

1984

An analysis of the influences affecting the standards for certifying public school teachers in Virginia

Wayne Dixon Lett

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<https://dx.doi.org/doi:10.25774/w4-k3qj-dy56>

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**AN ANALYSIS OF THE INFLUENCES AFFECTING THE STANDARDS FOR
CERTIFYING PUBLIC SCHOOL TEACHERS IN VIRGINIA**

The College of William and Mary in Virginia

Ed.D. 1984

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AN ANALYSIS OF THE INFLUENCES
AFFECTING THE STANDARDS FOR CERTIFYING
PUBLIC SCHOOL TEACHERS IN VIRGINIA

A Dissertation
Presented to
The Faculty of the School of Education
The College of William and Mary in Virginia

In Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

by
Wayne D. Lett
Spring 1984

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AN ANALYSIS OF THE INFLUENCES
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PUBLIC SCHOOL TEACHERS IN VIRGINIA


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ACKNOWLEDGMENTS

The writer expresses deepest gratitude to Dr. William Bullock, Jr., who has devoted considerable time and effort from which this project has benefited greatly. His effective direction of this student's doctoral program is also appreciated. Gratitude is also extended to Professor Royce Chesser not only for his assistance in this project, but also for his guidance during the author's early years in educational administration. The guidance of Dr. John Thelin is sincerely appreciated, especially for his aid in beginning this project. My appreciation is extended to Dr. Robert Maidment for willingly replacing Professor Chesser on the committee at the end of my doctoral program.

Finally, thanks and appreciation are offered to my wife, Dianna, for her patience, perserverance, and encouragement.

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Chapter 1

INTRODUCTION

Certification is the process that prospective teachers must complete in order to become eligible to teach. It is comparable to licensing requirements mandated by states for some other professions, and it provides commonality of minimum training requirements within a state.

Certification has been the primary means used by states to insure teacher competence (SREB, 1981). It usually revolves around a combination of requirements including a bachelor's degree with coursework in professional education, general education, and a specific field (Conant, 1963).

The certifying body in each state that formulates certification regulations is subject to pressure from various groups. The interests of these groups vary and some are contradictory. While one group may want additional requirements to limit the number of available teachers in order to raise salaries, another group may prefer increasing the supply of teachers by decreasing requirements to keep salaries from rising (Conant, 1963). Others may be interested in specific subject areas and believe that more stringent requirements would lead to improved teaching and increased learning on the part of students (Freeman, 1977). Certification regulations may also be viewed as a means to keep incompetent teachers out of education. The certifying

body may be pressured to insert restrictive measures in addition to course requirements in an attempt to prohibit the incompetent from entering teaching.

A number of issues may arise in any certification revision process. These issues include which courses to require, the value of professional education courses as compared to liberal arts courses, student teaching concerns, and how difficult or how easy it should be for one to enter teaching.

In December, 1981 the Board of Education in Virginia approved new certification regulations (Virginia, Certification, 1982). The approval of the regulations was preceded by two sets of Certification and Approved Programs Study Committee recommendations and three sets of recommendations from the Superintendent of Public Instruction (Virginia, Superintendent's, June 25, 1981; November 17, 1981). There was editorial and news coverage, advice from members of the General Assembly, and legislation. Various groups expressed opinions at some time during the process including both public and private schools and colleges, teachers, parents, administrators, and subject area special interest groups.

Statement of the Problem

The purpose of this study was to determine if those who influenced Virginia certification regulations incorporated

research on teacher performance or pupil achievement to establish or support their positions. The study began with the events which occurred during 1958 to 1960 because of the similarity with events which occurred in 1978 to 1982. The study concluded with an analysis of the influences which affected the July 1, 1982 certification regulations.

These time periods included the following similar activities or issues: (a) teacher training and certification studies authorized by the General Assembly (Virginia, Acts, 1958; Virginia, Final Report, 1981), (b) the certification of nonteacher trained college graduates (Virginia, Acts, 1958; Virginia, Acts, 1981), (c) the adoption of revised certification regulations (Virginia, Certification, 1960; Virginia, Certification, 1982), (d) state legislators questioning the number of education courses required for teacher certification (Paschall, Note 1), and (e) whether or not additional education courses would limit the teacher supply (Paschall, Note 1; Virginia, Summary, 1981).

National concerns and criticisms regarding teacher education have had an influence on the positions taken by various groups. Some of the questions related to these concerns and criticisms include:

1. Are the number of liberal arts courses offered in schools of education inadequate (Koerner, 1963)?

2. Are education courses the same quality as liberal arts courses (Conant, 1963; Silberman, 1970)?

3. Should liberal arts graduates be able to enter the teaching profession without professional preparation (Silberman, 1970)? A portion of this research focuses on the concern about whether to certify liberal arts graduates who had not completed the professional education requirements (Southern Regional Education Board, 1981; Virginia, House Joint Resolution No. 254, 1981; The Quality, 1982).

4. What is the quality of students who enter education programs (Hofstadter, 1962; Koerner, 1963)?

5. Are the length, the amount of supervision, and the timing of the student teaching process appropriate (Silberman, 1970)?

6. What is the relationship between required courses and teaching performance (Koerner, 1963; Conant, 1963).

7. How well do education professors compare to liberal arts professors (Conant, 1963; Koerner, 1963)?

The questions to be answered in this study were: What were the influencing variables in the certification and teacher training process in Virginia? What research, communication, testimony, and legislation influenced the certification and teacher training process in Virginia? Did the requirements of the certification and teacher training

processes and the manner in which they had been influenced have any relationship to research on teacher performance or pupil achievement? A final question was prompted by a 1958 and 1978 Virginia General Assembly authorization for a study of the teacher training procedures and the certification process (Virginia, House Joint Resolution No. 165, 1978; No. 180, 1980; Virginia, Acts, 1958). Did those studies include a review of the literature and research in the field to assure that there would be a research base for any recommendations made?

Models

The model used for indicating motivation of decision makers and pressure groups, their messages, their intended recipients, and the effect of their actions was Merritt's (1966) communication model (Appendix D). The questions to be answered in the establishment of the model included: Why did the communicator "transmit a particular message? Whom or what does the person represent when he communicates? Can a causal relationship between the message and decision be inferred" (pp.52-54)? The model used for investigating influence was adapted from Finsterbusch and Motz (1980).

Hypotheses

1. Procedures used by Virginia certification bodies in adopting certification regulations did not incorporate research data on teacher performance or pupil achievement.

This hypothesis assumes that research on whether or not specific courses or programs of study yielded improved teacher performance or pupil achievement was not cited, reviewed, or undertaken in the certification revision process. Consequently, the approved certification regulations were not a result of this type of research.

2. Individuals and organizations who influenced or who tried to influence the decision makers in the certification revision process did not rely on or use research data on teacher performance or pupil achievement to support their positions.

Definition of Terms

Certification

Certification is the process by which professional educational personnel receive license to teach. Certification requirements usually include a bachelor's degree, with coursework in general education, professional education, and a specific field (Conant, 1963).

Teacher Preparation

Teacher preparation (teacher training) is the process which includes education courses and student teaching as part of the undergraduate process to prepare college students to be certified teachers.

Collegiate Certificate

The Collegiate Certificate is a temporary (maximum of

three years) certificate issued prior to July, 1981 to an applicant who had a bachelor's degree but did not meet all certification requirements. The Provisional Certificate is a two-year certificate which replaced the Collegiate Certificate. It is granted to those individuals who do not meet all of the requirements for a Collegiate Professional Certificate. After July 1, 1984 the Provisional Certificate is to be issued to all beginning teachers who have the additional requirement of a two-year assessment period in order to determine whether or not they will be eligible for a Collegiate Professional Certificate (Virginia, Superintendent's, November 24, 1982).

Collegiate Professional Certificate

The Collegiate Professional Certificate is a renewable five-year certificate issued to applicants who have completed all certification requirements (Virginia, Certification, 1978).

Board of Education

The Board of Education in Virginia is referred to as the Board of Education in this study (Virginia, Virginia School Laws, 1980). The Board of Education is responsible for supervising the state public school system. The Governor appoints the Board with General Assembly confirmation. The Board consists of nine members (Virginia, Virginia School Laws, 1980). The Department of Education

provides administrative and supervisory services for the Board of Education. The Board and Department of Education control the certification process with guidance and regulatory provisions from the General Assembly.

Liberal Arts Graduates

Liberal arts graduates or nonteacher trained graduates are individuals who do not have the combination of student teaching and professional education courses.

Endorsement Requirements

The endorsement requirements are the courses in a subject area which are required in order to teach specific subjects or grades.

Approved Programs

The approved programs are the programs for certification in the endorsement areas submitted by the colleges for approval by the Board of Education. These programs include the minimum requirements and may include additional requirements established by each individual college (Virginia, Standards, 1979).

Professional Education Requirements

Professional education requirements are the education courses in human growth and development, curriculum and instructional procedures, and student teaching. The education and endorsement requirements are the areas usually subjected to certification changes and these requirements

differentiate education from other programs.

Teacher Education Advisory Committee

The Teacher Education Advisory Committee is a seventeen-member committee appointed by the Board to advise the Board on certification policies. It is composed of teacher, school board, and college representatives, and a local superintendent (Virginia, Virginia School Laws, 1981).

Certification and Approved Programs Study Committee

The Certification and Approved Programs Study Committee (Study Committee) was a subcommittee of the Teacher Education Advisory Committee. Beth Nelson, Chairman of the Advisory Committee, appointed the Study Committee to review current certification regulations and to recommend new certification regulations as well as the Standards for Approval of Teacher Preparation Programs (Jones, Note 2).

Limitations

The results of this study were not generalizable to the whole population. There was no attempt to randomize the interviewees or groups they represented. Interviewees did not represent every group that did or could have taken part in the certification revision process. In obtaining data, the purpose was not to contact each group that attempted to influence the Board of Education, but to contact representatives of groups within the spectrum of groups attempting to exert influence.

The years 1958 through 1960 were included in the study because of the similarity with events which occurred in the years 1978 through 1982. It was not the purpose of this study to include an indepth analysis of the influences occurring in 1958 through 1960.

Overview

Chapter 2 contains the review of the literature with a chronological review of events applicable to this study. The methodology including a description of the interview instrument and data gathering procedures is in Chapter 3. Chapter 4 contains the analysis of results and the discussion; the summary and conclusions are in Chapter 5.

Chapter 2

REVIEW OF THE LITERATURE

Articles, books, legislative enactments, resolutions, and state publications on certification and the teacher training process were reviewed. The review of the literature was divided in two parts. First, selected articles and books which provide opinions or research on the teacher training issue and the liberal arts debate were reviewed. Secondly, a chronological review of events, legislation, public documents, and regional publications was included.

Literature and Research on Teacher Certification and Training

A review of the general literature contained opinion on the certification procedures. However, research on certification procedures was minimal.

In 1970 Don Davis, Associate Commissioner for Educational Personnel Development in the U.S. Office of Education (quoted by Arend, 1973), criticized teacher education for not providing teachers with appropriate instructional techniques and for not training teachers to be sensitive to children's needs. According to Silberman (1970), teachers cited student teaching as indispensable and the most valuable component of professional education. However, Silberman criticized student teaching because

inappropriate teaching techniques were taught in student teaching as well as appropriate techniques. Cooperating teachers and college supervisors did not have the training needed or the time to assist effectively student teachers. Other problems (Silberman, 1970) associated with student teaching included: college supervisors not having taught the subject or being out of teaching too long; college supervisors rarely had status as fulltime faculty members, and teacher education was underfinanced. Moreover, teacher education institutions received less funding than other institutions, and education departments received a lower portion of funding within the institution. Waiting until the senior year for student teaching was believed to be a mistake because it would be too late for students to change their course of study if they did not like teaching.

Koerner (1963) criticized teacher education and certification requirements because teachers spent too much time in education courses. During many discussions of this criticism, the conflict between liberal arts and education faculties was usually mentioned. According to Conant (1963), an often overlooked fact was that teachers and administrators spent more time in liberal arts classes than in education classes. Even so, many liberal arts professors had not placed much value on education degrees. Liberal arts professors actually knew very little about education

courses. Liberal arts professors were also irritated by education professors who claimed that only education professors knew what constituted effective teaching. Liberal arts professors viewed the certification requirements as a protection against deletion of education courses which resulted in more job security for education professors. The certification requirements were a source of antagonism between education and noneducation professors. Student criticism of education courses was probably due in part to the fact that the courses were required and the student may have been influenced by academic professors who were critical of education courses (Conant, 1963).

Silberman (1970) referred to problems regarding the liberal arts programs. If teachers were poorly educated, then students in other majors were also poorly educated. His investigation revealed that all students, education and noneducation majors, took the majority of their courses in the liberal arts departments. Some teacher colleges required more academic preparation than did liberal arts institutions. If there was a problem with teacher education, the liberal arts faculty must share in the blame. Part of the problem of recruiting quality candidates to teaching was that liberal arts and science professors discouraged students from entering education when the training of teachers should have been considered a

responsibility of all departments.

If teacher education should be changed, what changes should be made? According to Silberman (1970), the recommended changes ranged from making professional education a part of the liberal arts program to stressing specialized professional education. State departments of education, and teacher and administrator organizations worked to maintain the course of professional study in education as a requirement for certification. Some professional education critics argued that any degreed individual could learn how to teach by on the job experience (Silberman, 1970). Wise (1979) observed that the reason laymen thought they or others with college education were experts was due to their familiarity with education since they had been in the classroom as students and had the perception that special knowledge of methodology was not needed.

Conant (1963) in the Education of American Teachers also cited the influence of educator groups on maintenance of certification regulations. According to Conant, teacher groups had strong interest in maintaining professional education courses because that was the training that distinguished them from other groups, and it controlled who entered the profession. If any individual with an undergraduate degree was allowed to teach, salaries could

possibly be decreased. Conant believed that certifying bodies had been responsive to concerns about the possible deficiency in the number of liberal arts courses since most recent certification revisions had increased the number of liberal arts courses. However, he did not believe that certification policies were effective in providing quality teaching. There was no direct relationship between the regulations and teacher quality or education program quality. The certification regulations were impractical for school divisions to follow and evasion was a common occurrence. Conant (1963) found no evidence that teacher quality was improved by any specific course.

Conant (1963) recommended (a) that student teaching become the basis of certification with time for observation and guidance from school system and college personnel, (b) that public school systems and states become more involved in the student teaching process, (c) that teachers be recruited from the top third of high school seniors, and (d) that student teachers be supervised by experienced school teachers who held university faculty status.

Another critic whose work was published the same year as Conant's was Koerner (1963) who wrote the The Miseducation of American Teachers. Some of his criticisms mirrored those of Conant and Silberman. He criticized education courses, the academic caliber of education

students, the quality of education faculty, the increased number of required education courses, freshman and sophomore liberal arts courses, and the lack of a relationship between teacher training programs and job performance.

Koerner also indicated that studies showed that education students measured below average on standardized tests as compared to students in other fields. Koerner believed that very little was known about the preparation of teachers.

The Study Commission on Undergraduate Education and the Education of Teachers found that (a) a majority of high school teachers were dissatisfied with education courses, (b) students preferred earlier experiences in the classroom, (c) students agreed that student teaching needed to be longer than a few weeks (Levenson and Spillane, 1976).

Levenson and Spillane (1976) had more confidence that the public school could provide students with teacher training as opposed to colleges. Teachers and administrators in the school were the appropriate individuals to train student teachers. The school was also the appropriate place for public participation in the training procedures.

Stiles (1974) and Freeman (1977) criticized the course-credit system of certification and the variance in programs between colleges. Stiles (1974) maintained that

certification was failing because its underlying teaching performance evidence was invalid, and the profession had not accepted teacher education as a high priority. There was not a dependable relationship between the course-credit system of certification and teacher performance. Knowledge of subject matter did not guarantee high teacher quality. Differences between colleges, students, professors, and programs were so vast that there was no assurance that standards had been met. Freeman (1977) indicated that recent research suggested that teaching effectiveness was more a function of the individual, the students being taught, and the environment than a relationship with teacher training.

The student teaching component of programs varied in the amount of contact from college supervisors, the length of student teaching, the amount of teaching, and the method of observing student teachers. The approved program format transferred counting credits in the certifying agencies to the colleges. The course credit was the evidence used by colleges to verify knowledge of content and skills for teaching (Stiles, 1974). Freeman (1977) expanded on this theme by claiming that certification requirements were developed by using the college credit hour to express the requirement of what a teacher needed to know. Once it was determined that an elementary teacher should have a

knowledge of mathematics, this was expressed in a certain number of required hours of mathematics. Connecting the credit hour to desired knowledge was abstract and not necessarily related to effective teaching. The credit hour was more useful as a college management instrument than it was for certification. It was not designed for use in verifying a relationship between state certification concerns and preparation of teachers. Credit hour requirements had been formulated to standardize teacher certification rather than to determine what was appropriate for quality teaching (Freeman, 1977).

Stiles (1974) claimed that the system failed because transcripts were not valid indicators of successful teaching. Teacher certification failed because it was improperly conceived and was operated by states rather than the teaching profession. It also failed because it did not screen out those who were not professionally or personally suitable for teaching. Quality controls were not maintained to insure that current knowledge and skills of teachers did not become obsolescent. The renewing of a certificate had the same weakness, since it required college credit hours without any professional competence requirement. Teacher certification acted as a deterrent to entering teaching because the highly competent were not attracted by low standards. School systems did not view

obtainment of certification standards as an indicator of competence, since they employed teachers who did not fully meet certification standards. The public did not understand why the teaching profession could not develop a certification system which would prohibit the entry of incompetent teachers. Stiles (1974) recommended replacing credit-counting with performance standards to judge professional competence in the classroom. Stiles did not mention that some of the teachers who did not meet certification standards were employed because employers could not find certified (endorsed) teachers to fill certain positions.

