the findings established in Chapter 4, the following conclusions were drawn:

1. Only the local elected officials believed that the implementation of the standards of quality had resulted in no improvement in the quality of education in Virginia.
2. Superintendents, state department of education personnel, and state legislators believed that the implementation of the standards of quality did not diminish local control of education in Virginia.
3. All five groups of respondents believed that the implementation of the standards of quality had resulted in increased local costs.

4. Of those respondents who believed that the gains in quality had come at the expense of local control of education, school board members and local elected officials believed that the gains in quality were not worth the loss of local control of education.

5. Of those respondents who believed that the gains in quality had come at the expense of increased local costs for education, school board members and local elected officials believed that the gains were not worth the increased costs.

6. A very small minority of local elected officials who are primarily responsible for the local financing of public education believed that the standards of quality were worth the increased costs and loss of local control involved.

7. Those persons most supportive of the standards of quality were those persons involved in the creation, adoption, and administration of those standards. These were professional educators and state legislators.

8. Those respondents least supportive of the standards of quality were those lay persons in local positions of control and those elected public officials most concerned with the local financing of the standards.

RECOMMENDATIONS FOR FURTHER RESEARCH

One of the conclusions drawn by the author from this study was that much more research is needed on the standards of quality. It is recommended that this research take the following direction:

1. A history of the formulation of the standards of quality is needed so that its roots can be traced.

2. Once its roots are traced, detailed research could be directed toward discovering the success or failure of the ideas new to Virginia in the localities of their genesis. Among these could be:

- a. public kindergartens
- b. minimum statewide educational objectives in reading, communication, and mathematics skills
- c. alternative career education
- d. special education programs on the scale now being mandated by state and federal law and regulations
- e. differentiated instruction for the gifted and talented
- f. five-year programs of teacher preparation
- g. public involvement in educational planning
- h. employee grievance procedures

i. binding arbitration in public administration

j. five- and six-year planning cycles

3. A research effort should be directed toward discovering the attitudes of parents and classroom teachers toward the standards of quality.

4. Further studies should be made on the improvement of instruction involved in the reduced pupil/teacher ratios mandated by the standards of quality.

5. A study should be aimed at a comparison between a state or states having centralized control and those retaining local control of education.

6. Many longitudinal studies should be instituted by the state department of education and the universities to document the improvements or lack of improvements resulting from the implementation of the standards of quality from 1972 into the future.

7. A study should be made to determine the scope of the objections to the standards of quality by local elected officials.

8. More research should be made into the influence of interest groups on the legislative process as it concerns public education.

9. Many studies should be made of the state accreditation standards for both elementary and secondary schools which are now mandated.

10. The chi-square test of homogeneity may not be appropriate when making comparisons between the opinions of several groups of respondents over several questions.

IMPLICATIONS

The implementation of the standards of quality has, by all accounts, increased the cost of public education and is expected to increase it even more in the immediate future. Mandated reductions in pupil/teacher ratios and mandated requirements to add ancillary personnel raise an important question. What will be the effect of personnel increases on teachers' salaries? Unless it can be assumed that funds for public education are unlimited, requirements to increase personnel can only have an adverse effect on teachers' salaries. Any political influence affecting teachers' salaries can be expected to arouse political reactions from teachers' groups. Would not increased teacher union activity be a predictable result of the implementation of the present standards of quality? The direction that public support of public education in Virginia would take should education become more politicized would be difficult to foresee. Experience in other states with teacher unions tends to indicate a decline of public support with the rejection of bond issues being the favorite demonstration of public disapproval.

Mandated requirements also involve more school construction. School construction accompanied by inflated construction costs are difficult to explain to local elected officials already beseiged by taxpayers seeking relief from the burgeoning costs of government.

Increased mandating of ancillary personnel at the expense of teachers may portend a division in the ranks of education. Administrators and the Virginia Education Association have already come to a parting of the ways. By requiring increased numbers of guidance counselors, librarians, speech therapists, psychologists, and special education teachers, the General Assembly may be encouraging the splintering of the education profession. The question might well be asked: Does the future hold jurisdictional strikes involving competing members of the educational community?

