

A VALUE ANALYSIS OF OKLAHOMA

HOUSE BILL 1466

By

CARLA SUE LANE

Bachelor of Science
Oklahoma State University
Stillwater, Oklahoma
1972

Master of Science
Oklahoma State University
Stillwater, Oklahoma
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Thesis Approved:

Randall Koetting

Thesis Adviser

Kenneth L. King

Russell Olson

Kenneth H. Clair

Norman N. Durham

Dean of the Graduate College

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CHAPTER I

INTRODUCTION

Our nation's schools have undergone intense scrutiny in recent years. The condition of our public schools has been brought to the forefront by a national report, A Nation at Risk (National Commission on Excellence in Education, 1983). This situation has led to great concern among administrators and educators alike. Some educators and public officials feel there exists an urgency to develop practices which will improve the quality and effectiveness of our nation's schools in the shortest possible time (Burnes and Lindner, 1985).

Each state faces the problem of school improvement in its own way. A variety of plans have been formulated by state department officials in various states to instigate changes and improvements in curriculum in their school systems (Armstrong et al., 1986). In 1979 Oklahoma began the process which produced House Bill 1706. This Bill was an effort to improve Oklahoma's public schools through such aspects as teacher certification and competency testing for pre-service teachers. In 1985 Oklahoma chose to meet this challenge by mandating another piece of legislation: House Bill 1466 (Appendix A). It is known as the "Education

Improvement Act of 1985." The overall purpose of the Bill is to "provide an improved quality of education in the public schools" (Oklahoma House Bill 1466, p. 2).

Statement of the Problem

The Constitution of the United States is the document by which our country is governed. However, there is no point at which it refers expressly to education. Reutter (1985) states that because of this omission, education falls under the jurisdiction of the Tenth Amendment which states that "the powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people" (p. 2). Thus, the governance of education is delegated to the States. The state legislatures are in charge of the public schools and must oversee their responsibilities to the students.

As a result of the hue and cry brought forth by the National Commission on Excellence in Education and the mass media, the Oklahoma legislature was convinced that problems existed in our schools. This assumption is based on this researcher's perception that House Bill 1466 was developed with the purpose of providing "an improved quality of education in our public schools" (Oklahoma House Bill 1466, p. 2).

The national report, A Nation at Risk (National Commission on Excellence in Education, 1983), focused the

attention of America on her schools. The report indicated that our schools were not as successful as they have been in the past. It spoke of lower test scores, lesser requirements for graduation, acceptance of minimum standards as maximum, less time on academics and homework, and falling behind other countries in technology and other areas.

The business community joined the bandwagon and began to extol the deficiencies of our country's schools. James Kilpatrick (1983) describes the situation of our schools as a "crisis." He echoes the sentiments of the National Commission on Excellence in Education and continues that we must "create a citizenry characterized by skilled intelligence" if we are to remain competitive in a world market (p. 5). Newspaper articles across the nation began to echo these sentiments. An article in the Salem, Oregon Statesman, December 12, 1982 is headlined "Curriculums Fall Short of Business Needs." The St. Louis, Missouri Post-Dispatch, December 19, 1982 contains an article entitled "Schools Fail to Prepare Students for Jobs, Educator Says." The examples are many. Our own Daily Oklahoman, October 27, 1983, included an article with the headline "Schools Get C+."

Numbers of headlines criticizing the drop in test scores caused the public to become concerned and to expect something to be done. More than that, the media demanded

that schools become more accountable. Quality and effectiveness seem to be synonymous in speaking of schools.

An effective school is one in which the conditions are such that student achievement data show that all students evidence an acceptable minimum mastery of those essential basic skills that are prerequisite to success at the next level of schooling (Mace-Matluck, 1986, p. 5).

The quest for minimum mastery of basic skills as the measure of effectiveness has one major problem: Scores can rise at the same time that quality of educational experiences decline (Berlak, 1985). For example, too much reliance is placed on test results and too little on teachers' judgments. The teacher is in the best position to know of a student's abilities. Yet, the public often mistrusts the teacher's judgment unless it can be substantiated with test scores which reflect the same level of accomplishment. Test scores can be helpful, but only as a tool, kept in the proper perspective. Teachers are still the most accurate source of information where a student's skills and abilities are concerned (Madaus, 1985).

Although national media attention has been given to this notion of reliance on test scores, some educators criticize this point of view. DeBruyn (1988) said, "We are becoming a results-oriented society - even in regard to education" (p. 2). The public wanted results that could be measured, so Oklahoma legislators did what the public wanted. Hence, Oklahoma House Bill 1466 contains a component called the "Oklahoma School Testing Program Act."

House Bill 1466 became Oklahoma's answer to A Nation at Risk.

Eisner (1985) acknowledged a need for knowledgeable and experienced persons in the field of education when he brought forth the idea of connoisseurship and educational criticism. "Connoisseurship is the art of appreciation, criticism is the art of disclosure" (p. 219). To be a connoisseur one must have, for example, considerable knowledge and experience in an area. It is possible to be a connoisseur with the skills of a critic, but impossible to be a critic without the skills of a connoisseur (p. 223). Eisner likens this idea to that of a gourmet cook. One can make a few gourmet dishes, and yet to be a true gourmet requires much more. One would need to have considerable experience in cooking exotic dishes as well as a vast knowledge of foods. One does not become a gourmet by simply having partaken of a gourmet meal. Legislators, the persons who sponsor mandates such as House Bill 1466, do not necessarily have a background in teaching; yet, they have a tremendous influence on what happens in our public schools. This researcher believes, along with Eisner, that persons who are instrumental in curricular changes in education should have considerable knowledge and experience in that field.

Purpose of the Study

Oklahoma House Bill 1466, also known as the "Education Improvement Act of 1985," stated its purpose

to provide an improved quality of education in the public schools of the State of Oklahoma and to provide the best educational opportunity for every child in Oklahoma. This purpose is recognized as being in the best interest of the citizens of the state, both present and future, and is based on [several] principles (Oklahoma House Bill 1466, p. 2).

The Bill then lists the five principles of which it speaks. If this is indeed the purpose of the Bill, steps leading to its formation and eventual implementation should reflect these concerns. These five principles will be examined in Chapter II.

Eisner (1985) suggests that the persons in charge of the decision-making process for the improvement of schools should be those most closely involved in the educational process, namely, persons involved in public schools and universities. Hence, the purposes of this study are:

1. To discover the extent of influence from the education community on the contents of Oklahoma House Bill 1466.

2. To identify the values which are held by the Bill's authors which influenced their decisions as to what they felt should be included in the Bill.