In an interview on National Public Radio, Ernest Boyer, former U.S. Commissioner of Education, claimed that teacher preparation institutions had a monopoly and were also less selective than other divisions within colleges (Teaching, 1982). He also stated that teacher preparation made little difference. He advocated copying the idea of the pre-med programs and beginning training prior to the senior year. Part of the problem with education was that the leadership in the schools of education did not consider teacher training as important as doctoral dissertations and research. One reason that schools of education were not obtaining good recruits was that the training was not considered an exciting process, the professors did not

compare favorably with other departments, and the eventual teaching salary was low (Teaching, 1982).

Feleder, Hallis, and Houston (1981) also recognized the problems of education faculty in their evaluation of the University of Houston teacher education program. The reward system in most colleges discouraged behaviors needed in the development of improved teacher education programs. The research in teacher education was minimal and there had been no validation of the connection between teacher performance and student achievement.

Hofstadter (1962) reviewed teacher education and had some of the same criticisms already mentioned. He observed that those who entered teaching who had the most ability planned to eventually enter educational administration or leave education after a few years. He also noted that it would be difficult to find enough highly qualified teachers to work in public schools since the financial incentives were not attractive.

Howsam justified professional education courses by stating that "there is a body of knowledge and a repertoire of behavior and skills that are vastly more useful than personal experience alone" (Howsam, 1981, p. 146). Gideonse (1982) advocated upgrading teacher education by maintaining that teachers in addition to having a general education or liberal arts background also needed to be familiar with

professional education research. Four years was not an adequate period of time and the resources available were also inadequate. His answer to increasing education knowledge for potential teachers was a postbaccalaureate program. Robert Spillane (1982) in response to Gideonse maintained that there had been no advance in the last twenty years in the knowledge base for teacher education.

In the 1970's Medley conducted research on teacher training. He stated (1973) that we were not capable of determining whether students "learn more from a teacher trained in a particular way than they would have learned . . . if he had not been trained that way" (p. 3). The evidence was limited on the influence that teachers had on learning because of difficulty in obtaining that evidence (Medley, 1972). The evidence was also limited on whether or not trained teachers were more effective than liberal arts graduates (Medley, 1973). Medley mentioned that Popham had provided evidence that there was no significant difference between the effectiveness of professionally trained and untrained teachers.

Medley, Soar, and Soar (1975) criticized evaluating teachers through pupil testing. Medley conducted research on effective and ineffective teachers on high and low SES students. The research suggested that teachers may have to learn different strategies depending on the background of

the students.

In Popham's (1971) research mentioned by Medley (1973), Popham hypothesized that "performance tests at least ought to be able to discriminate between experienced teachers and nonteachers with respect to their ability to accomplish prespecified instructional objectives" (p. 109). Popham tested 28 pairs of auto mechanics teachers and nonteachers, 16 electronics pairs, and 13 social studies pairs. All of the teachers in each group had a teaching certificate and at least two years of experience. None of the nonteachers had any teaching experience or education coursework but did have some knowledge of the subject to be taught. The electronics and auto mechanics students were pre- and post-tested with nine hours of instruction between tests. The social studies students had four hours of instruction and no pre-test because they were randomly assigned. Popham found no significant difference between teacher and nonteacher classes in affective pupil reactions. He found no proof that experienced teachers promoted achievement of instructional objectives more than did nonteachers. One explanation he forwarded for the results was that teachers were not necessarily skilled at causing prespecified learner behavior changes. The teachers were more concerned with covering content, maintaining order, and exposing students to knowledge. Popham (1971) concluded that in promoting

learner attainment with given instructional objectives, teachers did not perform better than nonteachers.

In reviewing the student teaching experience, several studies (Benedict, 1977; James, 1973; Young, 1961) showed there was a positive relationship between effective student teaching and high college grade point average; there was a positive relationship between the least effective groups and low grade point averages. Grade point averages were not a suitable success predictor for middle range grade point averages.

In a Baltimore County, Maryland study on second-year teachers, it was revealed that teachers who did their student teaching in Baltimore County were rated more effective than those who did not student teach there (Arend, 1973). This may only show that familiarity with a school system helps in obtaining higher evaluations and decreases the amount of orientation needed in the second year of teaching.

Johnson (1974) found no significant difference in effectiveness based on length of student teaching. Teachers who had longer student teaching experiences (one year) rated their experience as being more effective than did those who student taught for one quarter. Elliot (1975) found that pre-student teaching experiences did have a significant positive effect on their opinions of student teaching.

Length of student teaching and additional classroom experiences affected teacher attitudes in a positive manner but did not affect teaching effectiveness. Freimarck (1971) found that neither methods courses nor student teaching had significant effects on educational and philosophical student beliefs.

Several studies indicated a significant positive association between the teacher's verbal ability and pupil achievement (Bowles and Levin, 1968; Coleman, 1966; Guthrie, 1971; Vance, 1982). Other research efforts had not been successful in establishing a relationship between student achievement and teacher characteristics. The existing research described what effective teachers did in the classroom (Vance, 1982). Additional research showed that it might be possible to train teachers to exhibit those behaviors associated with increased student achievement (Brophy, 1982).

Critics of the present status of certification and teacher education criticized certification reciprocity programs. The National Council for Accreditation for Teacher Education (NCATE) and the National Association of State Directors of Teacher Education and Certification (NASDTEC) were criticized because these programs perpetuated the problems with teacher certification as well as exerted control (Clapp, 1963; Stiles, 1974).

Review of Legislation, Public Documents, Original
Sources, and Sequence of Events

The following brief summary of events relating to certification in Virginia in the 1940's and 1950's is provided as an introduction to the events which occurred in 1958.

The Virginia Education Commission, also known as the Denny Commission (George H. Denny, Chairman), was established by Senate Joint Resolution No. 11, in 1944. One of the purposes of the commission was to study teacher education, selection, and tenure. The commission submitted its report in 1945 (Buck, 1952).

The commission recommended that teacher training institutions help with first year teachers in public schools. It also made recommendations regarding the recruiting of students to enter teacher preparation programs. It suggested beginning the teacher recruiting process while individuals were still in high school using results of standardized tests, grade point averages, and information on the student's character, and carefully recruiting teachers during their first two years of college. Those who did not perform well during their first two years of college would be forced out of teacher education (Virginia, Teacher Training, 1945). The commission also recommended that colleges become more selective in admitting

students to teacher education schools and require a higher grade point average while in college (Buck, 1952). Students should be required to take psychology courses during their sophomore year, basal education courses during their junior year, and have continuous contact with children. The report recognized that the senior year was too late both for the student and the state to drop the potentially ineffective teacher. The ineffective teacher should be dropped prior to student teaching (Virginia, Teacher Training, 1945). The commission criticized the number of liberal arts courses which teacher training candidates took (Buck, 1952).

The first revision of the certification regulations to occur after the commission report, was adopted by the Board of Education in 1950. The following were some of the changes made: state minimum subject endorsement requirements were increased; a two-year probationary period was adopted; the professional education requirements were increased for elementary majors, and elementary student teaching grade levels were specified (Buck, 1952). Those changes were part of the basis for future certification regulations (Virginia, Certification Regulations, 1978; 1982).

In 1956 the Board again authorized the Division of Teacher Education to study the certification regulations and make recommendations (Virginia, Certification Regulations,

1960). Controversy and legislative input surrounded the adoption of the regulations. After a discussion with several University of Virginia professors, Senator E. O. McCue of Charlottesville introduced a bill which would prohibit the Board of Education from refusing to issue a certificate to a liberal arts graduate. He said that the purpose of the bill was "'to try to get back to the people who know the subject.' He said it would enable schools to employ well educated people who did not take professional teaching courses" (U. Va. Dean, p. 4).

Davis Y. Paschall, Superintendent of Public Instruction in 1958, prepared new certification regulations with a review committee composed of local superintendents, school board members, college presidents, and department staff for presentation to the Board of Education when the legislative controversy occurred (Virginia, Minutes, February 27, 1958). As a result of the pressure from the General Assembly, Paschall's goal was to maintain standards (Paschall, Note 3).

Paschall testified against the McCue bill before the Senate Education Committee. He announced that he would seek an increase in the hours required in the subject field for specific subject area endorsements and decrease the required number of education courses. However, he defended education courses in methodology, child and adolescent psychology, and

student teaching. McCue defended his bill by stating that eliminating education courses for high school teachers would increase the number of available teachers in a time of acute shortage. Retired college professors would teach in the public schools if they did not have to take professional education courses. The committee also heard testimony from E. J. Oglesby, a University of Virginia mathematics professor, who stated that education courses were not necessary for high school teachers (Jones, February 12, 1958).

Additional arguments used by educators who opposed the McCue bill were: (a) College professors who wanted to teach would not leave college teaching. (b) Education courses provided teachers with confidence. (c) The McCue bill would increase the elementary teacher shortage. (d) Superintendents already hired all those graduates interested in teaching even if they did not have professional education courses. (e) The elimination of professional education requirements would only attract those liberal arts graduates who could not find other jobs (Hyde, February 23, 1958).

Both education and liberal arts professors wanted education students to spend more time in their respective areas. Some education professors were advocating a fifth year for the teacher training program (Hyde, February 27, 1958).

At the February 27, 1958 Board of Education meeting, Paschall recommended the revised certification regulations which reduced professional education hours for the Collegiate Professional Certificate from 18 to 15 hours and required only nine hours in professional education to raise the Collegiate Certificate to the Collegiate Professional Certificate for liberal arts graduates who had two years of successful teaching. Paschall requested special approval of the provision that permitted the Superintendent of Public Instruction to make modifications when recommended and justified by local superintendents. After an effort to eliminate the required professional education courses for raising the Collegiate Certificate to the Collegiate Professional Certificate was defeated by a four to three vote, the certification regulations with the Superintendent's recommended changes were approved.

The major changes in the certification regulations which were effective July 1, 1960 included (a) the reduction of the professional education requirement from 24 to 18 semester hours for elementary teachers, (b) the reduction of the professional education requirement from 18 to 15 semester hours for secondary teachers, (c) the increase of the general education requirements from 36 to 48 semester hours, (d) the establishment of some specific special education endorsements, and (e) the increase of the

secondary endorsement requirements in the fields of English, history and social sciences, mathematics, biology, chemistry, physics, general science, and foreign languages (Virginia, Minutes, February 27, 1958). After the Board action the House Education Committee amended the McCue bill to conform to the new certification regulations (Jones, February 28, 1958).

Section 22-204 of the Code of Virginia then provided that nonteacher trained bachelor's degree personnel could have their Collegiate Certificate raised to the Collegiate Professional Certificate with two years of satisfactory teaching experience and a maximum of nine semester hours in professional education. The additional study could be waived or modified by the State Superintendent when recommended by a division superintendent (Virginia, Acts, 1958). This 1958 amendment was similar to the 1981 House Joint Resolution No. 254 (Virginia, Acts, 1981).

Senate Joint Resolution No. 14 (1958) created a Commission on Public Education to study public education including teacher certification. The resolution was introduced as a result of the 1944 Virginia Education Commission's recommendation that the public school system be studied periodically (Virginia, Acts, 1958). The final report was not submitted to the governor until December 1961 (Virginia, Virginia Schools, 1961). The recommendations

regarding teacher training emphasized the teacher shortage issue especially in science and foreign languages. The report recommended that in its self-study each college seek a way to contribute to public education.

Another teacher supply study was authorized by the General Assembly in 1962 (House Bill No. 238) resulting from the need for more trained teachers (Virginia, Acts, 1962). The report, Teachers for the Public Schools of Virginia--Present and Future, included a review of teacher preparation programs. However, the major focus of the review was how additional education students could be accommodated rather than an emphasis in improving quality. The report cited a concern that teacher education students were of lower academic ability than students in other fields. Low salaries of teachers was listed as a reason for the able teachers leaving teaching for industry or administration (Virginia, Teachers, 1964). After the General Assembly attempted to address the teacher shortage crisis through its authorized studies, teacher preparation was not a significant issue in the General Assembly until 1978. In 1966 the Board of Education revised certification regulations which took effect on July 1, 1968 based on the recommendations of a committee composed of college and public school representatives (Virginia, Certification Regulations, 1968).

In 1975 Wayland Jones, Director of the Division of Teacher Education and Certification, requested Albert T. Harris to develop a proposed revision of teacher certification regulations. Harris was Dean of the School of Education at Virginia State College in 1975. The Advisory Committee and Jones instructed Harris to develop proposed regulations based on the competencies required to teach in each subject area. Harris hoped that this would result in a reduction of the emphasis on course credits and increase the emphasis on competencies (Harris, Note 4).

Harris believed his major function was that of compiling the various competencies required in each endorsement area. The information he obtained in preparing the document came from the Department of Education, NCATE, NASDTEC, Jones, and the Teacher Education Advisory Committee. He was also to combine the approved programs' standards and the certification regulations in one document. The social studies, foreign language, and home economics sections within the Department of Education were especially active in contacting Harris (Harris, Note 4).

The liberal arts issue and any issue related to types of certificate did not concern Harris, since his responsibility was in reviewing and revising the endorsement requirements. He viewed his role as a compiler and organizer of standards rather than a researcher. As a

result, he did not use research on pupil achievement or teacher performance. He "did not have the opportunity or the time" to formulate or review the literature to determine the availability of research. After he submitted his report he was not involved in revising the 1982 standards (Harris, Note 4).

The 1978 Certification Regulations reflected changes in the regulations approved by the Board of Education since 1968 (Virginia, Certification Regulations, 1978). These changes were procedural and were not preceded by a formal study of certification regulations.

House Joint Resolution No. 165 in March 1978 authorized a study of teacher preparation programs and competency examinations for new teachers (Virginia, Acts, 1978). A study was conducted but the resolution had no reporting requirement. No report was officially printed.

The Subcommittee on Improved Procedures for the Evaluation of Teacher Preparation Programs met and submitted a progress report as a part of the study authorized by House Joint Resolution No. 165 (Edwards, Progress, 1979; Medley, October 1979; Medley, October 23, 1979). College and employer representatives questioned the need for a study of teacher preparation programs. College representatives reported a decrease in the number and quality of teacher education students. The decline was attributed to negative

publicity, low teacher salaries, and opportunities in other areas, especially for women. A college representative was skeptical of any instrument that would be used to measure the quality of teacher education programs. The employer perspective in 1979 was that teacher quality had improved, teacher education programs were satisfactory, and evaluation of these programs was not needed. Public school officials who were contacted suggested that teacher education officials and programs provide earlier and longer exposure in student teaching situations, include more instruction on classroom management techniques, counsel students to enter teaching fields that have few applicants, screen teacher education students more thoroughly, and encourage students to obtain more than one endorsement (Edwards, 1979).

The subcommittee reviewed a proposal by Medley for evaluating teacher education programs. A sample of ten teachers from each of the twenty-five largest teacher preparation programs would be evaluated based on teacher standardized tests, pupil achievement, employer observations, and trained observer observations. The results would provide information on the product of individual colleges rather than the program process. The experimental program would take four years at a cost of \$250,000 per year (Edwards, 1979). No action was taken on Medley's proposal.

By December, 1978 Beth Nelson, Chairman of the Advisory Committee on Teacher Education, had appointed a subcommittee (Certification and Approved Programs Study Committee) to review current certification regulations, various proposals, and recommend future certification regulations and approved teacher preparation programs (Jones, Note 2). Judy L. Cox, a teacher who later became secondary supervisor in Staunton, was elected chairman (Virginia, Minutes . . . Study, November 1, 1979). This subcommittee was referred to both as the Study Committee and as the subcommittee.

The Study Committee reviewed the certification standards and received input from various special interest groups as well as the Department of Education staff (Interview No. 25). The length of student teaching did not become an issue for the Study Committee since the Board, in January 1978, increased the required clock hours for student teaching from 120 to 200 hours. A minimum of 120 of the hours had to be in direct instruction with part of the 200 hours required prior to the senior year (Virginia, Minutes of Board, January 25, 1979).

In November, 1979 S. John Davis, Superintendent of Public Instruction, announced his interest in reforming teacher education programs and the development of competencies for endorsement areas. Davis indicated that there was a wide variation in the quality of teacher

preparation programs in the state (Cox, November 8, 1979).

E. B. Howerton, Jr., Associate Superintendent for Personnel and Administrative Field Services, reported to the Board of Education on May 22, 1980 that the work of the Study Committee would be completed in the fall of 1980. The anticipated adoption date would be January or February 1981, and implementation would occur in July 1981. When asked about certification for nonteacher trained graduates, Howerton responded that the Study Committee would study the issue since there was no longer a statutory reference regarding the issuance of a Collegiate Certificate (Virginia, Minutes of Board, May 22, 1980).

In the 1980 revision of the Virginia Code, the Virginia School Laws was completely revised. Section 22:204 was changed to section 22.1-299, and the provision for certification of nonteacher trained graduates was removed from the Code. Reference was made to certification regulations prescribed by the Board of Education (Virginia, Virginia School Laws, Section 22:204, 1979; Section 22.1-299, 1980). The waiver provision was in the 1978 certification requirements (Virginia, Certification Regulations, 1978) but the Study Committee deleted the provision in its proposed regulations (Virginia, Working, October 1980).

The primary work of the Study Committee was

accomplished between October, 1979 and September, 1980. The Study Committee worked from the Preliminary Proposed Revision of Certification Regulations--September 1976 prepared by Harris (also referred to as the Harris Report). The Study Committee planned to meet from December to July with recommendations to be completed in April, 1980, hearings in May, and the final report to be completed in July (Virginia, Minutes . . . Study, November 1, 1979).