OBSERVATIONS

One of the fascinating things about American history has been the evolution of its institutions. Since World War II this evolution has proceeded at a faster pace than at any other time. We have witnessed the decline of the Church and the rise of the State. We have seen the growth of militarism into a semi-permanent condition. Americanism has been replaced by pluralism. Consolidation has waxed and federalism has waned. Many claim that the

family unit is obsolete. Not the least of the interesting changes has occurred in education. After two hundred years of successful experience with extreme decentralization in public education, unmistakable signs of increasing state control are visible. The Anglo-Saxon tradition of local autonomy is slowly giving way to the Continental model of central control. Can local autonomy only survive by insularity? It would seem so. Just as English insularity gave an opportunity to escape the ideas of Plato and Aristotle, so the insularity of America gave an opportunity to escape the encrustations of Europe. Now, as Europe Americanizes, America Europeanizes.

The purpose of European education has always been to mold the citizen to the form of government under which he lived. Some of the Founding Fathers of this country were infected with the same virus. Even Washington argued that education should prepare the young for the duties of citizenship in a republic. But although the violations were many, there was in some parts of America the idea that education was for the individual, for the child himself, and this idea was indissolubly linked with the concept of local control of the schools. No one ideology, no one tyrant's hand, no Inquisitor could dominate the education of a child if the control of the schools was disbursed throughout the myriad communities of the land. Nor could the absurdities of central control, as epitomized

by Negro children in Dakar reading "... our ancestors, the Gauls, had yellow hair and blue eyes ..." from their school books printed in Paris, ever be visited upon the counties of Virginia.

The first casualty of the passing of control out of a community is a sense of responsibility. Europeans are always surprised when they visit the United States to see that Americans raise money for their own hospitals, their own streets, their own schools. Those long accustomed to looking to Rome for everything have not even a concept of local responsibility.

It is ironic that the General Assembly of Virginia, in an effort to control the exploding costs of government, should end by making public education more expensive, and unnecessarily so, and, at the same time, losing its only unique ingredient, local control.

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APPENDIXES

APPENDIX A

Letter of Endorsement



VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY

Blacksburg, Virginia 24061

OFFICE OF THE DEAN (703) 951-6426

December 15, 1976

TO: Selected Public Officials

FROM: Wayne Worner, Acting Dean
College of Education

RE: Attachments

The implementation of the Standards of Quality represents, perhaps, the most significant educational activity in the Commonwealth of the past quarter century.

It is fairly clear that the impact of Standards of Quality is perceived differently by individuals and groups within the state especially in the critical areas of quality, cost and control.

Response to the very short questionnaire attached will help quantify the differences held by school board members, legislators and school officials. I urge your participation in this study, with the belief that the results will provide useful information at all levels for future policy deliberations. You may be assured that all responses are anonymous. Sheets have been color-coded to permit compilation by respondent groups.

Please take 30 seconds to check the questionnaire and return to Mr. Galliford in the enclosed envelope. Thank you.

WW/ad

Enclosures

APPENDIX B

Letter of Request to Respondents

120
PORTSMOUTH PUBLIC SCHOOLS
DEPARTMENT OF SECONDARY EDUCATION
Grand and Shelby Streets
Portsmouth, Virginia 23701

428 North Street
Portsmouth, Virginia 23704

4 January 1977

Ladies and Gentlemen:

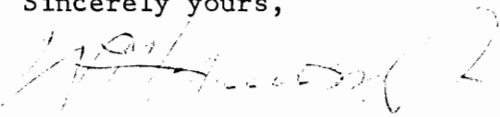
For my doctoral dissertation at the Virginia Polytechnic Institute and State University, I am engaged in a study to ascertain the attitudes of division superintendents, school board members, elected city and county officials, state legislators, and state department of education personnel toward the standards of quality for public schools first enacted by the General Assembly in 1972.

The enclosed questionnaire will be used to collect the desired data. The findings of the study should be of interest to educators and officials throughout the Commonwealth.