This study will broaden our understanding of the processes involved in formulating educational legislation in Oklahoma. This researcher assumed that the legislators

who initiated the Bill will have consulted frequently with persons in the State Department of Education and with those who are involved in the public schools and universities of this state. It is logical to assume that they would want the contributions of those having expertise in the field of education.

Values play an important part in the role of education. Persons involved in making decisions regarding educational objectives show their values in those decisions (Butler, 1954). Others have studied values in connection with literature used in teaching children (Funk, 1986) and with literature used in preparing teachers (Marshall, 1986). This study will view Oklahoma House Bill 1466 from a values perspective.

Major Assumptions of the Study

1. Education is a value-laden enterprise.

Arthur Combs (1982) has stated that "the importance of our educational system is the fact that it represents the most significant agency through which we can hope to influence the next generation" (p. 175). Values play an important part in the role of education. Persons involved in making decisions regarding educational objectives show their values in those decisions (Butler, 1954). Freire has stated that "there is no such thing as a neutral educational process" (1970, p. 15). Other educators agree

that education is not value-free (Macdonald, 1977; Dobson, Dobson, and Koetting, 1982; Phenix, 1966).

Lerner (1976), in his assertion that values play an important part in education, stated that the debate on education and values "is an idiot debate." He goes on to say "like it or not, education is value drenched" (p. 13).

2. Language is a reflection of values.

"The language utilized to describe an object of interest is a reflection of the user's attitudes, i.e., values, toward the object" (Marshall, 1986, p. 8).

3. Educators should be involved in legislation concerning education.

According to Eisner (1985) if one is going to improve schools, that person should have a good idea of what is important in education. The individual should have some personal experience because "some things can be known only by having acted. Teaching, like swimming, is one of them" (p. 236). Eisner further notes that

Knowledge of the history and philosophy of education is crucial. The former provides the context necessary for the purposes of comparison and the latter the theories from which grounded value judgments can be made (p. 238).

Summary

The first chapter discloses the research problem and the purpose of the study. It briefly explains the purpose for Oklahoma House Bill 1466 as stated in the Bill itself.

It also contains the major assumptions undergirding the study.

Chapter II will present the five principles listed in the Bill as well as a brief summary of the Bill in its entirety. This chapter will continue with a discussion of salient parts of the Bill and the researcher's rationale for their selection.

The methodology used in the research will be the topic of Chapter III. A definition of value analysis as a component of content analysis and its use as a research tool will begin the chapter. This will be followed by a discussion of value analysis as it has been used as well as explaining the value framework which was used as the basis for this study. The value analysis will be conducted using both the document and structured interviews with those who were instrumental in the Bill's formation.

Chapter IV will contain the application of the value analysis model described in the previous chapter and its results.

The final chapter will give a summary of the entire study. It will contain the study's conclusions as well as topics for further research in the area of value analysis.

CHAPTER II

REVIEW OF THE LITERATURE

Recent Education Reform in the United States

The early years of this decade have produced a myriad of educational reports declaring the need for sweeping reform in our nation's public schools. It was claimed that our schools were no longer doing their job and that the United States was falling behind other nations in military, economic, and technological advances. Seven of the major reports are discussed here. They are (1) Action for Excellence, a report of the Task Force on Education for Economic Growth, 1983; (2) Academic Preparation for College, report of the College Board, 1983; (3) The Paideia Proposal, Mortimer J. Adler (on behalf of the members of the Paideia Group), 1982; (4) America's Competitive Challenge, report of Business-Higher Education Forum, 1983; (5) The Needs for Quality in the South, Southern Regional Education Board, 1981; (6) Making the Grade, report of the Task Force on Federal Elementary and Secondary Education Policy, 1983; and (7) A Nation at Risk, report of the National Commission on Excellence in Education, 1983. Each of these major reports will be addressed in turn.

Many authors concurred with these reports (Beyer, 1985; Hunt, 1983; Evans, 1984; Howe, 1984; Yudof, 1984; Rubin, 1984). The U.S. educational system was unfavorably compared with those of other nations, especially Japan and the Soviet Union (Hunt, 1983; Kilpatrick, 1983; Bowen, 1988; Evans, 1984). There was a plethora of committees, task forces, forums, and boards which were formed to study the crisis facing education in the United States. Each of these studies viewed the nation's public education system from a different perspective than the others.

Thomas McDaniel (1981) put it well when he stated,

One wonders why anyone would be crazy enough in today's world to be a public school teacher or, for that matter, a college professor. Only a decade ago critics of the school lamented the 'crises in the classroom' (Silberman) in the 'underachieving school' (Holt) where students could expect 'death at an early age' (Kozol). More recently eloquent and bombastic attacks called for 'de-schooling society' (Illich), claimed that 'school is dead' (Reimer), and built 'the case against college' (Bird). A mere five years ago Newsweek asked the cynical question in its cover story: 'College, Who Needs It?' and in April 1981 answered the question of 'Why Public Schools Are Flunking.' In June 1980, Time joined the proponents of despair with its cover story, 'Help! Teacher Can't Teach!' A recent issue of Daedalus carries a provocative analysis by Robert Wood on 'The Disassembling of American Education.' We must be on the brink of collapse (p. 6).

He goes on to say that one of our greatest mistakes is to think the schools can solve all our problems. McDaniel quotes Lawrence Cremin: "In other countries when there is a problem there is a revolution; in the United States we form a course" (p. 6). The previous quotes illustrate the

situation in which the United States finds herself. Increasingly, the nation turns to the public schools to solve her problems. Goodlad (1984) suggests

Our expectations for schools are both idealistic and grandiose, representing a synthesis of what many diverse segments of our population want. This is one of the problems of schools; there are so many expectations for them (p. 34).

Diverse groups across the nation have varying conceptions of what an education should entail. Each interest group expects the schools to provide the type of education which the group requires. The American dream of pulling oneself up by one's bootstraps to become successful appears, on the surface at least, to be alive and well in the minds of many Americans. The public seems to expect the schools to cure all the ills of society. This is a foolish notion, but a common one. Society has placed an overwhelming burden on the nation's schools; this burden, unrealistic though it may be, has been the cause of national attention and criticism on schools across the country. Much of this criticism was focused in a number of national reports. Each report represented a different group's interests and so reflects varying prescriptions to heal our ailing schools. The following section summarizes several national reports on education which were conducted during the early 1980s.

Summaries of Reports on Education

Action for Excellence

Governor James B. Hunt, Jr. (1983) makes this opening statement:

We have heard now from many directions about the problems of our schools. We have had an abundance of research, a plentiful supply of analysis and an impressive piling up of reports. Public concern is rising. What is needed now is action: action for excellence (p. i).