At each of the meetings held from December, 1979 to July, 1980, the committee reviewed and revised each section of the Harris Report and completed its work on September 13, 1980 (Virginia, Minutes . . . Study, September 11-13, 1980). The revision process had taken longer than originally planned which led to a revised completion date.

The committee was concerned that one weakness of the then current regulations was the number of times the word "should" was used instead of the word "shall." One of the first changes made by the committee was changing the word "should" to "shall" in many of the endorsement areas (Virginia, Minutes . . . Study, November 1, 1979, p.2).

Items of discussion and recommendation not related to specific endorsement areas included the approved program approach as compared to transcript analysis, early field experiences, middle school endorsement, and elimination of the Collegiate Certificate (Virginia, Minutes . . . Study,

December 13-14, 1979). The minutes contained limited rationale for changes and made no reference to a research base for the individual revisions.

In a July 30, 1980 memorandum, the Study Committee advised Howerton that it did not recommend freshman and sophomore field experiences for the following reasons: (a) Many students had not declared a major by the sophomore year. (b) Many students transfer to other colleges and to education programs after the freshman and sophomore years. (c) The community college frequently provided the general education portion of a student's program. (d) There was no evidence that a freshman field experience contributed "in a positive way to a suitable career choice nor to eventual professional competence." (e) College programs would have to be altered to allow for freshman or sophomore field experiences (Virginia Certification). None of these reasons cited research on future performance as rationale for the position taken on early field experiences except for the mention of the absence of evidence in number four.

By September, 1980 Davis had reviewed the Study Committee's recommendations and was concerned about whether an initial certificate should correspond with the three-year probationary period. He also had reservations about the validity of the National Teacher's Examination--NTE (Virginia, Minutes . . . Study, September 4-6, 1980).

On October 3, 1980 the Study Committee presented its report to the Advisory Committee. The Advisory Committee made some changes, and the revised document was forwarded to the Board of Education for its review beginning with the October 23 meeting of the Board (Virginia, Minutes . . . Advisory, October 3, 1980).

A joint meeting was held with the Study Committee and Board on October 23, 1980. When referring to recommendation procedures, Howerton stated that the procedures included suggestions from state accreditation and teacher education organizations, a review of national trends, and a prediction of needs and trends (Virginia, Notes, October 23, 1980). A review of teacher performance or pupil achievement research was not cited in the procedures used for developing recommendations.

The Board of Education and the Council of Higher Education held a joint meeting on December 4, 1980 for the purpose of discussing the proposed certification regulations and the Council's report to the General Assembly on teacher education programs. The Council's progress report cited information indicating that noneducation students had higher SAT scores than students receiving teaching certificates in 1979. Davis informed the Board that he would be recommending a three-year temporary certificate with an evaluation process to determine whether a permanent

certificate would be issued (Virginia, Notes, December 4, 1980).

On the day of the meeting between the two boards, an article citing information from the Council's progress report was in the Richmond Times-Dispatch. This article also cited the possibility that any corrective action against a minority college with unacceptably low admission standards "would be seen by some as racist" (Cox, December 4, 1980, p. D1).

A series of four articles by Charles Cox on the topic "Teaching in Trouble" appeared in the Richmond Times-Dispatch from December 21 through December 24, 1980. The articles were critical of teacher education and public schools. The Richmond Times-Dispatch and Richmond News Leader actively reported the certification revision process from this point to its conclusion. The press had not covered the previous work of the Study Committee (Interview No. 25). The editorial position of the Richmond Times-Dispatch was in opposition to the approved program approach and any additional professional education courses. It did favor the liberal arts approach (Cracking, May 4, 1981; Children, November 23, 1981).

Public hearings were held in Blacksburg, Richmond, Fairfax, and Norfolk on December 11, 1980 on the proposed Study Committee recommendations. The recommendations and

comments from the hearings were distributed to the committee members at the January 15-16, 1981 Study Committee meeting (Virginia, Minutes . . . Study, January 15-16, 1981).

Howerton met with the Study Committee at this meeting and shared with the committee the changes in their document that Davis would be recommending to the Board of Education.

Three recommendations would provide the primary controversy that the Board of Education was involved with in approving the regulations. The three were: (a) an alternate method for endorsement for secondary (liberal arts graduates) teachers other than an approved program, (b) a probationary period for all new teachers to determine whether a Collegiate Professional Certificate would be issued, and (c) the appropriate grade organization for the endorsements (Virginia, Minutes Board, December 11, 1981; Virginia, Minutes . . . Study, January 15-16, 1981).

The Study Committee voted on the Davis proposals so that a recommendation could be made when he attended the meeting. The committee approved an initial three-year probationary period for all teachers and a nonrenewable three-year certificate for a secondary endorsement for nonteacher trained graduates. This would require the NTE and nine semester hours in professional education prior to issuance of the Collegiate Professional Certificate.

Davis met with the Study Committee on January 16 and

presented his proposals for two approaches to certification. The proposal for the liberal arts graduates provided for an assessment, waived student teaching and six hours of methods, required the NTE, and deleted the Study Committee's requested course in foundations of education. Davis informed the Study Committee that he was in favor of the liberal arts graduate being required only to have a three-hour specialized course emphasizing classroom management, gifted education, and special education (Cox, January 17, 1981).

In addition to Davis, General Assembly Delegate George Grayson, Allen McCreary (Richmond News Leader), and Cox (Richmond Times-Dispatch) were present at the Friday meeting. Grayson supported provisional certification and certification for liberal arts graduates (Virginia, House Joint Resolution No. 254). Charles A. Atwell, Study Committee member, spoke for the committee in stating that the committee approved the three-year provisional certificate but was opposed to the abolition of the foundations of education especially since reciprocal agreements required a foundations course. The committee members did not believe that provisional certification was the best approach to take even though the committee would not oppose it. The Study Committee was opposed to the abolition of the nine hours in professional education for

nonteacher trained graduates, but recommended requiring the NTE, establishing grade levels NK-4, 4-8, and 7-12 as the grade distribution for certification, and waiving student teaching with two years of successful teaching (Virginia, Minutes . . . Study, January 15-16, 1981). The purpose of the grade overlap was to provide school divisions with staffing flexibility (Virginia, Notes, October 23, 1980). William C. Boshier Jr., Administrative Director for Personnel and Professional Development, informed the Study Committee that its revision would go directly to the Board and not through the Advisory Committee since the Advisory Committee membership had changed. The Study Committee's responsibility was completed with this final recommendation to the Board (Virginia, Minutes . . . Study, January 15-16, 1981).

Boshier and Elizabeth Crowder (Advisory Committee member) reviewed the proposed regulations for teacher certification at a work session of the Board on January 22, 1981. Boshier explained provisional certification with an assessment and stated that the major area of disagreement was certification for liberal arts graduates. He stressed the committee's recommendation that liberal arts graduates be required to complete nine hours of professional education (Virginia, Work, January 22, 1981).

Dean Richard Brandt, University of Virginia School of

Education, Dean James M. Yankovich, College of William and Mary School of Education, and Walt Mika, VEA President, also met with the Board of Education and informed the Board of their opposition to the proposal by Davis regarding liberal arts graduates having to complete only three hours of professional education courses. According to the Times-Dispatch the phrases "patently ridiculous," "professionally insulting and a mockery," and "absolutely impossible and an insult" were the comments made by the deans to express their displeasure over the Davis proposal. Brandt and Mika argued that teachers needed more than a three-hour methods course (Cox, January 23, 1981, pp. 1, 6).

From January to March, 1981 the Richmond newspapers contained editorials and letters to the press on the proposed certification revisions. Their primary emphasis was the liberal arts approach and the quality of education courses. Two of the letters were from prior graduates of education programs (Lawson, January 28, 1981; Seay, March 5, 1981), one letter from an arts and letters professor (Johnson, February 23, 1981), at least four editorials (Liberal, January 25, 1981; High, January 26, 1981; F, March 2, 1981; Educating, March 3, 1981), and a press release from Grayson (Grayson, February 1, 1981) all of which were critical of education programs or were supportive of the liberal arts approach. Brandt and Robert Emans, Associate

Dean at the College of William and Mary, wrote letters to the press reflecting the views of the schools of education (Brandt, January 22, 1981; Emans, February 1, 1981). Allix B. James, President of the Board of Education, submitted responses to the editorials "F" and "Educating Teachers." The editorials had criticized the Board's apparent pro-school of education stance. In responding James stated that the Board had not made a final decision on the certification regulations and that the Board was not necessarily in agreement with the "educationist establishment" (James, March 7, 1981, p. A10).

The Board met with the House Education Committee and the Senate Committee on Education and Health on January 22, 1981. Thomas R. Watkins, a member of the Board of Education, reviewed the proposed changes with the committees (Virginia, Notes, January 22, 1981).

On February 26 the Board adopted a calendar which provided for adoption of the certification regulations in December, 1981 (Virginia, Work, February 26, 1981). This time schedule was one year behind the original time schedule suggested by Howerton in May, 1980.

At the March work session between the Board and Study Committee, Henry W. Tulloch, a member of the Board of Education, questioned the committee members about the number of times the word "competence" was used in the proposed

regulations. Crowder explained that the committee was required to develop competency based certification regulations, and it was up to the colleges to determine the competencies necessary in each subject area (Virginia, Workshop, March 25, 1981).

Davis announced to the Board in April that he favored most of the committee's recommendations, but he had some suggested changes. He recommended a rating evaluation program for teachers during their first two years' teaching experience and a change in professional education course requirements for secondary teachers (Virginia, Work, April 23, 1981). He had originally considered a three-year period for determination of granting a certificate and joining certification with tenure (Virginia, Minutes . . . Study, January 15-16, 1981). He changed his recommendation and detached certification from tenure since local school boards were responsible for tenure and the state was responsible for certification (Virginia, Minutes Board, February 26, 1982).

The Board met with the Executive Committee of the VEA on June 25, 1981. Mika reported that the VEA was opposed to a reduction in the requirements for teacher certification, and he expressed the concern that a reduction would lead to the hiring of unqualified teachers. Kenneth White, board member, viewed the alternative method to certification as a

safety valve and thought enough time had already been spent discussing the topic. When Mika was asked how education courses could be improved, he recommended that the Board emphasize teacher education program evaluation (Virginia, Notes . . . Association, June 25, 1981).

By June 25, 1981 the Study Committee had submitted an original (October 27, 1980) and revised (January 16, 1981) set of proposed regulations, and the Superintendent had submitted an original (April 23, 1981) and revised (June 25, 1981) set of proposed recommendations (Virginia, Superintendent's, June 25, 1981). Public hearings were held on October 7, 1981 and the Board was presented a copy of the public hearing comments at its October 22 meeting. The Board agreed to use Davis's recommendations as the basis for discussion. The Board would also have copies of the Study Committee's recommendations and current regulations for reference when completing the final regulations (Virginia, Minutes Board, October 22, 1981).

In a work session on the proposed regulations, Howerton summarized the four most controversial areas: the liberal arts approach, whether eighth grade should be part of middle school or secondary school endorsements, the flexibility of approved programs, and specific word and content changes (Virginia, Work, November 19, 1981).

The Board approved revised certification standards by a five to four vote on December 11, 1981. The major controversy involved in approving the regulations was the deletion of the Superintendent's original provisional certificate proposal. His original proposal had the teacher evaluation process within the first two years of employment for the purpose of determining whether a Collegiate Professional Certificate would be issued. The regulations were passed without this provision (Virginia, Minutes Board, December 11, 1981). According to one supporter of the evaluation component of the provisional certificate, the conflict was not an "'education fight'" but "'a political fight, one that went on too long, and it looks like we lost it'" (Cox, December 7, 1981, p. B-4). These regulations also included the grade organization of NK-4, 4-8, 8-12 and the liberal arts approach with nine hours of education courses required or a local alternative program if approved by the Department of Education (Virginia, Certification, 1982).

House Joint Resolution No. 254 contained the request that the Board of Education consider an alternate method of certification that would not necessarily require professional education courses (Virginia, Acts, 1981). This provided for certification of liberal arts graduates on a similar basis as provided in previous law and the 1978

regulations. Despite the effort by some to place more stringent requirements on liberal arts graduates, the new regulations approved by the Board in December 1981 made provision for certification of liberal arts graduates without having to complete an approved program (Virginia, Summary, 1981; Virginia, Superintendent's, November 17, 1981).

Since there was interest in the General Assembly regarding provisional certification, the House Education Committee and Senate Committee on Education and Health held a joint meeting with the Board on January 28, 1982. Watkins warned the Board that legislation (HB 833) would be introduced which would force the Board to accept a provisional certificate with the evaluation component for all new teachers before they received renewable certification. Senator Hunter Andrews, with the members of the two committees in agreement, requested the Board to change its position and to consider the consequences of their not approving provisional certification with evaluation (Virginia, Notes, January 28, 1982).

A hearing on House Bill 833 was held by the House Education Committee on February 12, 1982. Private colleges, the Council of Independent Colleges, the Virginia Manufacturer's Association, the Southern Regional Education Board, the Council of Higher Education, and Secretary of

Education, John T. Casteen, supported provisional certification with the evaluation component. The representatives of the schools of education did not testify. After Governor Charles Robb and Casteen announced support of HB 833, the VEA did not appear to remain strongly opposed to provisional certification (Cox, February 13, 1982). The House Education Committee approved HB 833 on February 15, 1982 (House, February 16, 1982), and the bill passed both houses in the 1982 session.

Woodrow Robinson's term on the Board of Education expired in January, 1982. Robinson had voted with the majority on December 11, 1981 in opposition to provisional certification (Virginia, Minutes, December 11, 1981). Robb appointed W. L. Lemmon (former delegate) to replace Robinson (Virginia, Work, February 25, 1982). On February 26 a resolution to amend the certification regulations to provide for the two-year provisional period and evaluation was approved by a five to four vote. The change was a result of Lemmon voting for the provision that Robinson had opposed (Virginia, Minutes, February 26, 1982). Since the Board of Education reversed itself and approved provisional certification, Robb did not sign House Bill 833 (Virginia, Acts, 1982).

In 1980-1981 the Council of Higher Education was also reviewing teacher education programs. In February, 1980 the

General Assembly passed House Joint Resolution No. 100. The resolution requested state and independent colleges and universities with teacher preparation programs to submit a review of admission standards to schools of education and provide SAT scores for education and noneducation students to the Council of Higher Education (Virginia, Final, 1981).

To obtain information for the report, questionnaires were distributed to the 33 institutions with teacher preparation programs. The questionnaires were on the criteria used to determine acceptance of students in the teacher preparation and nonteacher preparation programs. Twenty-six of the institutions responded. In another phase of the study, 37 institutions participated. The purpose of this phase was to determine whether SAT scores were lower on the average for education students than for noneducation students as had been found in a 1967 study regarding 1963 high school graduates. Another purpose was to determine whether students in education courses earned higher grades than students in noneducation courses (Virginia, Final, 1981).

The study found that education students usually had more requirements to complete than did liberal arts graduates. The mean SAT scores of certified graduates from both public and private colleges were lower in most colleges than the scores of noneducation graduates. The difference

at public colleges was 121 points and at private colleges 80 points. The report cautioned that the sample of noneducation private school graduates may not have been large enough to have been statistically significant. The grade-point averages were lower for noncertified graduates than certified graduates, and the differences in grade-point averages increased in the junior and senior years. The report included cautions in citing the gathered data since two colleges did not provide data on noncertified graduates, and there were concerns about the ways in which SAT scores could be interpreted. The report recommended the use of standardized tests to determine teacher competency and the strengthening of education program admission requirements. In several instances the Southern Regional Education Board's (SREB) publication, The Need for Quality, was cited in compiling data for the Council's report.

The SREB report (1981) recommended that selection procedures be applied throughout the process of teacher preparation. It also advocated that state higher education boards and state boards of education jointly evaluate teacher education programs, modify certification requirements, remove unnecessary requirements, and make certification provisions for liberal arts graduates. Davis was a member of the SREB.

Summary of the Literature Review

The themes which occurred in an examination of the certification and teacher preparation issue were:

1. Several situations and issues which were relevant in 1958 and in 1978 to 1982 were similar: (a) The question of whether the liberal arts graduate was more qualified or just as qualified as the teacher trained graduate was a major issue in both certification revision processes. (b) There was a spokesperson in the General Assembly during both time periods who favored the liberal arts approach. (c) Education courses were criticized by those who favored the liberal arts approach. (d) College faculty opinion was divided between education faculty and liberal arts faculty and those differences were reported by the press. (e) Special education and some secondary endorsement requirements were increased. (f) The Board of Education was threatened with legislation if it did not revise the standards in a manner designated by the General Assembly. (g) The Richmond newspapers actively reported both revision processes.

2. There was no dependable relationship between courses taken in college and performance in the classroom (Stiles, 1974).

3. There were continuous recommendations that exposure in student teaching begin earlier.

4. Certification requirements were based on the knowledge a person needed to have and expressed in terms of the credit hour (Freeman, 1977).

5. Students should be screened at an early stage in the teacher preparation process.

6. The teacher training process needed to be strengthened.

7. Students entering education tended to have lower SAT scores on the average than students not entering education.

8. Education students should be required to take more liberal arts courses.

9. Self-interests of various groups may have helped to keep certification requirements lengthy.

10. Unnecessary certification requirements should be removed.

11. From the perspective of the new teacher, student teaching was a valuable experience.

12. Students with high grade-point averages tended to perform better as a group in student teaching.

13. Research was not cited in the minutes or notes of the Board as a part of the procedure used in developing recommendations.

14. State departments and colleges have not seemed to make an effort to determine which aspects of teacher

training actually improved performance.

15. The major themes in Virginia on the certification revision process involved grade organization, certification for liberal arts graduates, and an initial temporary certificate for all new teachers which could be upgraded after a satisfactory evaluation.