A copy of the revised standards of quality effective 1 July 1976 is enclosed with the questionnaire of only five questions.

No person will be identified and there will be absolute anonymity observed in recording any data. Your reply will not be used in any other study or report. Your cooperation in responding to this survey is essential to my effort and will be greatly appreciated. A stamped, self-addressed envelope is enclosed for returning the questionnaire.

Sincerely yours,


W. T. H. Galliford, Jr.

mtb

Enclosures

APPENDIX C, D
Questionnaires

STANDARDS OF QUALITY QUESTIONNAIRE

TO: Division superintendents, selected school board members, selected city (county) officials, selected state department of education personnel

Directions:

After having read over the standards of quality mandated by the General Assembly, please answer the following questions by placing a check beside the proper response.

1. Do you believe that the standards of quality have increased the quality of instruction in your school division?

Yes _____ No _____ Undecided _____

2. Do you believe that the implementation of the standards of quality has resulted in a loss of local control of public education?

Yes _____ No _____ Undecided _____

3. If your answer to question #2 was YES, do you believe that the gains in quality were worth the loss of local control?

Yes _____ No _____ Undecided _____

4. Has the implementation of the standards of quality resulted in increased costs in your school division?

Yes _____ No _____ Undecided _____

5. If your answer to question #4 was YES, do you believe that the gains in quality were worth the increased costs?

Yes _____ No _____ Undecided _____

STANDARDS OF QUALITY QUESTIONNAIRE

TO: Division superintendents, selected school board members, members of the state legislature, selected city (county) officials, selected state department of education personnel.

Directions: After having read over the standards of quality mandated by the General Assembly, please answer the following questions by placing a check beside the proper response.

1. Do you believe that the standards of quality have improved the quality of instruction?

Yes _____ No _____ Undecided _____

2. Do you believe that the implementation of the standards of quality has resulted in a loss of local control of public education?

Yes _____ No _____ Undecided _____

3. Has the implementation of the standards of quality resulted in increased local costs?

Yes _____ No _____ Undecided _____

IF YOUR ANSWERS TO QUESTIONS #1 AND #2 WERE YES, PLEASE ANSWER QUESTION #4.

4. Do you believe that the gains in quality were worth the loss of local control?

Yes _____ No _____ Undecided _____

IF YOUR ANSWERS TO QUESTIONS #1 AND #3 WERE YES, PLEASE ANSWER QUESTION #5.

5. Do you believe that the gains in quality were worth the increased local costs?

Yes _____ No _____ Undecided _____

APPENDIX E

Summary of Chi-square Values

SUMMARY OF CHI-SQUARE VALUES

Hypothesis number	Category	-	Category	Value
1	Superintendents		School boards	13.56*
2	Superintendents		Local elected officials	75.29*
3	Superintendents		State department	3.58
4	Superintendents		General Assembly	1.87
5	School boards		Local elected officials	33.49*
6	School boards		State department	6.11*
7	School boards		General Assembly	3.77
8	Local elected officials		State department	22.84*
9	Local elected officials		General Assembly	31.42*
10	State department		General Assembly	1.27
11	Superintendents		School boards	6.24*
12	Superintendents		Local elected officials	29.42*
13	Superintendents		State department	2.33
14	Superintendents		General Assembly	3.8
15	School boards		Local elected officials	13.95*
16	School boards		State department	7.39*
17	School boards		General Assembly	10.1 *
18	Local elected officials		State department	15.16*
19	Local elected officials		General Assembly	18.97*
20	State department		General Assembly	.03
21	Superintendents		School boards	3.59
22	Superintendents		Local elected officials	4.91
23	Superintendents		State department	8.26*
24	Superintendents		General Assembly	.38
25	School boards		Elected local officials	5.14

SUMMARY OF CHI-SQUARE VALUES (continued)

Hypothesis number	Category	-	Category	Value
26	School boards		State department	15.78*
27	School boards		General Assembly	.77
28	Local elected officials		State department	4.67
29	Local elected officials		General Assembly	1.92
30	State department		General Assembly	4.52

*Significant at the .05 level of confidence; df = 2.