The Task Force is made up of governors, legislators, corporate chief executives, state and local school board members, educators, leaders of labor, the scientific community, and many others. The purpose of the Task Force is "to link education to the economic well-being of our individual states and our nation as a whole" (p. 15).

The first recommendation of the Task Force is to develop state plans for improving education in the public school from kindergarten through grade twelve. Each state should have its own task force and develop both state and local plans (p. 34).

Next is the need to create partnerships throughout the nation to help improve education. Business and labor leaders as well as members of the professions should become more active in education and develop partnerships with schools. Legislators, state and local boards of education, leaders in higher education, and others should also establish partnerships (p. 35).

Existing resources must be put to better use. New funds must be found for education, "but more money selectively invested in efforts that promote quality." The federal government must continue to give help to special groups and keep education as a top national priority (p. 36).

The Report lists four recommendations regarding teachers and the profession of teaching: (1) drastically improve their [the states'] methods for recruiting, training and paying teachers; (2) create a "career ladder" for teachers; (3) establish better pre-service and in-service education programs for teachers; and (4) establish new forms of recognition to honor teachers (p. 37).

The academic experience, according to the Task Force, must be made more challenging and productive. This can be done by raising requirements concerning "discipline, attendance, homework, [and] grades." The curriculum should be strengthened by eliminating "soft", non-essential courses and by encouraging "mastery of skills beyond the basics." More time is needed to accomplish these tasks. Both the school day and the school year should be lengthened (p. 38).

Items listed as "quality assurance in education" were six in number. First, a system for measuring the effectiveness of teachers so the outstanding ones can be regarded was to be put into place as soon as possible. Second, ineffective teachers were to be dismissed with due

process. Next was the achievement testing of students as a measure of quality education, followed by clearly identifying the skills which the local community feels the schools should teach its students. Finally, the Report calls for colleges and universities to "upgrade their entrance requirements" (p. 39).

Principals should be the instructional leaders of the schools. The principal's role should be that of being "in charge of the educational quality in each school." Pay should be related to a principal's responsibility and effectiveness. Highest standards for the training and recruiting of principals should be set. Business could help to "train school managers and to keep school officials abreast of the latest techniques in fiscal and personnel management."

Schools should strive to identify academically gifted students early so they can be challenged. Each state should also make a special effort to entice women and minorities into courses in which these groups are underrepresented, such as math and science (p. 40).

Programs reaching handicapped children should be continued. States should also make every effort to insure that funds are distributed in such a way as to make educational funding equitable among school systems (p. 41).

Academic Preparation for College

Developing a national standard for academic achievement in high schools was the major propose of the report of the College Board (1983), Academic Preparation for College. The Report is based on the premise that "in order to improve preparation for college, the necessary outcomes of high school study must be identified." Hundreds of educators were consulted and asked to identify "what college entrants need to know and be able to do" (p. 1).

The basic academic competencies were listed as: (1) reading, (2) writing, (3) speaking and listening, (4) mathematics, (5) reasoning, and (6) studying. Specific aspects of each of these six areas were listed (p. 7).

In the area of reading, it was required that students develop several abilities. It is essential to identify and summarize main ideas as well as recognizing various purposes for writing. It is necessary to be able to identify a writer's point of view and to interpret a writer's meaning correctly. The reader must separate personal opinions and assumptions from those of the writer. The ability to vary reading speeds according to the reader's purpose is valuable. The use of reference materials will also be beneficial for students (pp. 7-8).

Writing effectively requires the ability to identify topics and develop them fully. Proper sentence structure and correct grammar are necessities. The ability to vary

writing styles according to purpose and to gather information for research are highly desirable for students (p. 8).

Speaking and listening critically require certain skills for students. It is necessary to be able to enter into a discussion with the ability to present ideas clearly and be able to defend them. Students must develop skills to enable them to comprehend main topics in lectures and be able to report those ideas. It is also necessary to develop topics for speeches and organize those ideas clearly as well as presenting them in correct standard English (pp. 8-9).

In the area of mathematics, computations must be performed with reasonable accuracy. The knowledge of both metric and traditional units and their uses must be acquired. The use of mathematical reasoning and problem solving is a necessity, as well as the ability to make estimates and approximations. Students must be able to effectively and correctly use the following: (1) integers, fractions, and decimals; (2) ratios, proportions, and percentages; (3) roots and powers; (4) algebra; and (5) geometry (p. 9).

The ability to identify and formulate problems as well as solve and evaluate them are required for students. Deductive and inductive reasoning and the ability to draw conclusions based on information from various sources is necessary. Recognizing the difference between fact and

opinion and to be able to comprehend and develop concepts and generalizations are essential in the development of reasoning abilities (pp. 9-10).

Study skills are necessary in order to be successful at learning. These skills include the responsibility of the student in setting goals and work habits which will aide in learning. Essential are the abilities to: (1) locate and use resources; (2) use specialized vocabularies; (3) recall and synthesize knowledge; (4) prepare for various kinds of exams; and (5) accept and learn from criticism (p. 10).

Basic knowledge and use of computers was considered beneficial by the College Board because of the "revolution in communications and information technology" (p. 11). It was suggested that students entering college would profit from experience with computers. Students would need a basic knowledge of terminology and how computers work as well as some competency in the use of appropriate software. The possibility for use of computers in daily life and the work place should be included in a student's preparation for college. Along with these skills should be an understanding of the issues and problems associated with the use of computers (pp. 11-12).

The subject areas required by the College Board's report are: (1) English; (2) the arts; (3) mathematics; (4) science; (5) social studies; and (6) foreign language.

English covers several areas: reading and literature, writing, speaking and listening, and language. Reading and literature should include not only the skill of reading words, but also the ability to interpret and analyze what has been read. Writing includes both correct structure and word usage and the ability to clarify ideas. Using the appropriate type of writing to fit the occasion is a necessary skill. Just as essential is the ability to speak in a manner appropriate for the situation. Important also is to be logical and easily understood. Listening skills include being aware of techniques used by a speaker and to take notes on important points. The area of language involves the knowledge that English is influenced by other languages, has many dialects, and several levels of usage (pp. 14-16).

General preparation in the arts is suggested by the Report. This would include an understanding and appreciation of various art forms and styles. Some knowledge of social influences upon art forms should be acquired by students, as well as an ability to use some form of art to express themselves. More specific knowledge and skills should be required in at least one of the four art areas: visual arts, theater, music or dance (pp. 16-17).