16. The quality of education courses was questioned.

17. There was little research on whether teacher training had any impact on student achievement.

The final certification regulations approved by the Board were preceded by two Study Committee and three Superintendent recommendations, two public hearings, and suggestions from the legislature, the private business sector, newspaper editorial staffs, and various educational organizations, and a gubernatorial appointment to the Board which resulted in a change of a prior vote. The items in the final approved document which received the most publicity and controversy were: (a) a liberal arts approach, (b) a provisional certificate for all entering teaching with an evaluation of performance program, and (c) a new middle school endorsement and grade arrangement (K-4, 4-8, 8-12).

Chapter 3

METHODOLOGY

This chapter presents a discussion of the methodology used to accomplish the purpose of this study. This chapter includes the following sections: (a) data sources, (b) instrumentation, (c) procedures, and (d) data analysis.

Data Sources

Individuals selected for interviewing represented groups involved in making decisions related to the certification regulations, those who tried to influence the decisions that were made, or those who were listed in the summary of the certification hearings (Virginia, Summary, 1981). Twenty-five individuals were interviewed and the groups they represented were the (a) Board of Education, (b) Department of Education, (c) Advisory Committee on Teacher Education, (d) Certification and Approved Programs Study Committee, (e) faculty and administrators from schools of education (Virginia Association of Colleges of Teacher Education--VACTE), (f) teachers (Virginia Education Association--VEA), (g) state organizations of local school system administrators (administrator organizations), (h) parents, and (i) other special interest groups or individuals who had a specific interest in private schools and colleges, businesses, specific endorsements, or the noneducation segment of higher education. The number of

interviewees in each group were:

<u>Group</u>	<u>Number Interviewed</u>
Board of Education	3
Department of Education	4
Study Committee	3
Advisory Committee	8
Schools of Education (VACTE)	4
Teachers (VEA)	3
Parents	3
Local Administrators	3
<u>Other</u>	<u>6</u>
Total	37

The total equaled 37 rather than 25 because six respondents were members of two groups, and three respondents were members of three groups.

For the purposes of this study, the groups considered to be decision makers were the Board of Education, the Department of Education, and the Certification and Approved Programs Study Committee. The groups considered to be potential influencers were the Advisory Committee, faculty and administrators from schools of education, teachers, administrator organizations, parents, and other special interest groups. The Advisory Committee was not included in the decision-making group because the Study Committee actually prepared the document (Interview No. 25). The

Department of Education was included in the decision making group, however, because the Department assisted the Superintendent in preparing his recommendations (Interview No. 8).

In many cases individuals were members of more than one group. Responses from a member of one group may have been reflective of membership in another group. For example, a member of the Study Committee may have responded in a certain manner as a result of membership in another group and not as a result of Study Committee membership.

When individuals were contacted for an interview, they were provided with limited information on the study and were assured anonymity (Appendix A). The purpose of the respondents remaining anonymous was to encourage them to provide information that they may not otherwise provide should they believe their identities would be divulged. An interview number was assigned to each interviewee, and that number was used to identify a statement made by the interviewee.

Instrumentation

The two instruments used to collect data for this study were an interview instrument used for the decision-making groups (Appendix B) and an interview instrument used for the nondecision-making groups (Appendix C). The major difference was that the decision-making instrument contained

questions that were directed at individual interests or perspectives. The nondecision-making instrument contained questions which the respondent was to answer from the point of view of the group represented by the respondent. All respondents in the decision-making groups were asked if they knew of anyone who should be interviewed since they would be aware of anyone who had influenced their decisions. Respondents were requested to provide policy statements or position papers if appropriate.

The form of interview used was the focused interview. Characteristics of the focused interview are the use of an interview guide, reference to situations which have already occurred, selection of respondents involved in a program (certification revision process), and a focus on the subjective experiences of the respondents in the situations being studied. The focused interview provides the respondents with the opportunity to define the situation being studied and enables the interviewer to obtain personal reactions. Specific questions are posed to the respondents from an interview guide. The respondents are given the opportunity to answer the questions and to add to their interpretation of the situation (Nachmias, 1979).

Merritt's communication model (1966) and a political influences process model adapted from Finsterbusch and Motz (1980) were used to organize the data obtained from the

interviews. Merritt's communication model (1966) had five components (WHY, WHO, WHAT, WHOM, and EFFECT) which were used as follows: (a) WHY was the motivational category which included items such as self-interest, improved teacher quality, legislative pressure, research, and hiring problems. (b) WHO was the communicator which was the group that the speaker represented. This category was significant because it indicated the extent of "biased information" in the message (p. 52). (c) WHAT was the message which was communicated. (d) WHOM was the recipient of the message which included the press, Department of Education, legislature, and Board of Education. (e) EFFECT was what the communicator perceived was accomplished through the communication.

The political influences process model was adapted from Finsterbusch and Motz (1980). The political influences which affected the decision-making process were the influences which were of importance to this study. These influences included bureaucratic politics, informal influences, citizen participation, and legislative politics. The hearings were the format that the Board of Education used to provide citizen input. However, the experts in the field and organizational representatives were usually the only individuals who testified at state hearings. Citizens not connected with organizations or interest groups seldom

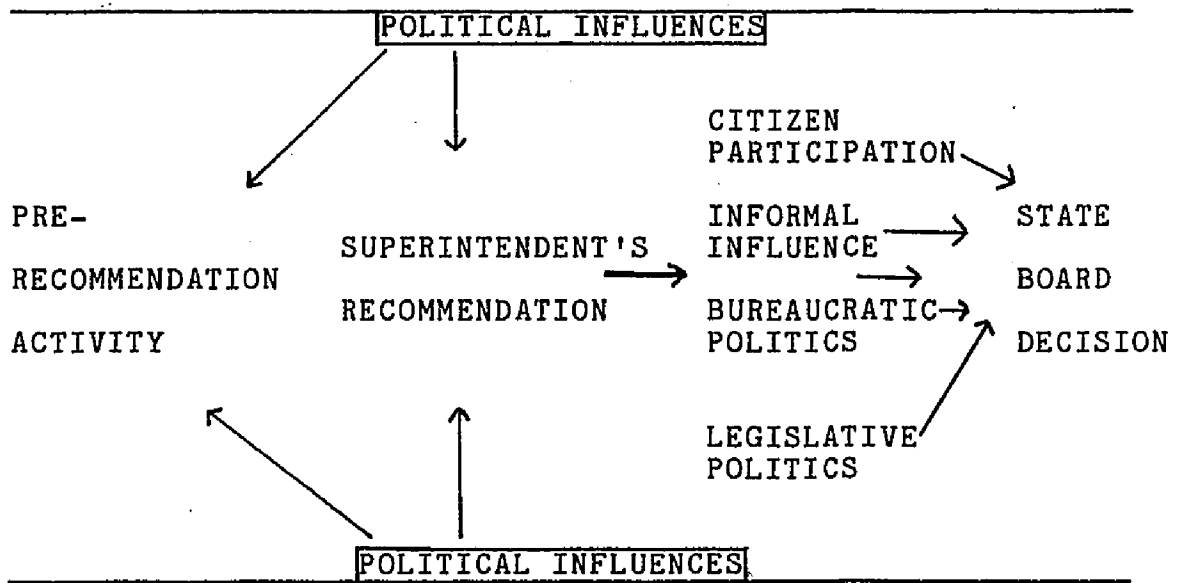
participated (Finsterbusch and Motz, 1980). Most of the individuals who testified at the 1981 public hearings on the revised certification regulations represented organizations or special interests (Virginia, Summary, 1981).

Informal influences occurred when people representing special interests were able to influence individuals who made decisions. This gave advantages to some not available to others. Informal influences may have operated publicly or confidentially. Individuals who had the opportunity privately to speak directly to legislators, the Superintendent, or Board members were considered informal influencers.

Bureaucratic politics influenced the process as a result of various departments or agencies directly connected with the Board of Education or within the Department influencing decisions. One view from Finsterbusch and Motz (1980) was that "bureaucrats cooperate with other bureaucrats to repay past favors (debts) or to gain credits that can be cashed in at a future date" (pp. 37-38). A fourth category was legislative politics which was legislation or the threat of legislation to influence the outcome.

The process which occurred was placed in the Finsterbusch model. The model was first adjusted (Figure 1) to represent the activity and parties involved. The second

FIGURE I
 POLITICAL INFLUENCES PROCESS MODEL*



*(Adapted from Finsterbusch and Motz, 1980, pp. 33-34)

adjustment (Figure 2) prescribed in Chapter 4 included the occurrences based on the information obtained from the interviews.

Procedures

Twenty-five individuals were interviewed during the time period between October, 1982 and April, 1983. Prior to the interviews, two members of the Virginia Association of School Personnel Administrators (VASPA) were interviewed to obtain comments on interview techniques and the clarity of the questions. These respondents were not included in the 25 in the study because of changes made in the interview instrument following the two practice interviews. In addition to editorial changes made in the interview instrument, a question on perceived influence was included for all respondents to determine whether there was any similarity between perceptions of decision-making groups and influencing groups.

Nachmias (1979) cited general information on interview techniques and purposes. A more complete analysis of interview techniques was detailed in Elite and Specialized Interviewing (Dexter, 1970). This source provided a detailed analysis of interview techniques especially in allowing the interviewee to define, recall, and determine what was relevant in the situation under study.

Several sources were used in developing the methodology

which involved coding and content analysis. Galfo (1975) had a general guide to content analysis. Other sources on content analysis included Francis and Leege (1974), Benson (1969), and Merritt (1966). Even though Merritt focused on international relations, his communication model was suitable for application to this study. Putnam (1971) coded interviewee responses in his study of interviews of members of the British House of Commons and the Italian Chamber of Deputies. This provided samples of coding techniques which had some applicability to this study.

Finsterbusch and Motz (1980) listed the various influencers in political decision-making which were cited in the process model described in this chapter. Wise (1979) described the effects of policy intervention and the components of educational policy. Other sources which provided background on methodology included Cook and Scioli (1975), Quade (1975), Clifford (1975), Deutsch (1963), Bauer, et al. (1972), and Campbell, et al. (1981).

Data Analysis

Data were analyzed through content analysis (Galfo, 1975) in the categories of pressure, influence, critical events, and research. Interviewee responses were divided into the categories in each area, and a frequency count was applied to each category. The responses were charted in the following groups: (a) all respondents (N=25), (b) the nine

groups which comprised the sample, (c) decision-making groups (N=9), and (d) nondecision-making groups (N=16). Weights were presented the way they were made. Even though a category had a larger number of items or respondents in agreement, this did not mean that it was more important or more accurate. It only meant that it had a greater number of responses or items.

Summary

In this chapter, the data sources, form of interview, and models applied to the research were described. Twenty-five individuals who had, who may have had, or who tried to have influence or who were involved in the certification process were interviewed. The interview was used so that follow-up questions could be asked as a result of information provided by the respondents. The interviews were taped, and the respondents were assured anonymity. The decision-making groups were the Board of Education, the Department of Education, and the Certification and Approved Programs Study Committee. The potential influencers were the Advisory Committee, faculty and administrators from schools of education, teachers, school system administrator organizations, parents, and individuals who had a specific interest in private schools and colleges, businesses, specific endorsements, or the noneducation segment of higher education. Even though many of the interview questions were

the same, two separate interview instruments (Appendices B and C) were used depending on whether a respondent was in a decision-making or a nondecision-making group.

The models used to organize the data obtained from the interviews and documents provided by interviewees were Merritt's (1966) communication model (Appendix D) and a political influences process model (Finsterbusch and Motz, 1980). Content analysis in the categories of pressure, influence, critical events, and research was used to analyze the data.

Chapter 4

RESULTS

The purpose of this study is to determine if those who influenced Virginia certification regulations incorporated research on teacher performance or pupil achievement to establish or to support their positions. The findings are based on interview data from 25 respondents representing decision-making and nondecision-making groups, and an analysis of the recorded minutes of the Board of Education, the Advisory and Study Committees, and position papers presented by other potentially influencing groups. The data analysis and results are presented under the following headings: (a) Methods Used by Groups to Influence, (b) Organization of Data, (c) Analysis of Data, (d) Political Influences Process Model, and (e) Hypotheses.

Methods Used by Groups to Influence

The various groups that formally met with the Board of Education to discuss the proposed certification regulations included the VEA (Virginia, Notes, June 25, 1981), the Virginia Association of Colleges of Teacher Education (Virginia, Notes, April 23, 1981), the Council of Higher Education (Virginia, Notes, December 4, 1980), the Virginia School Boards Association, the Virginia Association of School Administrators (Virginia, Notes, July 29, 1981), the House Education Committee, and the Senate Committee on

Education and Health (Virginia, Notes, January 22, 1981; January 28, 1982).

The Virginia Education Association, the Virginia Association of Independent Schools, the Department of Education, the Virginia Association of School Administrators, local administrators, the Virginia Association of Colleges of Teacher Education, and the Virginia Congress of Parents and Teachers were represented on the Study Committee (Jones, Note 2). Much of the input from groups not represented on the Study Committee was by written correspondence and individual contacts (Interview No. 2). The Superintendent of Public Instruction and the Department of Education staff had direct contact with the Advisory Committee, the Study Committee, and the Board (Interview Nos. 10 and 8; Virginia, Minutes Board, February 26, 1982; Minutes Study, January 15-16, 1981).

In addition to meetings with various groups, other communicative methods included letters and phone calls to Davis and his staff (Interview Nos. 3, 12, 17, 24), letters or position papers to the Department of Education (Interview Nos. 12, 13, 19), phone calls to Board members (Interview No. 5), attendance at Board meetings (Interview Nos. 1, 3, 17, 24), letters to Board members (Interview Nos. 13, 16) individual conversations with legislators (Interview No. 14), and written and oral communication to the Study

Committee (Interview No. 25).

Organization of Data

The communication model (Appendix D) was used to organize the information obtained from the interviews and organization position papers. This model was organized by groups with the five categories of WHY, WHO, WHAT, WHOM, and EFFECT. Letter codes which followed the chart represented the motivation statements, the communicators, the message statements, the recipients of the messages, and the effect statements.

The effects cited were based on interview responses or position papers. The effects for each group were what that group believed was accomplished. The recipient of the message was the group which was cited by the interviewees. There may have been other groups, especially the press, that could have been considered planned recipients or carriers of the message, but they were not always cited by the interviewees. The motivation and message in some cases were the same.

Codes were used for motivation (WHY), communicator (WHO), message (WHAT), recipient (WHOM), and effect (EFFECT) in the communications chart. The code listing followed the chart. Code A "improve quality of teachers," under motivation, was the code which included the largest number of responses. Individuals favoring and opposed to the

liberal arts approach may have done so because of the desire to improve teacher quality as well as for other reasons. The motivation statements were summary statements and the message statements reflect more specifically what the group advocated.

The predominant motivation was to improve the quality of teaching. The message varied depending on what different groups believed was the appropriate way to improve the quality of teachers.

Each group tried to communicate its interest to the Board of Education. The Board was the recipient of 48 communication efforts and the Board's public hearing provided the opportunity for much of this communication. Since the Board was the final authority on certification regulations, it was appropriate that it be the recipient of most communication efforts.

A group's success as perceived by that group was usually related to the group's positions on the liberal arts approach and provisional certification with the assessment. An endorsement area group's success was based on what was approved for that endorsement area. Most of the "F" (unsuccessful) effects and "A" (successful) effects were related to the liberal arts and provisional certification issues (additional comments are in the discussion by group).

Analysis of Data

The analysis of data is presented under the topics of Pressure and Influence, Critical Events, and Research.

There is a separate analysis by group which summarizes the concerns, interests, and other responses of each group.

Pressure, Influence, Critical Events, and Research

A frequency count on responses in the areas of pressure, influence, critical events, and research was used in summarizing the responses by group. Since the sample was not random, the frequency counts and percentages were applicable only to the 25 interviewees and were not necessarily generalizable to any larger population.

Pressure and Influence

Table 1 contains the frequency count from all subjects on groups perceived as applying the greatest pressure. This count is also listed by each of the nine respondent subgroups. The total does not necessarily equal the subgroup responses since some interviewees are members of more than one group.

The schools of education (Table 1) were perceived by 44% of the respondents as appliers of pressure, which was more than any other group. The next three in order were the VEA (32%), General Assembly (28%), and private schools (20%). A total of 20 groups were cited as appliers of pressure.

Table 2 contains the frequency count from all respondents on the groups perceived as having the most influence. Table 3 compares the perception of the respondents in the nondecision-making groups on groups applying pressure and having the greatest influence. Table 4 has the same comparison for the decision-making groups.

The General Assembly (Table 2) was the group perceived by more of the respondents as having the most influence (44%). Next in order of perceived influencers were the VEA (32%), Davis (24%), the press (24%), and schools of education (20%).

The groups which were cited as appliers of pressure were not always viewed as the groups having influence. The General Assembly (Table 1) was seen as applying pressure by 28% of the respondents. However, 44% of the respondents (Table 2) viewed the General Assembly as one of the major influencers. Other groups that increased by more than one respondent (4%) from the number of respondents indicating pressure (Table 1) to influence (Table 2) were Davis (12% to 24%) and the press (12% to 24%). Groups which were cited less often, by a difference of more than one respondent, as influencers in Table 2 than as appliers of pressure in Table 1 were the schools of education (from 44% to 20%) and private schools (20% to 12%).

Minor differences occurred in the perceptions of decision-making (Table 4) and nondecision-making groups (Table 3). Fifty percent of those in the nondecision-making group viewed the VEA as one of the groups applying the greatest pressure; the VACTE was second with 43.8%. The VEA and the General Assembly were each cited by 37.5% of the nondecision makers as groups having the most influence. According to the decision-making respondents (Table 4) the greatest applicers of pressure were the General Assembly and VACTE which were mentioned by 44.4% of the decision-making respondents. Special education advocates were next (33.3%). Five (55.6%) cited the General Assembly as having the greatest influence; special education advocates were again next (33.3%). Each of the following were mentioned by two of the decision-making respondents: the Department of Education, Davis, the VEA, the press, private schools, special interest groups, and the Board of Education.