APPENDIX F
List of Consultants

LIST OF CONSULTANTS

The following professional educators assisted the researcher in the development and testing of the research instrument:

Dr. V. J. Morlino, director of secondary education, Portsmouth, Virginia, Public Schools

Dr. Jack C. VanNewkirk, director of personnel, Portsmouth, Virginia, Public Schools

Dr. Pauline Wise, associate professor of education, Old Dominion University, Norfolk, Virginia

Dr. Betty J. Ricks, supervisor of business education, Portsmouth, Virginia, Public Schools

Dr. Roger Johnson, assistant professor of education, Old Dominion University, Norfolk, Virginia

APPENDIX G

Rationale for Selection of State
Department of Education
Respondents

RATIONALE FOR SELECTION OF STATE DEPARTMENT
OF EDUCATION RESPONDENTS

The total population of those having a direct concern with the standards of quality was chosen. By a direct concern is meant having a voice in the formulation of the standards of quality and a responsibility for the administration or monitoring of the standards.

The superintendent of public instruction and the assistant superintendents were chosen because of their immediate concern with the program and its effect on education in the Commonwealth of Virginia and also because the final responsibility for its administration rests with them.

The standards of quality were analyzed to discover those departments of the Board of Education charged with administering the individual standards. The results are as follows:

Basic learning skills:	Mr. B. R. Taylor
Career preparation:	Mr. J. R. Cook Dr. M. H. Garner Dr. C. L. Riehm
Special education:	Mr. J. T. Micklem
Gifted and talented:	Mrs. I. P. Rucker
Personnel:	Mr. W. H. Jones Mr. B. R. Taylor
Teacher preparation:	Mr. W. H. Jones

Testing:	Dr. C. A. Sandy
Accreditation:	Mr. N. P. Bradner Mr. W. F. Young Mr. A. Monday
Planning:	Mr. D. G. Robinson

APPENDIX H

Method of Selecting School Board Members
and Local Elected Officials

METHOD OF SELECTING SCHOOL BOARD MEMBERS
AND LOCAL ELECTED OFFICIALS

A stratified random selection was used to select school board members and local elected officials. The school board members were stratified according to their boards. Each member of that board was then given a number and one sample was drawn from the "hat" for each school district. The same method was used to select members of city councils and county supervisors. By using this method, every individual had an equal chance of being selected.

APPENDIX I
Standards of Quality

Standards of Quality

FOR

PUBLIC SCHOOLS IN VIRGINIA

1 BASIC LEARNING SKILLS.

A. The General Assembly concludes that one of the fundamental goals of public education must be to enable each 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 primary (kindergarten through grade three) and intermediate (grades four through six) grades. Remedial work shall begin for low achieving students upon identification of their needs.

B. By September, nineteen hundred seventy-eight, the Board of Education, in cooperation with the local school divisions, shall establish specific minimum Statewide educational objectives in reading, communications and mathematics skills that should be achieved during the primary grades and during the intermediate grades.

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 that child from kindergarten without prejudice, in which case attendance shall not be mandatory.

2 CAREER PREPARATION.

A. The General Assembly concludes 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, nineteen hundred seventy-eight, provide programs, approved by the Board of Education, that offer:

1. Career guidance to all secondary students;
2. Adequate preparation to secondary students planning to continue their education; and
3. 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 thirty, nineteen hundred seventy-seven, each school division, in cooperation with the Board of Education, shall have a plan for alternative career education to provide instructional choices for parents and students. By September, nineteen hundred eighty, each school division shall have a program of alternative career education.

C. Students enrolled in alternative education programs approved by the Board of Education shall be counted in the Average Daily Membership of the school division in which they would normally be enrolled. State funds received by a school division for students enrolled in alternative education programs shall be disbursed to the programs in proportion to the number of students actually enrolled therein, in accordance with guidelines established by the Board of Education and to the extent permitted by the Constitution and laws of Virginia.