The Report stated that "all people need some knowledge of mathematics to function well in today's society" (p. 19). The areas to be studied were mentioned previously.

Laboratory and field work should be a requirement in the field of science. Other areas to be studied are: mathematical skills, fundamental concepts, and detailed knowledge should be gleaned are those biology, chemistry, and physics.

The area of social studies requires general knowledge concerning major political and economic institutions. Broad knowledge of social and cultural fields is also necessary. Understanding major trends and the ability to use data in various forms should be required of students planning to continue on to college. Also to be included are techniques of quantitative and qualitative analysis and the ability to interpret data (pp. 25-26).

Competency in a foreign language should be required of all college-bound students. Students should learn the appropriate skills of speaking and writing. Those intent on a career in some field of foreign language should, of course, develop a greater proficiency (pp. 28-30).

The College Board, working with the Educational Equality Project, will continue its efforts to improve preparation for college. The Equality Project will work to improve college preparation by providing a network for the exchange of ideas among high schools (p. 34).

Paideia Proposal

Mortimer Adler and the Paideia Group produced the Paideia Proposal in 1982. It stressed equality for all

citizens, and accused the present education system of not providing equal access for all students. The Proposal maintains that as the United States is a "politically classless society", it should also be an "educationally classless society" (p. 5). It stressed that there are no "unteachable children . . . only schools and teachers and parents who fail to teach them" (p. 8).

Schooling should provide stimulation and motivate students to want to learn. It is to open doors through which children can explore the world. The Proposal argues that tracking is not the way to accomplish this goal. In fact, the opposite is true. Tracking "divides children into those destined only for labor and those destined for more schooling" (p. 12).

Adler and the Paideia Group offer this Proposal as a model to be adapted to individual school systems, not as "a monolithic program to be adopted uniformly everywhere" (p. 34). They propose three goals for schooling: (1) the same educational objectives for all the children, (2) the same course of study for all, with no electives throughout the twelve years, and (3) the children shall all complete the required course of study satisfactorily regardless of ability, temperament, or conscious preferences (p. 41).

Basic schooling as described in the Proposal must be "general and liberal . . . nonspecialized and non-vocational" (p. 18). Job training is not to be included in basic schooling. If training is not to be included in

basic schooling. If training is needed afterwards, attendance at a two-year community college or technical institute is recommended if on the job training is not available (p. 33).

Three educational objectives were offered in the Proposal: (1) personal growth, (2) becoming an intelligent and responsible citizen, and (3) ability to earn a living (pp. 16-17). The school's role is to provide the skills needed to accomplish these objectives. The course of study will be the same for each student with the exception of the choice of a second language. Electives will be reserved for higher education (p. 21). Valuable learning time will be saved by relegating optional activities to afterschool hours (p. 35).

The Proposal suggests three ways in which the mind could be improved: (1) by the acquisition of organized knowledge; (2) by the development of intellectual skills; and (3) by the enlargement of understanding, insight, and aesthetic appreciation. The subject matter offered includes language, literature, and the fine arts (p. 22). It plans to accomplish these goals through three methods of instruction: (1) didactic instruction; (2) coaching; and (3) Socratic questioning (p. 23).

The innovative aspect of this Proposal are the concentration and continuity of study which is required of each student. This is contrast to "the inadequate and fragmentary . . . knowledge offered to a large majority of

those now graduating from high school . . ." (p. 25). The Proposal does recommend highly two or three years of preschool instruction in preparation of basic schooling. Head Start is a step in the right direction (p. 38).

Adler maintains that the proposal is

. . . more realistic than schooling that magnifies and overreacts to individual differences, that accepts deficiencies as irremediable, and that makes a mockery of equal educational opportunity by failing to recognize and make the best use of the sameness that underlie the differences (p. 45).

He recognizes that some children need more time or more help, but that these deficiencies can be overcome through the help of teachers, parents, and the children themselves. No child should ever be "allowed to fall irremediably behind as is now the case" (p. 45).

Teachers, according to the proposal, do not receive either the respect or the salary which they deserve as professionals. They should become better prepared by receiving specialized training in graduate school following a general college education (p. 60).

The recommendations for the principal include the prerequisites of being an experienced teacher and being well versed in administrative duties. The principal should be the instructional leader of the school and have the authority to hire and fire teachers and the authority to enforce standards of conduct for students (p. 65).

When all these things have been accomplished, colleges can reconceive their role. They can become institutions of

higher learning and not face a need to provide remedial services to their students. Colleges can then provide preparation for vocations and advanced general education (p. 70).

America's Competitive Challenge

Re-establishing the need for government and industry to work together in order to reclaim America's competitive edge in the world market was the focus of the report of Business-Higher Education Forum (1983), America's Competitive Challenge. It indicated that industry and universities should pool talents and resources. The forum makes one overall recommendation:

. . . as a nation, we must develop a consensus that industrial competitiveness is crucial to our social and economic well-being. Such a consensus will require a shift in public attitudes about national priorities, as well as changes in public perceptions about the nature of our economic malaise (p. 7).

The Forum proposes a definite top-down approach toward education. It emphasizes the idea that the President make economic competitiveness a top priority issue. Not only does it suggest that the President appoint an Adviser on Economic Competitiveness, but also a National Commission on Industrial competitiveness as well as an information center on International Competitiveness.

For America to compete in world markets there must be increases in long-term capital investments, technical innovation, as well as better use and training of human

resources. Its effect on education will be primarily at the university level, although there would be some assistance in "improving pre-college education, particularly in science and mathematics" (p. 12). An emphasis would be placed on university research which should be strengthened in the area of economics, manufacturing engineering, foreign management practices, and international trade, to name a few. Cooperation between business and universities would need to be at a high level.

The Need for Quality

Recommending action to improve quality of education in the southern states was the purpose of the Southern Regional Education Board's The Need for Quality (1981). The priorities established by the Board are in three major areas: (1) improves the quality of teachers and other school personnel, (2) improving the curriculum at the postsecondary levels, and (3) coordination between the sectors of education (pp. 3-4).

It was recommended by the Board that states should evaluate teachers throughout the preparation process rather than only at the end point. This process should begin with tighter admission standards to teacher education programs and end with a "performance evaluation of all beginning teachers." Test scores should be set high enough to insure teacher quality. To accommodate the interstate migration

of teachers there should be a common test among the states which would make retesting unnecessary (p. 6).

The Board proposed a better cooperation between state higher education boards and state boards of education in the evaluation of teacher education programs. Eliminating unnecessary duplication of programs and the consolidation of others should be of primary importance in evaluating these teacher education programs. Coordination between schools and teacher education programs is also a priority (p. 8).