When the decision-making (Table 4) and nondecision-making groups (Table 3) were viewed as separate sets of respondents, the number in both groups citing the General Assembly as influencers increased from the number citing the General Assembly as applicers of pressure. The number citing the VACTE and private schools decreased from pressure to influence in both groups. The number citing the press

increased from pressure to influence in decision-making and nondecision-making groups. In Table 3 special education advocacy groups were not cited as appliers of pressure or having the greatest influence in the nondecision-making sample; however 33.3% of the decision-making sample (Table 4) cited special education advocacy groups as appliers of pressure and having influence. The nine decision-making respondents cited more influencing groups (19) than did the 16 nondecision-making respondents who cited 15 influencing groups. This was plausible since the decision-making groups were the recipients of the influence, and the nondecision-making respondents were only able to cite what they assumed or observed.

Critical Events

Tables 5 and 6 are the critical events tables. Table 5 is a listing of cited critical events by all respondents. Table 6 divides the critical events by decision-making and nondecision-making groups. The critical events are not specific in some cases and may relate more to a set of activities rather than one specific event.

Anytime a proposal or action of Davis was cited as a critical event, that proposal was included in a total "Davis Proposal" category as well as within a category for the specific proposal. The two Davis proposals (liberal arts approach and provisional certificate) were not in addition

to the "Davis Proposal" category but were a part of that category. In Table 5 Davis and at least one of his proposals were cited by 40% of the respondents as being critical events; General Assembly actions (resolutions) were mentioned by 32% of all respondents, and Robb's appointment of Lemmon and the subsequent vote change by the Board were viewed as critical events by 24% of the respondents.

In Table 6, three (12%) respondents (all in the decision-making group) cited the 1981 public hearings as a critical event. A larger number and percentage of the decision-making respondents than the nondecision-making respondents believed that the General Assembly actions were critical. In addition 55.6% of the decision-making respondents viewed Davis's proposals as critical compared to 31.3% of the nondecision-making group. Robb's appointment of Lemmon and the subsequent vote change by the Board were viewed by a similar percentage (22% and 25%) in both groups as being a critical event.

Research

Tables 7 through 10 refer to the responses to the questions on research. Table 7 contains a frequency count of responses to the questions on research which includes any research cited by respondents even if it was not related to teacher performance or pupil achievement research. Table 8

indicates the number who stated that they were aware of teacher performance or pupil achievement research. Table 9 shows the number of respondents in each group who recalled other groups citing teacher performance or pupil achievement research. Table 10 shows the number of respondents who could actually verify use of teacher performance or pupil achievement research.

The responses to the questions on research varied. Some respondents cited knowledge of some type of research but not research indicating a relationship between what was requested in the certification regulations and teacher performance or pupil achievement. Three of the decision-making respondents cited some awareness of research. One recalled a specific endorsement group which was believed to have used student achievement research as rationale for advocating its position. The other two thought there was some research showing a relationship between teacher effectiveness and knowledge of subject. The other form of research cited by these three in the decision-making group in answering this question were research on SAT scores of teachers (2), and the SREB report. No one in this group stated that they instigated any research on teacher performance or pupil achievement.

Thirteen respondents (Table 7) in the nondecision-making group indicated no awareness of research. One of the

three nondecision-making respondents who cited some awareness of research referred to some knowledge of research on teacher effectiveness and recalled research data which showed that there was no significant positive correlation between knowledge of subject matter and student achievement. Another cited data obtained from college graduates who went into teaching on how well they thought they were prepared but stated that actual research on supporting a stand on certification regulations based on research on teacher performance or pupil achievement was "non-existent." Research indicating that teacher effectiveness "was not well reflected . . . in their being certified or not" (Bridge, 1979, p. 243) was used by one respondent to provide support in favor of the liberal arts approach.

Responses to the research question which were in the "Awareness of Research" category in Table 7 but were not related to teacher performance or pupil achievement were placed in the "Were not Aware" category in Table 8. The result was that two in the decision-making group claimed that they knew of others who were aware of this type of research (the sources mentioned by the two in the decision-making group as using teacher performance or pupil achievement research did not verify the use of this type of research). Two in the nondecision-making group claimed awareness of teacher performance or pupil achievement

Board of Education	0	1	0	0	0	0	0	0	1	1	1	(4%)
Special Education	0	2	0	0	0	0	0	0	1	1	2	(8%)
Council of Higher Education	1	0	0	0	0	0	0	0	0	0	1	(4%)
English as a Second Language	0	1	0	0	0	0	0	0	0	0	1	(4%)
Gifted	1	0	0	0	0	0	0	0	0	0	1	(4%)
Vocational Education	0	2	0	0	0	0	0	0	1	1	2	(8%)
Library	0	1	0	0	0	0	0	0	1	1	1	(4%)
Guidance	0	1	0	0	0	0	0	0	1	1	1	(4%)
Reading	0	0	0	0	0	0	0	0	0	0	0	

Respondent Groups

- A - Board of Education
- B - Department of Education
- C - Schools of Education (VACTE)
- D - Teachers (VEA)
- E - Parents
- F - Administrators
- G - Interest Groups
- H - Advisory Committee
- I - Study Committee

*Total does not always equal subgroup responses since some interviewees were members of more than one group.

Board of Education	0	1	0	0	0	1	0	2	2	2	(8%)
Special Education	1	2	0	0	0	0	0	1	1	3	(12%)
Council of Higher Education	1	0	0	0	0	0	0	0	0	1	(4%)
English as a Second Language	0	1	0	0	0	0	0	0	0	1	(4%)
Gifted	1	0	0	0	0	0	0	0	0	1	(4%)
Vocational Education	0	1	0	0	0	0	0	0	0	1	(4%)
Library	0	0	0	0	0	0	0	0	0	0	
Guidance	0	0	0	0	0	0	0	0	0	0	
Reading	0	1	0	0	0	0	0	1	1	1	(4%)
Other:											
SREB Report	0	0	1	0	0	0	1	0	0	2	(8%)

Respondent Groups

- A - Board of Education
- B - Department of Education
- C - Schools of Education (VACTE)
- D - Teachers (VEA)
- E - Parents
- F - Administrators
- G - Interest Groups
- H - Advisory Committee
- I - Study Committee

*Total does not always equal subgroup responses since some interviewees were members of more than one group.

Table 3
 Nondecision-Making Respondents Who Cited Specific Groups
 as Pressure Groups and Specific Groups as Influencing
 Groups by Number and Percentage

Respondents = 16

	Pressure	Influence
<u>Pressure Groups</u>		
General Assembly	3 (18.8%)	6 (37.5%)
Department of Education	1 (6.3%)	2 (12.5%)
Schools of Education (VACTE)	7 (43.8%)	4 (25.0%)
Dr. Davis	1 (6.3%)	4 (25.0%)
VEA	8 (50.0%)	6 (37.5%)
Local Superintendents	2 (12.5%)	1 (6.3%)
VASPA	1 (6.3%)	0
Press	3 (18.8%)	4 (25.0%)
Private Business	2 (12.5%)	2 (12.5%)
Private Schools	2 (12.5%)	1 (6.3%)
Private Colleges/Arts and Letters	1 (6.3%)	0
Special Interest Groups	1 (6.3%)	0
Board of Education	0	0
Special Education	1 (6.3%)	0
Council of Higher Education	0	0
English as a Second Language	0	0

Gifted	0	0
Vocational Education	0	0
Library	1 (6.3%)	0
Guidance	0	0
Reading	0	1 (6.3%)
SREB	0	2 (12.5%)

Table 4
 Decision-Making Respondents Who Cited Specific Groups
 as Pressure Groups and Specific Groups
 as Influencing Groups by Number and Percentage

Respondents = 9

	Pressure	Influence
<u>Pressure Groups</u>		
General Assembly	4 (44.4%)	5 (55.6%)
Department of Education	2 (22.2%)	2 (22.2%)
Schools of Education (VACTE)	4 (44.4%)	1 (11.1%)
Davis	2 (22.2%)	2 (22.2%)
VEA	0	2 (22.2%)
Local Superintendents	0	0
VASPA	0	1 (11.1%)
Press	0	2 (22.2%)
Private Business	0	0
Private Schools	3 (33.3%)	2 (22.2%)
Private Colleges/Arts and Letters	1 (11.1%)	1 (11.1%)
Special Interest Groups	2 (22.2%)	2 (22.2%)
Board of Education	1 (11.1%)	2 (22.2%)
Special Education	3 (33.3%)	3 (33.3%)
Council of Higher Education	1 (11.1%)	1 (11.1%)
English as a Second Language	1 (11.1%)	1 (11.1%)

Gifted	1 (11.1%)	1 (11.1%)
Vocational Education	2 (22.2%)	1 (11.1%)
Library	1 (11.1%)	0
Guidance	1 (11.1%)	0
Reading	0	1 (11.1%)
Other:		
SREB Report	0	0

Testimony	1	0	0	0	0	0	0	0	0	1 (4%)
Math and Science										
Teacher Shortage	0	0	0	0	0	0	1	0	0	1 (4%)
Meeting with										
Department of										
Education	0	0	0	0	0	1	0	0	0	1 (4%)
Middle School Vote	0	0	0	0	0	1	1	1	1	2 (8%)
Superintendent										
Meeting with										
Study Committee	0	1	0	0	0	1	0	2	1	2 (8%)
Public Hearings	0	3	0	0	0	0	0	0	0	3 (12%)
Meeting with										
Superintendent	0	0	1	0	0	0	0	1	0	1 (4%)
Private School										
Lobbying	0	0	1	0	0	0	0	0	0	1 (4%)
Board of Education										
Activities	0	1	0	0	0	0	0	0	0	1 (4%)
Public Awareness of										
Inadequately										
Prepared Teachers	0	1	0	0	0	0	0	0	0	1 (4%)

Respondent Groups

A - Board of Education

B - Department of Education

C - Schools of Education (VACTE)

- D - Teachers (VEA)
- E - Parents
- F - Administrators
- G - Interest Groups
- H - Advisory Committee
- I - Study Committee

*Total does not always equal subgroup responses since some interviewees were members of more than one group.

Table 6
 Decision-Making and Nondecision-Making Respondents Who Cited
 Specific Events as Critical Events
 by Number and Percentage

Respondent Number	9	16	Actual
Respondent Groups	Decision	Nondecision	Total(25)
<u>Events</u>			
Davis Proposal	5 (55.6%)	5 (31.3%)	10 (40%)
Davis: Liberal			
Arts	2 (22.2%)	2 (12.5%)	4 (16%)
Davis:			
Provisional			
Certificate	2 (22.2%)	4 (25.0%)	6 (24%)
Robb's Appointment			
of Lemmon and			
Vote Change	2 (22.2%)	4 (25.0%)	6 (24%)
VEA Lobbying	2 (22.2%)	0	2 (8%)
Newspaper Articles	1 (11.1%)	0	1 (4%)
General Assembly			
Resolutions and			
Legislation	5 (55.6%)	3 (18.8%)	8 (32%)
SREB Report	2 (22.2%)	0	2 (8%)
Council of Higher			

Education			
Testimony	1 (11.1%)	0	1 (4%)
Math and Science			
Teacher Shortage	0	1 (6.3%)	1 (4%)
Meeting with			
Department of			
Education	0	1 (6.3%)	1 (4%)
Middle School Vote	1 (11.1%)	1 (6.3%)	2 (8%)
Superintendent			
Meeting with			
Study Committee	2 (22.2%)	0	2 (8%)
Public Hearings	3 (33.3%)	0	3 (12%)
Meeting with			
Superintendent	0	1 (6.3%)	1 (4%)
Private School			
Lobbying	0	1 (6.3%)	1 (4%)
Board of Education			
Activities	1 (11.1%)	0	1 (4%)
Public Awareness of			
Inadequately			
Prepared Teachers	1 (11.1%)	0	1 (4%)

Table 7
 Claimed Awareness of Research
 by Decision-Making and Nondecision-Making Groups

Respondent Number	9	16	25
Respondent Groups	Decision	Nondecision	Total
<u>Response</u>			
Awareness of			
Research	3 (33.3%)	3 (18.8%)	6 (24%)
Not Aware of			
Research	6 (66.7%)	13 (81.2%)	19 (76%)

Table 8
 Claimed Awareness of
 Teacher Performance--Pupil Achievement Research
 by Decision-Making and Nondecision-Making Groups

Respondent Number	9	16	25
Respondent Groups	Decision	Nondecision	Total
Claimed Awareness*	2 (22.2%)	2 (12.5%)	4 (16%)
Were Not Aware	7 (77.8%)	14 (87.5%)	21 (84%)

*Decision-Making Groups (Department of Education - 1; Board of Education - 1); Nondecision-Making Groups (Local Administrator - 1; Schools of Education - 1)

Table 9

Respondents in Decision-Making and Nondecision-Making Groups
Who Indicated Awareness of Nondecision-Making Groups Which
Cited Research on Teacher Performance--Pupil Achievement

Respondent Number	9	16	25
Respondent Groups	Decision	Nondecision	Total
Recalled Groups			
Citing Research	1 (11.1%)	2 (12.5%)	3 (12%)
Did Not Recall Any			
Groups Citing			
Research	7 (77.7%)	12 (75.0%)	19 (76%)
Not Sure	1 (11.1%)	2 (12.5%)	3 (12%)

Table 10
 Respondents in Decision-Making and Nondecision-Making Groups
 Who Indicated Use of
 Teacher Performance--Pupil Achievement Research

Respondent Number	9	16	25
Respondent Groups	Decision	Nondecision	Total
Used This Form of Research	0	1 (6.25%)	1 (4%)
Did Not Use This Form of Research	9 (100.0%)	15 (93.75%)	24 (96%)

research which related to teacher certification.

Table 9 provides a frequency count of decision-making and nondecision-making respondents who cited some knowledge of other groups citing teacher performance or pupil achievement research. Three respondents thought they recalled groups which cited teacher performance or pupil achievement research.

Table 10 shows the final tabulation on research which indicates that one of the respondents in the nondecision-making group did cite and use research related to pupil achievement or teacher performance to justify the group's position.

Analysis by Group

The following discussion by group summarizes the concerns, interests, and other responses of each group. In order to maintain anonymity interviewer identification is not used in this section.

Board of Education

In addition to some specific items of interest of individual board members, there was a belief among the members that certification regulations were one of the ways to help insure the quality of those entering the teaching profession. The overriding issues for the board members interviewed were provisional certification, the liberal arts approach to certification, and the middle school

endorsement. The board members agreed that classroom contact should begin earlier than the senior year, and that student teaching should be a longer experience. However, all interviewed recognized that time and financial problems were associated with a longer student teaching process. Opinion was divided regarding additional education and additional liberal arts (content area) courses. The positions on liberal arts courses ranged from the statement that education majors already took the same number of liberal arts courses as other majors to an advocating of additional liberal arts courses. No one favored additional education courses, but there was interest in changing the courses currently required because of the perception that some of the content of education courses was not relevant.

None of the board members could cite specific research in terms of pupil achievement or teacher performance. One board member remembered two special interest groups that were believed to have used some data on teacher performance or pupil achievement to support those specific groups. (However, follow-up correspondence did not reveal any use of research on teacher performance or pupil achievement-- Panfill, Note 5). The SAT research comparing teacher education and liberal arts graduates was cited by a board member. Other than the possible exception already mentioned, the consensus of the board members interviewed

was that groups making presentations and contacting the board members did not cite research on pupil achievement or teacher performance.

The range of perceived critical events varied depending on the board member. Davis's introduction of the provisional certificate concept, the General Assembly's pressure regarding the provisional certificate, and Robb's appointment of Lemmon to the Board were the overriding critical events for the Board members. Two Board members agreed that the General Assembly was one of the greatest appliers of pressure. There was no consensus regarding which of the other groups applied the greatest pressure. The private schools and colleges, arts and letters faculty from colleges, VASPA, VEA, and Deans of the Schools of Education were the groups mentioned.

Two of the three interviewed board members believed the General Assembly had the greatest influence. The press, the VEA, and special interest subject area groups were cited once. One board member stated that the proprovisional certificate approach taken by the press actually solidified the antiprovisional certificate segment of the Board. When the VEA appeared to modify its position regarding the liberal arts approach by apparently not giving a strong endorsement of education courses, one board member felt less pressure to oppose the liberal arts approach.

There was agreement among board members that few if any changes occurred as a result of the public hearings. One board member noted that those who spoke regarding the provisional certificate were opposed to it. If the decision on provisional certification had been made based on the testimony at the public hearings there would have been no provisional certification with the evaluation component.

Some of the individual observations or concerns expressed by the board members were:

1. The liberal arts approach, according to one who opposed it, was a way to obtain "cheap labor" and keep taxes down.

2. The private secondary schools were viewed as a strong lobby for the liberal arts approach.

3. The local school boards and the public did not really understand certification.

Department of Education

The major goal of the Department of Education respondents was to strengthen teacher education and improve the quality of teachers. There was concern as a result of the 1981 report from the Council of Higher Education (Virginia, Final, 1981) that a trend indicating a decline in the quality of teacher education majors had developed.

All respondents in this group favored including the liberal arts approach to certification at the secondary

level. No one thought that it would be abused by local school divisions.

Three of the respondents believed that some type of observation--participation should begin prior to the senior year. The opinions on lengthening student teaching varied, and there was no consensus in this area. No one in this group advocated additional professional education or liberal arts courses even though there was the belief that the public's perception was that teacher candidates should have stronger preparation in the content area. Two interviewees expressed interest in restructuring current education course requirements but retaining the required hours.