3 SPECIAL EDUCATION.

Each school division shall have a program, acceptable to the Board of Education, for early identification of students who may 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.

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 advanced 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 advanced education, in accordance with regulations prescribed by the Board of Education.

5 PERSONNEL.

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

B. The maximum number of students in Average Daily Membership per certified classroom teacher for each first, second, or third grade classroom in all school divisions shall be as follows: for 1977-78, twenty-eight; for 1978-79, twenty-seven; for 1979-80, twenty-six; for 1980-81, twenty-five; and for 1981-82 and thereafter, twenty-four. Until the school year 1981-82, no kindergarten classroom shall have more than twenty-five students in Average Daily Membership per certified classroom teacher; beginning with such year, no kindergarten classroom shall have more than twenty-four students in Average Daily Membership per certified teacher. If a full-time teacher's aide is assigned to a kindergarten through third grade classroom, the maximum student limit for that classroom shall be raised by seven.

C. 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 individuals with special instructional needs.

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, nineteen hundred seventy-eight, every certified teacher shall be required

every five years to have his or her certificate renewed by a certification board. The Board of Education shall establish general criteria for initial certification and certificate renewal. The courses and in-service training taken for certificate renewal shall be demonstrated as pertinent to the subject area in which the teacher now teaches or plans to teach.

7 TESTING AND MEASUREMENT.

A. By September, nineteen hundred seventy-eight, 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.

B. Beginning in September, nineteen hundred seventy-eight, each school division shall annually administer uniform Statewide tests developed by the Department of Education to measure the extent to which each student in that division has progressed during the last year in achieving the specific educational objectives that have been established under Standard 1-B.

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 any evaluation committee on which accreditation is based 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.

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 one of each even year to the Superintendent of Public Instruction for approval by the Board of Education. This plan shall include:

1. The measurable objectives of the school division stated in terms of student performance;
2. An assessment of the extent to which the objectives are being achieved, including follow-up studies of former students;
3. Strategies for achieving the objectives of the school division; and
4. Evidence of community participation in the development of the six-year plan.

A report shall be made by November one of each even year to the local school board and to 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.

10 POLICY MANUAL

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

1. A grievance procedure prescribed, and amended from time to time as deemed necessary, by the Board of Education;
2. A system of direct communication between the local school board and its employees, along guidelines established or approved 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
3. 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.

§ 2. The standards of quality prescribed above shall be the only standards of quality required by Section 2 of Article VIII of the Constitution of Virginia.

§ 3. School divisions providing programs and services, as provided in the standards of quality prescribed above, with State basic and local funds may be required to provide such services and programs only to an extent proportionate to the funding therefor provided by the General Assembly.

2. That Chapter 316 of the Acts of Assembly of 1974 is repealed.

APPENDIX J
Research Questions

RESEARCH QUESTIONS

1. To what extent is there agreement between superintendents and school board members in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

2. To what extent is there agreement between superintendents and local elected officials in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

3. To what extent is there agreement between superintendents and state department of education personnel in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

4. To what extent is there agreement between superintendents and the General Assembly in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

5. To what extent is there agreement between school board members and local elected officials in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

6. To what extent is there agreement between school board members and state department of education personnel in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

7. To what extent is there agreement between school board members and the General Assembly in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

8. To what extent is there agreement between local elected officials and state department of education personnel in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

9. To what extent is there agreement between local elected officials and the General Assembly in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

10. To what extent is there agreement between state department officials and the General Assembly in their perception that the implementation of the standards of quality has made an improvement in the quality of education in the local division?

11. To what extent is there agreement between superintendents and school board members in their perception of the loss of local control involved in the implementation of the standards of quality?

12. To what extent is there agreement between superintendents and local elected officials in their perception of the loss of local control involved in the implementation of the standards of quality?

13. To what extent is there agreement between superintendents and state department personnel in their perception of the loss of local control involved in the implementation of the standards of quality?

14. To what extent is there agreement between superintendents and the General Assembly in their perception of the loss of local control involved in the implementation of the standards of quality?

15. To what extent is there agreement between school board members and local elected officials in their perception of the loss of local control involved in the implementation of the standards of quality?