Teacher certification should be revised to require provisional certification for all beginning teachers with regular certification withheld until their performance has been evaluated (p. 10).

Scholarships and loan programs were suggested as ways to entice more students into becoming teachers of science or mathematics. Allowing graduates in science and mathematics to teach at the secondary level without having had professional education was another suggestion by the Board (p. 13).

Increased guidance in the area of vocational education should be provided by school personnel. Certification rules for skills personnel in vocational programs should be studied. Consideration should be given to allowing persons skilled in an occupational area to teach without having had professional education courses or formal degree (p. 13).

It was recommended by the Board that

State laws and regulations should be revised to tie teacher pay increments and re-certification to completion of meaningful graduate education or staff development activity.

This should be a local plan approved by the state. States should increase funding for staff development (p. 16).

To improve quality in the curriculum, the Board recommended that each state should raise standards for the high school curriculum as well as for general education in college. Major field requirements in high school should be strengthened so that colleges are not faced with remedial instruction (pp. 19-20).

The Board proposed that the governor of each state should appoint a commission to make recommendations toward an improved vocational education program. Vocational programs should incorporate as much exposure to actual work situations as possible through an organized community effort. "States should provide incentives to industries to participate in cooperative programs" (p. 23).

Several areas need to be coordinated between leaders of higher education and the schools. Among those are: (1) evaluation of certification requirements and teacher education programs; (2) effective continuing education for teachers; (3) improved quality of the high school curriculum and college curriculum for freshmen and sophomores; (4) elimination of duplicate occupational programs (p. 24).

To promote the much-needed cooperation between state and local boards the Report recommends that governors

instigate joint meetings between boards responsible for "elementary education." The Report further stated that

Lines of communication should be established at the local level between colleges and university presidents and superintendents of school systems, and between college trustees and school board members (p. 26).

in order to solve mutual problems.

The final statement of the Report addresses the need to raise the salaries of teachers. It states

The public must face the issue of how to convince more of the talented college students that teaching is a desirable career alternative to position in other professions and in business (p. 27).

Making the Grade

A call for national leadership for education and the recognition that between schools are essential for our nation were the foci of the Twentieth Century Fund Task Force's report on federal elementary and secondary education policy, Making the Grade (1983). The Report outlines much of the federal role in education as seen by the members of the Task Force.

The Task Force states that the nation's public schools are "in trouble" (p. 3). Yet it recognizes that never before have the nation's public schools been called upon to accomplish so many diverse tasks.

On the one hand we have charged them with being the melting pot, the crucible for dissolving racial divisiveness, and on the other for sustaining, and even exalting, ethnic distinctiveness (p. 4).

Support to education through federal programs is necessary, but the Report maintains that

Good schools cannot be created by federal mandate. They grow from the ground up . . . there is no formula that can bring about their duplication because there is no one best way of providing a first-rate education (p. 8).

The Report continues "Educational quality cannot be legislated into existence" (p. 8). For these reasons the Task Force supports local control of schools. However, increased federal support is favored, as is making education to top national priority (p. 8).

The Task Force proposes the establishment of a "Master Teachers Program" which would be federally funded. It would be designed to provide financial incentives to superior teachers. This money would be above their regular salary schedule and be granted to teachers from each state. The grant would be provided for a five year period, one year of which would be devoted to "professional improvement through graduate or similar work" (p. 10). One purpose for the creation of the Master Teachers Program would be to induce superior teachers to remain in the profession instead of leaving for higher paying positions in business and industry.

One of the members of the Task Force, Ms. Yalow, disagreed with this notion. She opposed the establishment of the Master Teachers Program because she did not feel it would address the need of the shortage of teachers in certain subject areas. She also believed that it would

"hurt morale in that a reward for a limited period to be retrogressive step." Ms. Yalow added "I question whether it is necessary or desirable to give a 'Master Teacher' a full year for 'professional improvement" (p. 10).

The Task Force was emphatic that the "most important objective of elementary and secondary education in the United States is the development of literacy in the English language." The Report further recommended "that federal funds now going to bilingual programs be used to teach non-English-speaking children how to speak, read, and write English" (p. 11). Yet, the Task Force recognized the importance of acquiring a proficiency in a second language and required that the opportunity for such be afforded to every student (p. 12).

According to the Report, mathematics and science must be strengthened in our nation's schools, especially secondary schools. The shortage of teachers in these areas could be corrected by offering college loans which could be forgiven by ten per cent a year for each year taught for a maximum of five years (p. 14).

Special education programs for the poor and the handicapped should receive continuing support from the federal government. Any program required by the federal government should be financed by it also (p. 15). Impact aid, provided for school districts to help with the education of children of military personnel, should be

expanded to include districts that are "overburdened by substantial numbers of immigrant children" (p. 16).

Federal research was considered important in the areas of: (1) the collection of factual information about various aspects of the education system itself; (2) the collection of information about the educational performance of students, teachers, and schools across the nation; (3) evaluation of federally sponsored education programs; (4) fundamental research into the learning process; and (5) evaluation of federally sponsored educational programs (pp. 17-18).

The Task Force maintains that "equality of educational opportunity cannot be separated from educational quality." The Report further states "This nation's young people are our most precious and potentially our most productive asset, provided that we invest wisely in educating them" (p. 22).

A Nation at Risk

Probably the most well-known of all the education reform reports is A Nation at Risk, the report of the National Commission on Excellence in Education, 1983. It was highly publicized in the media and had the attention of the public as well as those involved in education (Albrecht, 1984). The report emphasized the need for an improved public education system if the United States were to stay in the forefront of the world market. It decried

the inadequate education provided by our public schools and the slackening of graduation standards. Faced with an increasing need for higher-skilled workers in business and industry, the report stressed raising academic standards and expectations for students. The following are the Commission's recommendations.

Graduation requirements for all high school students should be increased to include:

- A. 4 years of English.
- B. 3 years of mathematics.
- C. 3 years of science.
- D. 3 years of social studies.
- E. One-half year of computer science.

F. 2 years of foreign language recommended for college-bound students.

High schools should adopt stricter standards for graduation including higher expectations for academic performance and student conduct while colleges and universities raise their admission requirements.

There should be more time spent on basics with greater time-on-task. The school day and year should be extended while requiring more homework.

Concerning teachers and their preparation the Commission requires there to be higher entrance requirements for teacher education programs, grants for attracting higher quality students, a master teacher plan,

and use of nonschool resources to compensate for shortages in math, science, and English.