A majority (3) agreed that General Assembly activities were the critical events in the process. Other critical events cited once were the SREB task force report, public hearings, the meeting between Davis and the Study Committee, and the public perception that teachers were inadequately prepared.

One respondent believed that pressure came from many groups, and no one group applied more pressure than any other. The other three respondents indicated that significant pressure was applied by schools of education. Two respondents cited the General Assembly, special education, subject area special interest groups, and private schools. One respondent viewed the Superintendent as a

significant applier of pressure, and another cited pressure from private industry. One of the interests of a private industry representative was to require a course in free enterprise in the certification regulations (Virginia, Work, March 25, 1981).

The only groups cited by two respondents as influencers were the press, the special education lobby, and the General Assembly. The General Assembly was cited by one for having some influence over the liberal arts approach and the provisional certificate. One individual made the same observation that a board member made regarding the VEA having the appearance of softening its stand against the liberal arts approach which decreased the antiliberal arts pressure at the board level. This same respondent also believed that the deans of the schools of education were instrumental in causing the eighteen semester hours of professional education to be retained.

Three of the respondents believed the public hearings resulted in some revisions and provided an opportunity for the Board to hear discussion of the proposed provisions.

None of the individuals in this group recalled anyone citing research related to teacher performance or pupil achievement in advocating positions. One respondent indicated some people just wanted teachers to have more knowledge. Another mentioned awareness of research on

teacher effectiveness but was "suspicious" of any research which might show a relationship between teacher preparation and pupil achievement. This respondent did indicate that the Department of Education could not find any research in terms of pupil achievement to support professional education, but thought there was some indicating a relationship between effectiveness and knowledge of subject. This comment was the only statement made indicating that there was some interest in determining the availability of pupil achievement or teacher performance research.

Three respondents had concerns during the revision process over the effect the new regulations would have on interstate reciprocity. Three respondents favored the provisional certificate, and one was noncommittal because of a concern over possible problems in the evaluation process.

Some of the specific individual comments included:

1. The private school establishment, especially St. Christophers, was very effective "behind the scenes."
2. Charles Cox, education reporter for the Richmond Times-Dispatch was "more influential than George Grayson."
3. The group that "sat back" and did not take much leadership was the superintendents' group.
4. No document is perfect; there are always compromises.
5. The Study Committee was not unanimous on many

items.

6. The private schools made a "good case over the fact that Einstein couldn't teach in public schools."

Certification and Approved Programs Study Committee

Since the individuals on the Advisory Committee who were interviewed also represented other groups, they were included in their respective groups. The membership of the Advisory Committee changed during the time in which the certification revision process occurred. The Study Committee membership remained constant. Nine individuals were interviewed who at some time were on the Advisory Committee as members or in an ex-officio capacity. The membership of the Advisory Committee was seventeen with three ex-officio members.

Three of the nine members of the Study Committee were interviewed. The Study Committee membership included representatives of the following groups: teachers, colleges (3), the Department of Education, superintendents, private schools, parents, and local administrators.

The major interest or goal of each of the interviewed members was similar. All three cited reasons related to improved regulations and improved quality of teachers. One cited the interest in moving to a competency based approach in the new regulations. All three favored requiring

professional education courses to become fully certified. One was opposed to the liberal arts approach. The other two believed it was necessary to include the liberal arts approach even though they preferred teacher training programs. One member believed that the liberal arts approach was the most controversial aspect of the certification revision process. Another goal was the merging of the certification and approved programs' regulations.

There was no agreement among the three on whether there should be an earlier or longer student teaching experience. All agreed that the current mix of professional education and general education courses was adequate. One stated that professional education courses may need to be more "rigorous."

None of the three knew of any research, at the time that they worked on the proposals, regarding pupil achievement or teacher performance. No one recalled any group which met with or communicated with the Study Committee citing research relating to teacher performance or pupil achievement. In the endorsement areas (according to two respondents), many groups requested that additional hours be added. According to one respondent "most used the approach that more is better."

The respondents cited Davis's input as being the major

critical event in the process (especially regarding the liberal arts approach). The only consensus with two respondents regarding the application of pressure was that Davis applied the greatest pressure. Other applicers of pressure mentioned once were: the General Assembly, the Department of Education, private schools, the Board of Education, the VACTE, and vocational education, library, guidance, and special education advisory groups. The groups mentioned as the most significant influencers were the Board of Education (twice), Davis (twice) and each of the following once: the General Assembly, the Department of Education, special education, reading, and private schools.

There was no agreement among the three respondents on when the impact occurred. One thought that the December, 1980 and October, 1981 public hearings did have some influence. Another thought that the major impact occurred after the Study Committee's report and prior to the public hearings. The third thought the impact occurred when Davis and Grayson met with the Study Committee on January 16, 1981.

None of the three fully endorsed the provisional certificate--teacher evaluation component. One was concerned about the problems involved in implementing the evaluation component; another thought that the "weeding out" should be done prior to graduation from college, and the

other believed that the Study Committee had no choice in the matter.

The miscellaneous comments included the following:

1. The Study Committee was affected by advocacy groups, political groups, the Board, and Davis.
2. Some of the subject area proposals would have required a five-year program.
3. Local superintendents were not that involved.
4. The VACTE communicated with the Study Committee frequently and was viewed as critical of the Study Committee.
5. The assumption that many advocates made was that if more courses were required in the subject matter, the teacher will know more and therefore the students will learn more.
6. The actual standards were revised by the Study Committee. The Advisory Committee changed very little in the proposed standards.
7. Two expressed surprise at how easily the members of the Study Committee worked together.
8. When Howerton came to the meetings he was in the role of "bringing the word" from Davis and the Board of Education.
9. The most crucial factors were the composition of the Study Committee and the 1976 Preliminary Proposed Revision

of Certification Regulations (Harris).

Schools of Education

One reason that the schools of education and the VACTE became involved was that they were informed that if they did not, Davis's plan for liberal arts graduates would probably be approved. There was a feeling among some who represented schools of education that the liberal arts approach was first advocated by the private schools to Davis.

The interpretation of the group's major goal varied from concern over the liberal arts approach to improving the quality of teachers. All of the respondents in this category were opposed to the liberal arts approach to certification. One was opposed to decreasing the recommendation from nine to six semester hours for certificate renewal, defended theory courses, and indicated that there was also some self-interest involved (a reference to the effect liberal arts certification could have on college jobs).

This group tried to influence the proposals at various times by phone calls to Davis, letters to board members and Davis, letters to newspapers, testimony before a legislative committee, a meeting with the Board of Education, and public hearing testimony (Virginia Association of Colleges, October 1, 1981). The only goals that members of this group thought were accomplished were clearer wording and maintenance of

standards.

The representatives of the schools of education did not advocate earlier or longer student teaching experiences and thought that the current mix of liberal arts and education courses was adequate. They emphasized that approximately 75% of a student's work was outside education. One interviewee thought that secondary students needed more education courses.

All recognized the sparcity of research in terms of pupil achievement or teacher performance. One cited knowledge of research on teacher effectiveness and recalled research data which showed that there was not a significant positive correlation between a teacher's subject knowledge and student achievement. He decided not to use this research as a result of being advised that the Board of Education would not believe it. Another cited knowledge of documentation regarding prior graduates' perceptions of how well they were prepared by a particular institution. None cited a direct relationship between education courses and teacher performance or pupil achievement. One mentioned that there were probably too many variables involved to determine adequately whether there was such a relationship.

The VACTE testimony at the April 22, 1981 Board of Education meeting mentioned research which indicated that teaching improved when teachers learned how to observe,

record, and interpret student behavior. This testimony also noted that there was a positive relationship between increased time spent studying a subject in the classroom and the learning of that subject. The point made was that teachers could be trained to improve student learning (Virginia Association of Colleges of Teacher Education, April 22, 1981).

Two mentioned the introduction of the provisional certificate by Davis as a critical event. The other singly cited critical events were resolutions passed by the General Assembly, and the election of Robb which led to the appointment of Lemmon.

Most (3) in this group were in agreement that private schools applied pressure on the liberal arts issue. Liberal arts colleges were mentioned by two respondents, and the following were mentioned once as appliers of pressure: the Department of Education, the VEA, the VACTE, the President of the Council of Higher Education, and the VASPA. Except for the press, there was no consensus from school of education respondents regarding which groups exerted the most influence. The responses included VASA, VEA, the press (3), the General Assembly, independent schools, and the Department of Education.

All respondents had some opposition to the provisional certificate. One had concerns regarding interstate

reciprocity for Virginia graduates who would be going to another state with a provisional certificate and about the evaluation procedure to be used in the provisional period. The other three were opposed to the provisional certificate because it treated education majors and liberal arts majors the same with regard to the evaluation process.

Other miscellaneous comments included:

1. Two respondents commented that the local superintendents did not become involved.
2. One commented that the VEA did not appear to have much influence in this matter.
3. Two mentioned possible racial overtones on the part of those in favor of the liberal arts approach. The supposition was that some liberal arts advocates may have viewed the liberal arts approach as a way to decrease the hiring of graduates from predominately minority colleges. Similar racial implications had already been cited in the Richmond Times-Dispatch (December 4, 1980).
4. One viewed the actions taken by the Board of Education as being a means of keeping the legislature from taking over.
5. The VACTE probably made some contact with each board member individually, as well as a collective body, testified before a committee of the General Assembly, met with Davis, had contact with the Department of Education

staff, and wrote letters to the newspapers.

6. The comment was made that one individual writing a letter to the editor who "had a bad experience" with some education course "probably had more influence . . . than all the documentation we have put together."

Teachers

The primary representative of teachers during the certification revision process was the Virginia Education Association (VEA). The VEA was concerned about the "loophole" for liberal arts graduates and the provisional certificate. There was also interest in assuring that teachers already in teaching would not be adversely affected by a change in standards.

Provisional certification was described as an unneeded, costly step which may not be "implemented adequately or correctly." Any funding available should be applied to teacher salaries rather than the implementation of the provisional certificate evaluation procedure. The VEA was more supportive of rigorous evaluation of students in teacher education programs than provisional certification. The VEA did not become involved in recommendations regarding subject matter requirements.

Since VEA members were on the Advisory Committee and the Study Committee, the VEA worked through these organizations to try to ensure that any provisions

recommended did not negatively affect teachers. VEA representatives spoke at the public hearings, and the Executive Committee of the VEA met with the Board of Education (Virginia, Notes, June 25, 1981).

Those interviewed provided no consensus of what the VEA accomplished. Perceived results included helping to "sharpen the issues" for the Board of Education, keeping the liberal arts approach at the secondary level, and deletion of the fee for certificate renewal.

There was a recommendation that colleges provide more training for the cooperating teacher. Professional education courses were considered important, especially courses on the psychology of children and courses on how "learning takes place." There was no interest in increasing the liberal arts (general education) requirement. Pressure to do so was seen as prejudice on the part of the press as a result of a lack of understanding of public education. All respondents were opposed to the evaluation component of provisional certification.

No one recalled using or being aware of research on student achievement or teacher performance.

The critical events were the introduction of provisional certification and the liberal arts approach by Davis, and Robb's appointment of Lemmon to replace Robinson. The December, 1981 vote of the Board showed that the

professional view had some importance even though it was changed two months later. The provisional certificate and liberal arts approach led to a "sense of coalition" between the VEA and schools of education which was the basis for the beginning of a dialogue between the two groups. However, there was "little meaningful dialogue during the process" between the two groups.

Two of the three respondents thought Davis was the greatest applier of pressure as well as having the most influence during the process. The third respondent believed that "main street" (individuals in corporate board rooms and banks) lobbied effectively behind the scenes. Other groups cited once as appliers of pressure were the VEA, the editorial page of the Richmond Times-Dispatch, legislators, and the schools of education.

Other comments:

1. One expressed surprise that building administrators and superintendents did not seem to become involved in the process.

2. Teacher education courses were considered important because there was something to learn about being a teacher.

3. The VEA probably was not "all that strong" in this situation even though lobbying by the VEA did occur.

4. As a result of not realizing the influence of the Department of Education over the Advisory Committee and the

Study Committee, the VEA was not as organized as it could have been when the proposals went through the Study Committee.

5. There was a concern that some superintendents would use the liberal arts approach to hire teachers for two years and then release them in order to save money.

6. The VEA does favor "rigorous but flexible entry requirements to teacher education programs" (VEA, 1983, p. 4).

Parents

The parents interviewed were selected because they were identified by other respondents as having some knowledge of certification or were in a position to be aware of the certification revision process. All stated that student teaching should begin earlier and two thought that it should be a longer process in order for college students to know whether they should go in teaching. These parents had the impression that there was a large segment of teachers who did not want to be in teaching, and earlier student teaching might resolve this problem. Other concerns of this group were the public's perception of schools, more emphasis in the endorsed content area, additional background for all teachers in teaching the gifted student, and separating the health and physical education endorsement. The belief of two of the respondents was that physical education teachers

did not have the appropriate background in health to teach it adequately. None of the parents had any opposition to the liberal arts approach to certification but viewed the hiring of teacher trained candidates as preferable.

The procedures used by these parents to communicate their concerns were informal discussions with the Board of Education members and Davis and written comments to the Study Committee and Board of Education (Virginia Congress, 1979). The written comments to the Board were in lieu of testimony at the October, 1981 public hearings.

Perceived accomplished goals included dual endorsements for health and physical education and increased content area course requirements. All three respondents thought liberal arts courses were desirable and one thought teachers should take more writing and English courses. None indicated any desire to have additional education courses. One mentioned the belief that education courses did not have a good reputation, and another thought that college professors who taught education courses were too far removed from the regular classroom. None of the respondents in this group was aware of any research on pupil achievement or teacher performance.

Three critical events were cited: Davis's proposal regarding liberal arts graduates, the General Assembly's

input regarding a provisional certificate, and the change of vote by the Board on provisional certification.

There was no consensus of opinion on groups applying pressure. The VEA, schools of education, and press were mentioned once. The greatest perceived influencers were Davis (twice), the VEA (once), and schools of education (once). None of the parents thought the press was influential. One had the impression that the press was not influential because it was not always recognized as being accurate.

There was no objection to provisional certification except for the cost factor involved in the evaluation process. One parent stated that poor performers should be counseled out at the college level prior to entering teaching.

Two other comments were:

1. Private schools were probably not very influential even though they were represented in the process.

2. The average parent should probably not be involved in the certification revision process because of the level of knowledge needed to make informed opinions.

Local Administrators

Two major goals were cited twice by respondents in this group: improving the quality of teachers and insuring that the applicant pool would not be limited by the certification

standards. The concerns regarding the applicant pool centered around increasing the number of hours required for specific endorsements (special education, math, and science) and continuing some form of liberal arts approach.

Individual personnel administrators made informal contacts with Board of Education members and sent letters to the Department of Education staff. VASPA presented a position paper, met with the Department of Education staff, met with Davis, and testified at the October, 1981 public hearing. The local superintendents and other administrators were not extensively involved.

The goals which VASPA representatives believed were accomplished were the approval of transcript analysis as a third avenue to certification, the deletion of fees for additional endorsements and renewals, retaining six semester hours for renewal, and a decrease in the recommended required credits for math and science endorsements (Virginia Association of School Personnel Administrators, September 1981). VASPA was unsuccessful in its opposition to provisional certification. Additional administrator comments included the desire to merge the college approved programs with the certification standards.

All of the administrators interviewed favored the liberal arts approach to certification because of a concern over the supply of applicants. The comments on this topic

included such items as this would only be used as a last resort and that those who go through this approach should still be required to take education courses.

There was no agreement among those interviewed on whether student teaching should begin earlier. All agreed that the length of student teaching was long enough as a result of the change in Board regulations. The respondents also agreed that the current mix of education and liberal arts courses was adequate.

The only research cited was a compilation of three studies which showed that:

apparently no relationship exists between student achievement and a teacher's being certified or tenured The effectiveness of teachers is not well reflected either in their being certified or not or in their being tenured or not (Bridge, 1979, p. 243).

The critical event as viewed by one was a meeting between a VASPA committee with the Department of Education staff in which VASPA's position paper was presented. At a later meeting with the Superintendent, VASPA representatives were informed that most of VASPA's recommendations had been incorporated in Davis's recommendations. Another critical event was Davis's decision to favor the liberal arts approach to certification.

The General Assembly and schools of education were

cited twice as appliers of pressure. The Department of Education was mentioned once. The General Assembly was also cited twice as a major influencer. Schools of education and the Department of Education were cited once.

Even though representatives of schools of education were also opposed to the provisional certificate, one respondent in this group thought they favored it because it may become a way for them "to keep professors employed" by using them as members of evaluation teams.

Other Interest Groups

Six respondents from other interest groups were interviewed. Some of these interest groups were only interested in one aspect of the certification regulations. Concerns cited included specific subject areas or endorsement areas, the approved program approach as the only avenue to certification, and teachers did not know enough subject matter. Subject area groups opposed the liberal arts approach to certification while private schools, private colleges, and a private business spokesperson favored the liberal arts approach. Individuals in this group communicated their intent through various means: discussions with members of the General Assembly, testimony before legislative committees, public hearings, letters to Davis and the Board of Education, information provided to newspaper editorial staffs, letters to the press,

presentations to the Study Committee, meetings with Davis and the Department of Education staff, meetings with the Board of Education, and written recommendations (Council, December 1980; Virginia, Special, no date).

The consensus of the individuals interviewed even though they represented various groups, was that the endorsement areas of the revised certification regulations were a compromise between those desiring more course requirements, those desiring additional required courses, and those who preferred not to have any changes. The liberal arts approach was an exception since those who favored the liberal arts approach thought the results were an accomplishment while those opposed to the liberal arts approach thought the results were a loss. The liberal arts approach was the main issue for those interviewed who were not connected with specific subject or endorsement areas. Even though representatives of specific subject areas were opposed to the liberal arts approach, it was not their overriding issue. The overriding issue for them was their specific area.