16. To what extent is there agreement between school board members and state department of education personnel in their perception of the loss of local control involved in the implementation of the standards of quality?

17. To what extent is there agreement between school board members and the General Assembly in their perception of the loss of local control involved in the implementation of the standards of quality?

18. To what extent is there agreement between local elected officials and state department of education personnel in their perception of the loss of local control involved in the implementation of the standards of quality?

19. To what extent is there agreement between local elected officials and the General Assembly in their perception of the loss of local control involved in the implementation of the standards of quality?

20. To what extent is there agreement between state department officials and the General Assembly in their perception of the loss of local control involved in the implementation of the standards of quality?

21. To what extent is there agreement between division superintendents and school board members in their perception of an increase in local costs involved in the implementation of the standards of quality?

22. To what extent is there agreement between division superintendents and local elected officials in their perception of an increase in local costs involved in the implementation of the standards of quality?

23. To what extent is there agreement between division superintendents and state department of education personnel in their perception of an increase in local costs involved in the implementation of the standards of quality?

24. To what extent is there agreement between superintendents and the General Assembly in their perception of an increase in local costs involved in the implementation of the standards of quality?

25. To what extent is there agreement between school board members and local elected officials in their perception of an increase in local costs involved in the implementation of the standards of quality?

26. To what extent is there agreement between school board members and state department of education personnel in their perception of an increase in local costs involved in the implementation of the standards of quality?

27. To what extent is there agreement between school board members and the General Assembly in their perception of an increase in local costs involved in the implementation of the standards of quality?

28. To what extent is there agreement between local elected officials and state department of education personnel in their perception of an increase in local costs involved in the implementation of the standards of quality?

29. To what extent is there agreement between local elected officials and the General Assembly in their perception of an increase in local costs involved in the implementation of the standards of quality?

30. To what extent is there agreement between state department officials and the General Assembly in their perception of an increase in local costs involved in the implementation of the standards of quality?

VITA

Walter T. H. Galliford, Jr., was born in Portsmouth, Virginia, on January 17, 1923. He was educated in public schools in Virginia, New Jersey, and Cuba, graduating from Woodrow Wilson High School in Portsmouth in 1940. He entered the Virginia Military Institute and was transferred by the U. S. Marine Corps Reserve to the University of North Carolina, where he graduated in 1944, earning a bachelor of arts degree in English. Following World War II he taught and coached in private and public schools until he was appointed to an administrative position in 1958. In 1972 he was appointed assistant superintendent for instruction in the Portsmouth Public Schools. He holds a master's degree from the University of Virginia and a certificate of advanced graduate study from Old Dominion University in Norfolk.


W. T. H. Galliford, Jr.

AN ASSESSMENT OF THE ATTITUDES OF
SELECTED RESPONDENTS TOWARD THE
STANDARDS OF QUALITY
FOR PUBLIC EDUCATION IN VIRGINIA

by

W. T. H. Galliford, Jr.

(ABSTRACT)

The purpose of this study was to determine the attitudes of local school board members, division superintendents, local elected officials, state department of education personnel, and state legislators towards the approach taken to improve the public schools in Virginia by the enactment of state mandated standards of quality.

A questionnaire was developed and mailed to all division superintendents in Virginia, all the members of the General Assembly, those state department of education personnel responsible for the standards of quality, and random samples of school board members and local elected officials. The questionnaire was designed to determine the respondents' attitudes on the improvement effected by the implementation of the standards of quality, the loss of local control involved, and the attendant increases in local expenditures. Respondents who perceived an improvement were asked if they believed the improvements were worth the costs involved.

those most responsible for the financing and direction of education did not agree.

Many areas for further research were identified. Among these were: (1) researching the ideas embodied in the standards of quality new to Virginia to determine their success or failure elsewhere, (2) researching the attitudes of parents and classroom teachers toward the standards of quality, (3) studying the objections to the standards of quality by local elected officials, and (4) instituting longitudinal studies to determine the improvement effected by the standards of quality.