Critiques of the Reports

Reporting on anything as universal as education will always draw criticism from some source(s). There were numerous critics who responded to the recommendations made in the national reports. One concern was the lack of original research. Yudof (1984) had this to say concerning the reports

. . . the policy climate of the 1980s has not been shaped so much by break-throughs in educational research as by the symbols of consensus. In nearly all cases, the task forces and commissions studying education have not performed original research; they have relied instead on existing research, sometimes drawing on it selectively to reinforce points that are intuitive and widely shared (p. 456).

He also proposes that "the new reports on education are remarkably free of recommendations on how educators should implement the proposals" (p. 457). Further,

The proposals are naive in that they appear to ignore the evidence accumulated over the last 20 years, on the complexities of introducing innovations into public schools (p. 457).

Yudof also claims that "the reports show a journalistic touch; they appear to have been crafted for media consumption and publication" (p. 457). Finn (1983) agrees with Yudof concerning public consensus and its importance to the reports when he stated

We are in the midst of an educational reform movement of epochal propositions. Its impetus comes not from the federal government or the professions, but from the people (p. 14).

At the beginning of the study this researcher's assumption was that what is being proposed is the most important thing. Certainly one of the major objections to the national reports is not so much what they propose as it is how the recommendations are to be funded. Howe (1984) pointed out this problem as one that was unattended in the national reports. He states,

The most glaring omission from the new studies of the shortcomings of education and recommendations for reform is any detailed estimate of attendant costs and how they are to be met (p. 334).

Howe goes on to argue that focusing on the high schools rather than the elementary schools seems to be a reverse of what is needed. He states,

In my opinion, the increases in both single-parent families and full-time working mothers indicate the need for more emphasis on early childhood services for children (p. 335).

Yet, two of the reports concentrated on secondary education to the exclusion of elementary school: (1) Academic Preparation for College; and (2) America's Competitive Challenge.

There is a strong feeling by many (Howe, 1984; Finn, 1983; Albrecht, 1984) that the new higher expectations and more stringent academic requirements "will be insensitively applied and will force more young people out of school altogether" (Howe, 1984, p. 339).

It is taken for granted that society has the right and the duty to prescribe uniform 'learning objectives' for everyone, to confer rewards on those who achieve them, and to deny benefits and status to those who do not (Finn, 1983, p. 21).

Albrecht (1984) adds,

Thus it all comes together: a school is a school, and a student is a student. What is alleged to be good for the college-bound must be good for all, and that means more science, more math, more computers-for everyone (p. 685).

Mortimer Adler and other proponents of the Paideia Proposal would be likely to agree that the curriculum should be the same for all students. John Goodlad (1984) concedes

To the extent that the schools we studied are representative of many more schools, there is truth in this observation [a school is a school is a school]. But only partial truth (p. 246).

He goes on to state that the ways in which schools are different is in the

. . . elusive qualities making up their ambience- the ways students and teachers relate to one another, the school's orientation to academic concerns, the degree to which students are caught up in peer-group interests other than academic, the way principals and teachers regard one another, the nature of the relationship between the school and its parent clientele, and so on (p. 147).

He does not propose that the curriculum should be the same for everyone.

Another criticism of the national reports is the fact that they disregard the lengthy studies made by such well-known and respected educators as Boyer (1983),Sizer (1984), and Goodlad (1984). Each of these men has led an extensive study of our nation's public schools during the early 1980s. They seem to concur that one major problem

with school reform is that it is coming from the top down.

Sizer (1984) views the trend of the day being

. . . toward greater centralization and thus every larger scale. As state governments become more involved in the regulation of the schools (the inevitable result of their increased assumption of educational costs), the distance between the directors and the directed has become greater (p. 206).

Schooling, according to Sizer, is now defined by "minutes per year." He continues by saying "Minutes per year is hierarchical bureaucracy finally run totally amok" (p. 206). Zakariya (1984) summarizes Sizer, Boyer, and Goodlad by saying "reform should begin at home-that is, in the schoolhouse, not the statehouse" (p. 29). This, however, does not seem to be the case in Oklahoma. The state's legislature does have a profound influence on what goes on in the schools of this state.

Education, as a process, is as complex and complicated as the individuals who are being educated. It seems unrealistic to think that one group, or commission, or committee, could conceivably uncover the key to make education correct all the ills of society today. Each of the national reports had elements which were different from the others. What is considered quality education to one person does not necessarily contrive quality education for another. Eisner (1985) maintains that a person must be a connoisseur of education to properly assess and evaluate educational practices (p. 223). Becoming a connoisseur requires considerable knowledge and experience. At the

present time much education reform is channeled through state legislatures. These legislators are not usually educators, though some are. Yet, these same legislators are asked to devise programs to improve education. There are many pitfalls in having legislators responsible for such legislation. Luckowski (1983) in a study on Oklahoma House Bill 1706 stated

Research on the implementation and results of House Bill 1706 and on other movements to reform the education and certification of teachers should consider the historical tradition on which they are based. Such research should be aware of the political realities of education legislation and question the hold of special interest on the cause of reform (pp. 99-100).

She also mentioned bargaining which occurs between the legislature and groups such as the State Department of Education and the Oklahoma Education Association.

Luckowski states that

. . . such trade-offs are not improper or unusual. What is interesting but not surprising is the hesitancy on the part of the leadership of these groups to acknowledge the trade-offs and the ease with which the unavoidable can be welcomed, accepted, and even praised (p. 88).

This research found similar trade-offs occurring during the formation of Oklahoma House Bill 1466. Thus, some special interests groups have a greater influence on what is included in certain legislation. Several legislators admitted during interviews that such trade-offs certainly exist. This does tend to illustrate the political nature of education legislation and, as such,

reveals the needs to look closer at the process of education reform.

Reform in Oklahoma

The purpose of this section is twofold. The first is to acquaint the reader with the contents of House Bill 1466, while the second is to focus on the salient parts which are the major components of the study as well as the rationale for their selection. House Bill 1466 is an extensive piece of legislation aimed at the improvement of the public schools in Oklahoma. It contains twenty-nine sections, each concentrating on an area in which legislators determined a need for change or improvement. It is important to note that during this time Oklahoma was experiencing a sharp downturn in its economy due to the unexpected drop in the price of oil. According to one legislator, not only was a drop in the price of oil not expected, actually the reverse was true-experts predicted the price to skyrocket to near sixty dollars per barrel in the next few years. Oklahoma's economy is closely tied to the oil industry and this drop caused a tremendous drain on the state finances. The legislator, whose expertise is in the area of appropriations, commented that with a one dollar rise or fall in the price of a barrel of oil the economy of Oklahoma fluctuates plus or minus fifty-five million dollars, respectively. Hence, many of the items proposed in this Bill were affected by the lack of funds.