Three respondents in this group had no opinion regarding the length of student teaching or whether or not it should begin earlier. Two of the other three indicated that it should begin earlier, and two thought that it should be a more lengthy process.

Two of the respondents wanted an increase in the number of liberal arts courses. Three respondents thought there were too many methodology courses; one did not think that there were too many but that the education courses should have "more rigor."

A respondent cited awareness of research as rationale for a specific type of training and research on school climate. None of the groups cited research on improved pupil achievement or teacher performance. One stated that the "whole matter was done in a research vacuum."

Only three of the six mentioned any critical events. The critical events mentioned were (none more than once): (a) the General Assembly mandate regarding provisional certification, (b) the change in the Board of Education membership, (c) shortage of math and science teachers, and (d) the Board vote on the middle school endorsement.

The VEA was specified by four respondents as applying the greatest pressure. The schools of education and local superintendents were each specified by three respondents, the General Assembly twice, and the press once.

There was less consensus on which groups had the most influence. The General Assembly was mentioned by three respondents, the VEA by two, Davis by two, and the press by one. One respondent commented that the "deans lost" (schools of education).

Provisional certification with the evaluation component was favored by the same four that favored the liberal arts approach. Two respondents stated that they had no problem with both the teacher trained and the nonteacher trained having to start with a provisional certificate. They made the assumption that the teacher trained probably had methods mastery but not necessarily content mastery, and the nonteacher trained had content mastery but not methods mastery.

Additional comments were (cited by one interviewee unless otherwise noted):

1. The Study Committee's original draft was pro-VEA and proschools of education.

2. Two believed that the press had little if any influence.

3. The Richmond newspapers' editorial staffs were interested in the private schools' view and were provided information from the private schools.

4. The schools of education accepted students with lower SAT scores.

5. Methodology courses did not have much content.

6. Two of the respondents thought that the motives of the schools of education may have included self-interest.

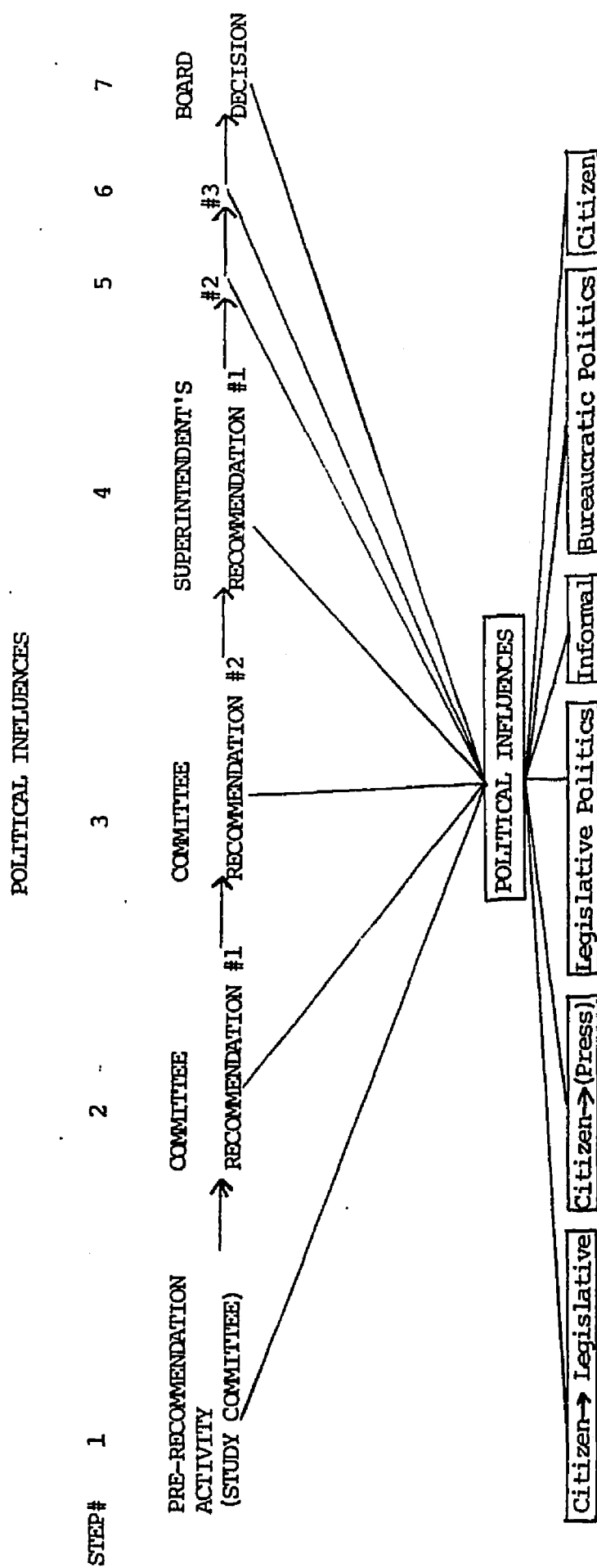
Political Influences Process Model

The model presented in Chapter 3 (Figure 1) was expanded to account for the times that political influences

FIGURE 2

POLITICAL INFLUENCES PROCESS MODEL

Political Influences: Citizen, Informal, Bureaucratic Politics, Legislative Politics



occurred in the process (Figure 2). In the pre-recommendation activity, the Study Committee was subjected to more bureaucratic pressure than other group pressures. Most of the input came from the Department of Education and subject area interest groups within the Department of Education. The informal influence was more difficult to determine. Some of this occurred from within other groups (Interview #22) represented by members of the Study Committee. Prior to the second recommendation the Study Committee had representatives from the press and legislature (legislative politics) in attendance at its meetings. Citizens had the opportunity to participate at the first public hearing. Parents and the press were the major form of citizen influence during the process.

After the Study Committee's recommendation, the legislature became more involved in listening to testimony regarding provisional certification and the liberal arts approach. During the time that Davis was preparing his first two recommendations, he was subjected to pressure from legislative and bureaucratic politics, informal influences, and citizen (parent) pressure. The citizen or parent pressure came from the State Council of Parent Teacher Organizations and from letters to the press. Even though citizens did not participate in hearings they did write letters to the press (Lawson, 1981; Seay, 1981), and

communicated with legislators (Interview #14). Those able to talk directly to legislators would have had advantages not available to others and could have been considered an informal influence.

Most of the pressures were directed at the Board of Education and the Superintendent. Even though it was the Superintendent's responsibility to recommend regulations, the Board had the final authority to adopt regulations which may have been different from the Superintendent's recommendations.

Each of the seven major points on Figure 2 had sections which contained some form of influence. At the very least, changes were made as a result of pressure that took precedence over a particular proposal. It was this pressure from the Superintendent which forced the Study Committee to delete the approved programs' requirement for raising the Provisional Certificate to the Collegiate Professional Certificate and approving the evaluation program (Virginia, Minutes . . . Study, January 15-16, 1981). However the wording was not changed in the first paragraph of the final Study Committee recommendations.

Hypotheses

1. The hypothesis that the procedures used by Virginia certification bodies in adopting certification regulations did not incorporate research data on teacher performance or

pupil achievement was accepted. The certification revisions were not preceded by planned research on student achievement or teacher performance. The procedures used by the Board of Education, the Department of Education, and the Study Committee did not incorporate research data on teacher performance or pupil achievement. There was an assumption by some that teacher effectiveness improved with increased knowledge of subject matter. This had its corollary in the "more is better" approach expressed by some special interest groups. This also corresponded with Freeman's (1977) assertion that certification regulations were developed based on the belief that a teacher needed to have a certain amount of knowledge to be expressed in a certain number of required semester hours of college credit. Another interviewee believed he remembered research which indicated that students with higher SAT and NTE scores tended to perform better as teachers. However, there was no record of this being used in the certification revision process. It was possible that this could be the same or similar to research already cited indicating a possible positive relationship between a teacher's verbal ability and pupil achievement (Vance, 1982). Research, related to pupil achievement or teacher performance, to support the inclusion or exclusion of specific courses or the liberal arts approach was not used by the Department of Education, the

Board of Education, or the Study Committee. None of the interviewees at this level could recall anyone within these three decision-making groups attempting to cite such research. An attempt at the department level to find research supportive of professional education had been made, but research showing a positive relationship with teaching performance was not found.

2. The hypothesis that individuals and organizations who influenced or who tried to influence the decision makers in the certification revision process did not rely on or use research data on teacher performance or pupil achievement to support their positions was rejected. In supporting the liberal arts approach, one interviewee cited research which indicated that there was no relationship between "student achievement and a teacher's being certified" or tenured (Bridge, 1979, pp. 243-245). This was the only research cited by a nondecision-making respondent which was related to the hypothesis that individuals and organizations who influenced or who tried to influence the decision makers in the certification revision process did not rely on or use research data on teacher performance or pupil achievement to support their positions. However, this was not used in the position paper of this individual's organization or cited in the record of the public hearing (Virginia, Summary of Written, 1981). A copy of the VACTE's written testimony

before the Board of Education (April 22, 1981) referred to research data related to teacher performance and pupil achievement. As a result of this written testimony and the research cited by the nondecision-making respondent, the second hypothesis was rejected.

The teacher certification regulations were not a result of research on teacher performance or pupil achievement. The procedures used in recommending regulations had no specific provision incorporating research on teacher performance or pupil achievement. At least two groups trying to influence the certification regulations used or referred to research on teacher performance or pupil achievement. The research cited did not have an effect on the revised certification regulations.

Other forms of research were used to make specific points. The SAT research was used to show that teaching would suffer because those going through teacher training programs had on the average lower SAT scores than those in other programs. The recommendations of the SREB were used to support provisional certification with evaluation, the liberal arts approach, and teacher testing.

Summary

Groups and individuals communicated their messages to the Board of Education, the Department of Education, and the Study Committee through face to face contacts, phone calls,

letters, letters to the editor, meetings with the Board, the Study Committee, the Superintendent, and the Department staff, and testimony before legislative committees and at public hearings. The predominant motive for communicating was to improve the quality of teaching. The message varied depending on what different groups believed to be the appropriate way to improve the quality of teachers. The Board of Education was the intended direct or indirect recipient of communication at some time by all groups. Most broad based groups viewed the success of their communications based on their position on provisional certification with evaluation and the liberal arts approach.

Twenty groups were mentioned by interviewees as appliers of pressure. The groups mentioned most often were (in order of number of responses) the schools of education, the VEA, the General Assembly, and private schools. Nineteen groups were cited as influencers. In order of number of responses the groups cited most often were the General Assembly, the VEA, the Superintendent, the press, and schools of education. Some groups which were perceived as applying pressure were not necessarily the ones that were perceived as having the most influence.

Ten of the respondents believed that Davis was responsible for the most important critical events. Next in order were General Assembly resolutions, and Robb's

appointment of Lemmon.

Six (24%) of the interviewees claimed some awareness of research. Two of the six could recall research which had a relationship to the research cited in the hypothesis. One cited research related to certification to support the liberal arts approach and another remembered a group trying to use student achievement research to support its position.

Even though some research was cited as occurring during the process, the final teacher certification regulations were not a result of research on teacher performance or pupil achievement. One nondecision-making respondent cited research related to student achievement and certification, and the VACTE position paper cited research related to teacher performance and pupil achievement.

1. The hypothesis that the procedures used by Virginia certification bodies in adopting certification regulations did not incorporate research data on teacher performance or pupil achievement was accepted.

2. The hypothesis that individuals and organizations who influenced or who tried to influence the decision makers in the certification revision process did not rely on or use research data on teacher performance or pupil achievement to support their positions was rejected since at least two groups used research data related to teacher performance or pupil achievement to support their positions.

Chapter 5

SUMMARY AND CONCLUSIONS

The statement of the problem, hypotheses, a review of the literature, a chronological review of events, a description of the interview instrument and procedures, and an analysis of results were presented in the first four chapters. This chapter contains a summary of the study, the findings, the conclusions, and the recommendations for further study.

Summary

The purpose of this study was to determine if those who influenced Virginia certification regulations incorporated research on teacher performance or pupil achievement to establish or to support their positions. The study included the years 1958 to 1982 with the actual analysis concentrating on the influences which affected the 1982 certification regulations. The two hypotheses were:

1. The procedures used by certification bodies in adopting certification regulations did not incorporate research data on teacher performance or pupil achievement.
2. Individuals and organizations who influenced or who tried to influence the decision makers in the certification revision process did not rely on or use research data on teacher performance or pupil achievement to support their positions.

The information for the sequence of events was obtained from Department of Education memoranda, documents, Advisory Committee, Study Committee, and Board of Education minutes, personal communications, newspaper accounts, and General Assembly resolutions and legislation. The themes which occurred in an examination of the teacher certification and preparation issue were: (a) whether or not the liberal arts graduate was just as qualified or more qualified than the teacher trained graduate, (b) concern over the length, starting point, and format for the student teaching experience, (c) dissatisfaction with the current teacher training program, (d) the lower SAT scores on the average of students entering education as compared to the liberal arts graduate, (e) comparison of professional education courses with general education (liberal arts) courses, and (f) the apparent lack of effort by states and colleges to determine which aspects of teacher training actually improved performance. The major themes in Virginia included certificate grade organization, certification of liberal arts graduates, the importance of education courses, the quality of education programs, and provisional certification with evaluation for all new teachers.

Twenty-five individuals who had or who may have had influence or who were involved in the certification process were interviewed. The interview was used rather than the

questionnaire so that additional questions could be asked as a result of information provided by the respondents. The interviews were tape recorded, and the respondents were assured anonymity. Members of the following groups were interviewed: the Board of Education, the Department of Education, the Advisory Committee on Teacher Education, the Certification and Approved Programs Study Committee, the schools of education, representatives of teacher organizations, local administrators, parents, and other special interest groups who had a specific interest in private schools and colleges, businesses, specific endorsements, and the noneducation segment of higher education. Even though many of the interview questions were the same, two separate interview instruments (Appendices B and C) were used. The instrument used for a particular respondent was dependent on whether that respondent was a member of a decision-making group or nondecision-making group. The Board of Education, the Department of Education, and the Study Committee were the groups which were considered decision-making groups.

The respondents were not representative of every group involved in the certification revision process nor were they a random sample. Some of the respondents used in the study were members of more than one group.

The models used to organize the data obtained from the

interviews and documents provided by interviewees were Merritt's (1966) communication model (Appendix D) and a political influences process model adapted from Finsterbusch and Motz (1980). Content analysis in the categories of pressure, influence, critical events, and research was used to analyze the data. Responses were divided into these categories by respondent group, and a frequency count was applied to each category. A discussion by group followed the content analysis.

The predominant motivation for most groups studied was to improve the quality of teaching. However, the means to accomplish improved quality varied by group. Two groups hoped to accomplish the same result by directly opposite means. One believed the liberal arts approach would lead to improvement in the quality of teaching while another believed that the quality of teaching would be improved by forcing all liberal arts graduates to go through approved programs.

The forms of communication used by potential influencers included face to face contacts, phone calls, letters to the editor, position papers, meetings with and letters to decision-making groups, and testimony. The Board of Education was the intended recipient, either directly or indirectly, of the various communication attempts. Most broad based groups viewed their attempts as successful or

unsuccessful based on the outcome of two issues: the evaluation component of provisional certification and the liberal arts approach.

The schools of education, the VEA, the General Assembly, and private schools, in that order, were cited most often as appliers of pressure. The groups cited most often as influencers were the General Assembly, the VEA, the Superintendent of Public Instruction, the press, and the schools of education. Situations which were most often considered critical events in the process were: events involving presentations by the Superintendent of Public Instruction, General Assembly resolutions or legislation, and Governor Robb's appointment of Lemmon and the subsequent change in vote by the Board.

Even though some research was used during the process, the final teacher certification regulations were not a result of research on teacher performance or pupil achievement. The development of a research base regarding teacher performance or pupil achievement was not a component of the certification revision process. However, at least two groups which tried to influence the decision makers used research data related to teacher performance or pupil achievement to support their positions. As a result:

1. The hypothesis that the procedures used by Virginia certification bodies in adopting certification regulations

did not incorporate research data on teacher performance or pupil achievement was accepted.

2. The hypothesis that individuals and organizations who influenced or who tried to influence the decision makers in the certification revision process did not rely on or use research data on teacher performance or pupil achievement to support their positions was therefore rejected.

Findings

1. The Superintendent of Public Instruction advocated decreasing the required number of education courses. The Board of Education increased some content hour requirements, added three hours of professional education for secondary education graduates, but did not adjust the required number of education hours for liberal arts graduates.

2. Evidences of self-interest:

a. The schools of education were cited most often (four interviewees) as having some self-interest in the process. Those references were due to maintenance of jobs.

b. The VEA had some self-interest since one of its motives was to ensure that nothing was done which would negatively affect already employed teachers.

c. Self-interest could be implied when a group would try to make the entrance requirements to teaching more stringent to decrease the available supply of teachers with the hope that that would result in higher salaries.

d. Private school and local public school administrators were concerned about the possible decrease in the teacher supply if the liberal arts approach was not approved. They were opposed to items which would make it more difficult to find teachers.

3. The coalitions which had a beginning in this process (1978-82) were: (a) the VEA and the VACTE, and (b) private secondary schools with one or more of the following: Northern Virginia school systems (interview #13), the Council of Higher Education, the Secretary of Education, and the Superintendent of Public Instruction.

4. The idea that teacher education students were not as intelligent (based on SAT scores) as liberal arts graduates, was used by the press and those in favor of the liberal arts approach.