Due to the fact that the Constitution of the United States does not list education as an area over which the federal government presides, the responsibility for public education is delegated to the states. Secretary of Education, William Bennett (1988) has stated "the greatest authority to effect real and lasting change belongs to the state governments, where primary constitutional responsibility for our schools has always rested" (p. A30). As a result, a portion of most legislative sessions is devoted to education. As stated previously, there was great concern across the nation that our children were being short-changed in the area of education. All over the country legislation was being formulated to try to meet the ever-changing needs of students. Odden (1985) reported

Since 1975, 37 states have developed school or district planning programs; 47 states have established new curriculum development or technical assistance initiatives; 15 have created state-level effective schools programs; 44 have state-run staff development programs for teachers and 31 have such programs for administrators; 7 require new kinds of field experiences for teachers; and 16 have begun requiring supervised internships for beginning teachers (p. 131).

Each state had its own methods to bring about this needed improvement. The Oklahoma Legislature began this process earlier with the passage of House Bill 1706, and now continues its attempts at improving education through the enactment of House Bill 1466.

Several Oklahoma legislators felt that this Bill was a logical extension of the previous House Bill 1706, enacted in 1980 (Interviews, 1988). The overall purpose of House

Bill 1706 was the establishing of qualifications for teachers in Oklahoma through licensing and certification requirements. It strengthened requirements for students entering teacher education programs and called for continuing education for faculty in colleges of education. The Bill required each prospective teacher to pass a curriculum examination and provided an entry-year assistance committee to aid first year teachers. Funding for staff development was also included (Oklahoma House Bill 1706, 1980).

Summary of House Bill 1466

Legislative Intent and Principles

The legislature specified "The purpose of this act is to provide an improved quality of education in the public schools of the State . . . and . . . the best educational opportunity for every child in Oklahoma." It further states five principles (p. 2) upon which the Bill is based:

1. Children are the most cherished and valuable asset of this state and this country. Providing the highest quality education for our children is both a fulfillment of a duty and an investment in our greatest natural resource.

2. A strong system of public education is necessary for the preservation of a democratic society as well as the survival of an economy which must compete in a world market.

3. Investment in improvements in Oklahoma's system of public education is particularly vital at this time in order to revitalize the economy of Oklahoma. Education is the foundation for the quality of life in Oklahoma and is, therefore, necessary for the economic development of the state. Education is the highest expression of enlightened self-interest by the people of Oklahoma.

4. The quality of education depends largely upon the individuals who undertake the responsibilities for educating our children as their profession. Efforts to attract and retain individuals of the highest quality as professional educators must reflect the importance of this issue.

5. The setting of academic goals which strive to challenge each child to reach his or her potential is necessary to determine the programs which should be offered by our schools. However, these goals are meaningful only if the financial resources are invested in a commitment to reach those goals.

Limiting Class Size

The Legislature provided that class size would have a ceiling of no more than twenty-four students for the school year 1985-86 and would continue to drop by one student each of the next four years until in 1989-90 the maximum would be twenty students per class in grades one through three. Grades four through six were limited to a class size of

twenty-five students, while grades seven through nine were to have maximum class size not to exceed thirty-six students. It further provided for penalties, exceptions, and assistance (pp. 2-5). Subject areas where exceptions were allowed were physical education, music, art, typing, vocational courses, and library (p. 6).

Oklahoma School Testing Program Act

The State Board of Education was given the responsibility to oversee the implementation and administration of the testing program. The testing program was designed "to assess student academic achievement and shall consist of a norm-referenced test with nationally standardized data to be administered on an annual basis" (p. 6). The purpose of the program shall be

. . . to afford a component for use along with other pertinent data in evaluating the effectiveness of the public schools as shown by the competence and progress of pupils in basic skills.

It further stated that "through applied research, the testing program should function ultimately to improve all phases of the state public educational system" (p. 6).

A norm-referenced test was to be administered beginning with the 1985-86 school year to all students enrolled in "grades three, seven, and ten of the public schools of this state" (p. 7). Exempt were those students with individual education plans as a result of Public Law 94-142. The test was to cover

. . . reading, mathematics, language arts, communications, science and the principles of citizenship in the United States and other countries through the study of the ideals, history and government of the United States and other countries of the world, and through the study of the principles of democracy as they applied in the lives of citizens (p. 7).

The State Board of Education was to ensure that school districts use the data to

. . . prescribe skill reinforcement and/or remediation by requiring school districts to develop and implement a specific program or improvement based on the test results (p. 7).

In-service training would be provided to train school personnel who would administer the tests. Summaries of the test results would be submitted to the State Department of Education, individual school districts, and classroom teachers.

Beginning with the 1986-87 school year, every year prior to the convening of the Legislature in January, the Board shall give a summary report on the testing results to the Governor, the Speaker of the House of Representatives, and the President Pro Tempore of the Senate of the State of Oklahoma (p. 7).

Provision for a plan "for the implementation of a writing assessment component" (p. 7) was to be submitted prior to January 1, 1986. It was to be implemented "if funds are made available" (p. 8).

Screening for Developmental Readiness

The Act calls for the State Board of Education to develop and implement a program to screen students enrolled in kindergarten in the public

schools of the state for developmental readiness prior to entry into public school first grade (p. 8).

During the 1985-86 school year psychometrists were to be trained to help school personnel with the screening process. Available funding precluded the full implementation of screening for developmental readiness prior to entry into kindergarten beginning with the 1986-87 school year.

Intent to Expand Early Childhood

Education Programs

The reason given by the Legislature for this expansion of early childhood education programs was

. . . the critical need for affording youth early educational opportunities for early identification of learning disabilities and for remedial strategies to enable preschool children to be successful in their first formal school learning experiences (p. 8).

Discipline

The previous policy for discipline was amended to

. . . define standards of conduct to which students are expected to conform. In formulation of such policy, the local board of education shall make an effort to involve the teachers, parents, and students affected (p. 9).

This section was included to provide input from teachers, parents, and students in formulating a written discipline policy for each school.

Incentive Grants to Fund

Cooperative Programs

These grants were created to enable small school districts to meet the needs of their students facing increased graduation and college entrance requirements. Grants were allocated

. . . on a competitive basis to school districts with an average daily attendance of eight hundred (800) or less to enter into an agreement with one or more districts of any size or an accredited institution of higher education to provide classes in mathematics, science, a foreign language, computer education or music to elementary or secondary students (p. 9).

The funds were to be used for items relating to instruction, but not used for building construction.