5. Misconceptions and contradictions:

a. The belief that liberal arts graduates had more content preparation than teacher education graduates was readily accepted by some members of the Board, parents, special interest groups, and legislators even though this was not necessarily the case. This was a misconception which was readily accepted and used convincingly by the proliberal arts faction. Eight respondents thought that education majors should be required to take more liberal arts courses.

b. The belief that schools of education wanted provisional certification with evaluation in order to keep professors employed was a misconception.

c. Comments that administrator groups were not active were inaccurate in the case of the VASPA.

d. The belief on the part of some parents that private schools were not influential may have been a misconception. Since the VASPA and the VAIS operated behind the scenes, as well as publicly, some of their pressure and influence were not as observable as the VEA's and the VACTE's which received more press coverage.

e. The VACTE was viewed by a Study Committee member as being anti-Study Committee; the Study Committee report was viewed by one in another interest group as pro-VACTE.

6. The statement that Albert Einstein or Henry Kissinger could not teach in the classroom received emphasis in the press and legislature and was also used as an effective argument for those in favor of the liberal arts approach.

7. The members of the decision-making system were Harris, the Study Committee, the Superintendent, the Board, some in the Department of Education, and the General Assembly. The Study Committee and Harris had the greatest influence on specific endorsement requirements.

8. The landmark events were: (a) the Superintendent's meeting with the Study Committee and the announcement of his proposals, (b) the Board vote on the middle school endorsement, (c) General Assembly pressure regarding the evaluation component of provisional certification, (d) Robb's appointment of Lemmon and the subsequent change in the Board vote on provisional certification with the evaluation component, and (e) perceived VEA criticism of professional education courses.

9. The public hearings were not significant events in the certification revision process.

10. The SREB did not cite a research base for its findings in its report.

11. The individuals who favored the liberal arts approach were in two groups: those (noneducators) who believed it would improve the quality of teachers and those (certain groups of educators) who were concerned about the effect the prohibiting of the liberal arts approach would have on teacher supply.

12. The private schools had more contacts than any other nondecision-making group. At some time during the process they had direct contact with the the Department of Education staff, one or more legislators, the Secretary of Education, the Council of Higher Education, the Board of Education, and newspaper editorial staffs, and held

membership on the Study Committee and the Advisory Committee.

13. The local superintendents never became very involved in the process (even though some in the nondecision-making group thought that they had some influence).

14. The decrease in the number of individuals who viewed the schools of education as appliers of pressure as compared to the number who viewed them as actual influencers corresponded with the supposition by those in the schools of education that the schools of education were not very influential.

15. Representatives of the schools of education found it difficult to react to critical letters to the press from former education students.

16. The two groups which admitted to having a private meeting with the Superintendent were successful in achieving most of their goals (VAIS and VASPA).

17. Some representatives of the VEA and the VACTE agreed that the VEA was not a strong influencer on the certification issue.

18. Rather than use a research base, many who advocated additional content or education courses believed that additional course requirements would lead to greater knowledge on the part of teachers. The forms of research

cited included SAT scores, teacher opinions, the relationship of whether or not a teacher was tenured or certified, and what attributes improved teaching performance.

19. There was virtually no difference between what was approved for the liberal arts approach in 1958 and what was approved in 1981. There were also other similarities: (a) a General Assembly spokesperson for the liberal arts approach, (b) criticism of education courses, (c) liberal arts and education faculties taking opposite positions on the liberal arts approach and the value of education courses, (d) an increase in special education and some secondary endorsement requirements, (e) the possibility that the General Assembly would legislate part of the certification regulations, and (f) active reporting by the Richmond press.

20. Some individuals or groups did not follow a communications process which would have included the public hearings, the Study Committee, the Department of Education, and the Board of Education. These individuals bypassed what would be considered the state education establishment and communicated in the form of letters to the press or directly with legislators (informal influence).

21. Research on teacher performance or pupil achievement was used by at least two nondecision-making

groups to support their positions.

Conclusions

1. Individuals who are interested in adding education courses as requirements for liberal arts graduates will have to convince Board members, legislators, and the Superintendent that they are necessary.

2. The VEA and the VACTE had the opportunity to accomplish more had they formed their coalition earlier and had there not been the perception by Board members that the VEA was critical of education courses.

3. The issues of liberal arts approach and the evaluation component of provisional certification were political as well as educational issues. Viewing the lack of a research base on these issues, a political rather than a scholarly decision resulted. The decisions were made based on what many believed to be best for education. Generally, those who held the proliberal arts position thought that those with a strong content background would be an asset to public schools while those who favored the approved program approach believed that there was a body of knowledge important for teachers in terms of background information and classroom methodology. The various votes on provisional certification with the evaluation component could be considered political rather than scholarly decisions. The votes were taken under threat of

legislation. The forces involved were the press, the Council of Higher Education, legislators, and the Superintendent versus the VEA, the VACTE, and local administrator groups.

4. Self-interest could be implied when a group tried to make the entrance requirements to teaching more stringent to decrease the available supply of teachers with the hope that that would result in higher salaries. It could also be applied to groups which desired to keep the number of available applicants high which could have the effect of suppressing salaries.

5. The Study Committee and Harris had a strong influence on specific endorsement requirements. Davis and the General Assembly (who were supported by the Richmond newspaper editorial staffs) had the greatest influence on the controversial issues.

6. The public hearings had no direct impact on the final decision regarding the liberal arts approach or provisional certification.

7. There was an insufficient research base at the time of the certification revision process to determine what components of teacher education improved pupil achievement or teacher performance. Some of the research available was not favorable to teacher education. Apparently none of the decision-making groups systematically incorporated data on

teacher performance or pupil achievement in formulating the standards.

Further Research

There needs to be a method of determining whether certain coursework leads to improved teaching performance or improved student achievement. Overcoming the variables involved appears to be the major problem with such a study. Can improvement in teacher performance be attributed to courses taken in college or are there other factors which lead to improved teacher performance?

Before assuming that the variables are too numerous or too difficult to overcome, research should be undertaken to compare those who have taken certain courses with those who have not. There are enough differences in various teacher preparation programs which could provide the basis for a comparison of the effects of various programs or courses. The liberal arts issue will be resolved only when extensive testing (research) is completed comparing the classroom performance of the teacher trained graduate with the liberal arts graduate.

In addition to the problem of the large number of variables, schools of education may be reluctant to become committed to such research. Positive findings that professional education makes a difference would help schools of education, but negative findings or findings of no

difference on a national scale could result in changes in teacher education as it is practiced at this time.

APPENDICES

Appendix A: Introductory Letter

As part of my doctoral work at the College of William and Mary, I am developing a doctoral dissertation. The title of the dissertation is "An Analysis of the Influences Affecting the Standards for Certifying Public School Teachers in Virginia," and my advisor is Dr. William Bullock, Jr.

A fundamental part of the dissertation will involve the collection of data from individuals through interviews. The interview will last thirty minutes and it will be taped. Your anonymity will be protected.

I shall contact you soon to determine your willingness to participate in this project.

Sincerely,

Wayne D. Lett

Appendix B: Interview Questions - Decision-Making Groups

Name _____ Date _____

Group: 1. _____ 2. _____ 3. _____

1. What was your interest or goal in the certification revision process?
2. Please cite specific items and indicate why you were interested in each.
3. Was there any overriding issue for the _____ ?
4. What is your view of the liberal arts approach to certification?
5. Do you think that student teaching should begin earlier than the senior year? Why?
6. Should student teaching be a more lengthy process? Why?
7. Should education majors be required to take more liberal arts (general education) courses? Why?
8. Is the professional education requirement too minimal or too lengthy? Why?
9. Do you know of any research in terms of pupil achievement or teacher performance which supports the _____ position?
10. Were there any critical events in the process which in your opinion affected the outcome?
11. In your opinion which groups applied the greatest pressure?
12. Which groups had the greatest influence on the final regulations?
13. Which provisions did those groups impact?
14. At what time did this impact occur? Did any of this impact occur at the public hearings?
15. Did any of the groups cite research related to teacher performance at the public hearings?

16. Were you influenced by reciprocal agreements?
17. How did the approved program approach influence the process?
18. Are you in favor of or opposed to the two-year provisional certificate?
19. Can you suggest anyone else that I should interview?

Appendix C: Interview Questions - Nondecision-Making Groups

Name _____ Date _____

Group: 1. _____ 2. _____ 3. _____

1. What was your group's interest or goal in the certification revision process?
2. Please cite specific items and indicate why your group was interested in each.
3. What procedures did your group use in order to reach its goal? (i. e. phone calls, letters, meetings with Department of Education staff or Board members)
4. At what points did your group try to influence the certification proposals?
5. Which of your goals did your group accomplish?
6. Who spoke for your group at the various hearings and at other times?
7. Was there any overriding issue for your group?
8. What is your organization's view of the liberal arts approach to certification?
9. Do you think that student teaching should begin earlier than the senior year?
10. Should student teaching be a more lengthy process? Why?
11. Should education majors be required to take more liberal arts (general education) courses? Why?
12. Is the professional education requirement too minimal or too lengthy? Why?
13. Did your group use any research in terms of pupil achievement or teacher performance to support its position?
14. Are you aware of any such research?
15. Were there any critical events in the process which in your opinion affected the outcome?

16. In your opinion which groups applied the greatest pressure?
17. In your opinion which groups had the greatest influence?
18. Were you influenced by reciprocal agreements?
19. How did the approved program approach influence your groups's position?
20. What is your group's position regarding the two-year provisional certificate?

Appendix D: Communication Model

	WHY	WHO	WHAT	WHOM	EFFECT
Board	A	B	A(2)	B	A
			F		
	A	B	E	B	F
	A	B	Y	B	F
	A	B	T	B	A
	A	B	W	B	B
	E	B	LL	B	I
	M	B	MM,G	B	F
	A	B	U	B	H
	B	B	H	B	S

	WHY	WHO	WHAT	WHOM	EFFECT
Department	A	D	A(2)	B,D,G	A
of Education	A	D	B(4)	B,D	A
	A	D	D	B	B
	A	D	JJ	B	A
	B	D	D	B	B
	C	D	D	B	B

	D	D	T	B	A
	WHY	WHO	WHAT	WHOM	EFFECT
Study	A	S	Q	S,B	F
Committee	A	S	JJ	S,B	A
	A	S	E	S,B	F
	K	S	P	S,B	H
	I	S	NN	S	C

	WHY	WHO	WHAT	WHOM	EFFECT
Schools of Education	A	E	E(4)	D,B,G, P,H,S	F
	A	E	I	""""	F
	A	E	I	""""	F
	A	E	K	""""	D
	A	E	M	""""	F,D
	A	E	N	""""	F
	A	E	X	""""	H
	A	E	AA	""""	E
	A	E	BB	""""	F
	A	E	CC	""""	F
	A	E	DD	""""	H
	F	E	Z	B,D	H
	G	E	E,J,K	B,D,G	H

		N,Z	P,H(3)	
H	E	K,DD	B,D,G	D
			P,H	
A	E	L	B,D,G	Q

	WHY	WHO	WHAT	WHOM	EFFECT
Parents	A	P	A	D,B	A
	A	P	H	D,B	G
	A	P	GG	D,B	L
	B	P	H	D,B	G
	A	P	EE	D,B	A

	WHY	WHO	WHAT	WHOM	EFFECT
Administrators	A	A	F	A,D,B	A
				H	
	K	A	R	"""""	M
	K	A	FF	D,B,H	A
	N	A	JJ	"""""	A
	M	A	G	"""""	F
	O	A	S	"""""	A
	K	A	OO	A,D,B	H
				H	

	WHY	WHO	WHAT	WHOM	EFFECT
Teachers	P(G)	T	JJ	A,B,H	A
				S	
	M	T	G	B	F
	A	T	Q	S,B,G	F
	A	T	Y	B	F
	A	T	H	B	L
	A	T	K	B,G	L
	A	T	E	S,B,G	K,J

	WHY	WHO	WHAT	WHOM	EFFECT
Other	E	O	U	D,B	H,I
	J	O	C	D,B	A
	Q	O	A,F,V	D,B,P	A
				G,H	
	E	O	U	D,B,H	H
	A	O	A,V	G	A
	R	O	KK	D,A,H	N
	E	O	HH	D,A,H	F
	R	O	A	D,A,H	A
	A,L	O	A,F,T	B,G	H

WHY--Motivation

A - improve the quality of teachers

B - insure the public; improve the public's perception

- C - concern over the decline in teacher SAT scores
- D - General Assembly pressure
- E - specific subject area or endorsement interest
- F - concern over deemphasis in graduate work for certificate renewal
- G - self-interest
- H - maintenance of standards
- I - improved organization or clearer wording of standards
- J - meet the needs of children
- K - not do anything to make it impossible to obtain teachers
- L - trying to help Dr. Davis (believed Dr. Davis was right)
- M - opposed to provisional certificate and evaluation component
- N - did not want to be involved in collecting or paying fees
- O - favored six hours for certificate renewal
- P - did not want regulations which would negatively effect current teachers
- Q - retain liberal arts approach in order to be able to find teachers
- R - maintain ability of private colleges to provide teachers (self-interest)

WHO--Communicator

- A - administrator organizations

- B - Board of Education
- D - Department of Education
- E - schools of education
- O - other
- P - parents
- S - Study Committee
- T - teachers

WHAT--Message

- A - liberal arts approach was desirable for secondary level
- B - more student contact earlier than the senior year
- C - establish competency based certification regulations
- D - The new standards were desirable--would lead to improvement.
- E - opposed to liberal arts approach
- F - liberal arts approach desirable due to scarcity of math and science
- G - opposed to the evaluation component of the Provisional Certificate
- H - The profession and the public's perception will be improved if it is more difficult to enter and graduate from education schools.
- I - Virginia would become a leader in going backwards if the liberal arts approach was approved.
- J - too many bypasses to certification

- K - Education courses are important.
 - L - support the Study Committee recommendations
 - M - increase the required number of education courses
 - N - The liberal arts approach was a way to obtain cheap labor.
 - O - improve wording of standards
 - P - flexible certification regulations
 - Q - The approved program and not transcript analysis was the appropriate route for determining issuance of a certificate.
 - R - opposed to the content area having so many requirements that it decreased the applicant pool
 - S - Six hours for certificate renewal was enough.
 - T - The Provisional Certificate and its evaluation component were desirable.
 - U - increase teacher knowledge by increasing the number of courses in their area of endorsement
 - V - too many education courses
 - W - SAT scores of education majors were too low.
 - X - The profession is not improved by lowering standards.
 - Y - The standards and college programs should be strengthened rather than adding the Provisional Certificate.
 - Z - Teacher education becomes less academic and intellectual when theory courses are taken away--it loses credibility.
- The standards are devalued when proposed certificate renewal is decreased from nine to six hours.

- AA - Too much is expected of schools of education in a period of four years.
- BB - The purpose of certification is to protect the public. Anyone who has not been through teacher education is a risk.
- CC - concern over the ability of nonteacher trained to interact with students
- DD - The approved program is a "viable" and "useful criteria" for the preparation of teachers.
- EE - separate health and physical education endorsement
- FF - continue transcript analysis
- GG - increase the student teaching requirement
- HH - opposed to a separate middle school endorsement
- II - there should be a three-year provisional program
- JJ - opposed to a fee for certificate renewal
- KK - continue to permit private colleges to provide teachers
- LL - increase course requirements for certain subject areas or endorsements
- MM - Teacher education graduates should have less to do to obtain a Collegiate Professional Certificate than the liberal arts graduate.
- NN - merge teacher certification regulations and approved program standards in one document
- OO - do not increase regulations in the critical areas of science, math, and special education

WHOM--Recipient

- A - Advisory Committee
- B - Board of Education
- D - Superintendent/Department of Education
- G - General Assembly
- H - public hearing
- O - other interest groups
- P - press
- S - Study Committee

EFFECT

- A - Communication had desired effect (approved).
- B - new standards approved
- C - clearer wording in standards
- D - maintenance of standards
- E - not known
- F - group had no effect; did not have desired effect; did not obtain objective
- G - improved standards
- H - not sure if what was accomplished was a result of the communication
- I - compromise
- J - involvement helped "sharpen" issues
- K - avoided blanket acceptance of liberal arts approach
- L - uncertain

M - protected out of state applicant pool

N - not sure

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Abstract

AN ANALYSIS OF THE INFLUENCES AFFECTING THE STANDARDS FOR
CERTIFYING PUBLIC SCHOOL TEACHERS IN VIRGINIA

Wayne D. Lett, Ed.D.

The College of William and Mary in Virginia, 1984

Chairman: Dr. G. William Bullock, Jr.

The purpose of this study was to determine if those who influenced Virginia certification regulations incorporated research on teacher performance or pupil achievement to establish or to support their positions. The years 1958 to 1982 were studied with the analysis concentrating on the regulations approved in 1981 and 1982.

Twenty-five individuals who had or may have had influence or were involved in the certification process were interviewed. The interviewees were members of at least one of nine groups. Three of these groups were considered decision-making groups, and six were considered nondecision-making groups.

An influences process model, a communication model, and content analysis were used in analyzing the certification revision process. The hypotheses were tested by the results of interview responses and written information, usually in the form of position papers, provided by the interviewees.

1. The hypothesis that the procedures used by Virginia certification bodies in adopting certification regulations did not incorporate research data on teacher performance or pupil achievement was accepted.
2. The hypothesis that individuals and organizations who influenced or who tried to influence the decision makers in the certification revision process did not rely on or use research data on teacher performance or pupil achievement to support their positions was rejected since at least two groups used research data related to teacher performance or pupil achievement to support their positions.

The teacher certification regulations were not a result of research on teacher performance or pupil achievement. The procedures used by certification bodies in recommending and adopting regulations had no specific provision incorporating research on teacher performance or pupil achievement.