Financial Aid for Textbooks, Libraries, and Computers

The legislative intent was to increase financial aid in these three areas: textbooks, school libraries, and instructional computers. Financial aid was to increase the funding for textbooks considering "the central importance of adequate instructional materials in the public schools." Expansion of the number of available media grants were deemed important because school libraries are "the foundation for learning and for meeting high accreditation standards." The Legislature stated

Instructional computers are valuable educationally in order fpto foster the

competitive and necessary skills demanded by technological advances in the world;

thus, more grants would be made available (p. 9).

Evaluations for Teachers
and Administrators

The following amendments were made to the law concerning written evaluations for teachers and administrators: (1) Evaluations must be based upon a set of minimum criteria developed by the State Board of Education; (2) Beginning with the 1986-87 school year every tenured teacher shall be evaluated once every year; and (3) All personnel designated to conduct personnel evaluations shall be trained by the State Department of Education prior to conducting evaluations in the 1986-87 school year (p. 10).

Five-year Improvement Plan

Beginning with the 1986-87 school year, in order to receive accreditation by the State Board of Education, each local board of education shall adopt a five-year improvement plan for the district (p. 10).

The plans should include goals and expectations and be updated annually. Also included in the plans are

. . . specific program of improvement through academic skill reinforcement and/or remediation pursuant to the provisions of the Oklahoma School Testing Program Act (p. 10).

North Central accreditation should be a long-range goal.

Salary

The legislative intent was that through "appropriations made available" teacher salaries become "commensurate with the responsibility of the profession" (p. 10).

Superintendents

This law was amended to allow a school of less than five hundred pupils to have a superintendent who also serves as principal (p. 10).

Gifted and Talented

Several amendments were made to the law concerning gifted and talented programs as well as identification of gifted and talented students. The definition of gifted and talented for the 1986-87 school year was

. . . those identified students who score in the top three percent (3%) on any national standardized test of intellectual ability. Said definition may also include students who excel in one or more of the following areas: (1) Creative thinking ability, (2) Leadership ability, (3) Visual and performing arts ability, and (4) Specific academic ability (p. 11).

The State Department of Education was to provide the staff for "assuring appropriate assessment and evaluation procedures for use by school districts" and for "enforcing compliance with the provisions" (p. 12). A written policy statement specifying "criteria for placement of children in

gifted and talented programs" should be "consistent for grades one through twelve" (p. 13).

Curriculum Examinations

Only two amendments were made in this area. The date was changed from July 1 to October 1, 1986, for completion of the curriculum examination in order to teach a subject area in which the teacher was not previously certified. The same date was selected for the completion of the curriculum examination for those persons seeking certification in a particular subject area (p. 14).

County Superintendents

The State Department of Education was to

. . . evaluate the responsibilities, functions and duties performed by each respective county superintendent to determine the educational benefit to the students of that county (p. 15).

Administrative Expenditures

This law limited districts with "an average daily attendance of more than one thousand five hundred students for the preceding year" to not more than eight percent of their total expenditures for administrative services. A penalty would be assessed to those districts by withdrawing funds from "Foundation and Salary Incentive Aid of the school district" (p. 15).

Sections 27-31

These sections were very short. Section twenty-seven gave the legislative intent for teachers in the first three grades to hold "standard reading specialist certificates" (p. 15). Section twenty-eight stated the Legislature's intent to "establish services specifically designed to benefit the blind and visually handicapped children" (p. 15). The next section repealed 70 O.S. 1981, Section 18-113, while the following section declared that each section could be "severable" and therefore not "impair any of the remaining parts of provision of this act" (p. 15). Section thirty-one declared a state of emergency so that the act was to "take effect and be in full force from and after its passage and approval" (p. 15).

Several legislators stated that A Nation at Risk did have an influence on this Bill, yet there is little in the Bill itself that directly addresses the national report. One section did allot more money toward computers which would aid in the recommended one-half year of computer science which was suggested in A Nation at Risk. The requirement of curriculum examinations for prospective teachers and those seeking certification in a new area would pertain to the increased requirements for the preparation of teachers advocated in the national report. Inclusion of incentive grants to fund cooperative programs could indirectly be related to the call for increased graduation requirements. These grants would enable small

schools to offer more advanced courses which would be needed to meet the higher requirements. There had been an unsuccessful attempt to include a career ladder which would coincide, perhaps, with a master teacher plan.

Rationale for Selection of Salient Parts

House Bill 1466 covered a broad area of education legislation. It was not possible to cover each section fully in a study of this nature. Also taking into consideration the interview portion of the data-gathering process, selections had to be limited in number in order to be included in an interview that would not be too lengthy. Most legislators are extremely busy during most of the year (some even involved in re-election campaigns) and would not grant an interview of more than thirty minutes. Therefore, choices of which portions to include had to be made.

Those sections which were not included in this study were: (1) intent to expand early childhood education programs; (2) requiring a written discipline policy; (3) financial aid for textbooks, libraries, and computers; (4) evaluations for teachers and administrators; (5) intent to make salary commensurate with the responsibility of the profession; (6) superintendents serving also as principals; (7) amendments to the gifted and talented programs; (8) curriculum examinations; (9) evaluating the office of county superintendent; (10) limited administrative

expenditures; (11) intent for teachers in first three grades to hold standard reading specialist certificates; and (12) intent to establish services to benefit blind and visually handicapped children. These sections also constituted education reform, but it was felt that the ones which were chosen were representative of the Bill's intent.

Five areas of the Bill were selected for inclusion in this study. Those areas were: (1) Limiting class size; (2) the Oklahoma Testing Program Act; (3) Screening for developmental readiness; (4) Incentive grants to fund cooperative programs; and (5) the five year improvement plan. These areas were chosen as representative of the intent of the Bill as well as being of interest to the researcher. Each of these sections were new, whereas many of the sections which were not included were amended versions of previous legislation.

As previously stated, the overall purposes of this study are:

1. To discover the extent of influence from the education community on the contents of Oklahoma House Bill 1466.

2. To identify the values which are held by the Bill's authors which influenced their decisions as to what they felt should be included in the Bill.

It was believed, therefore, that a sample of the sections of the Bill would serve the purposes of the study as stated above. It was not necessary to include every

section to gather the information needed, and would have been prohibitive for scheduling interviews since they would necessarily have been more lengthy. Time available proved to be a major problem in scheduling interviews of a length of only thirty minutes. Several legislators declined interviews for that very reason. If interviews had been made longer, several other legislators would also have declined.

Summary

This chapter contained a review of the literature on recent education reform in the United States. It focused on the national reports and their recommendations for the improvement of the nation's schools. This was followed by some of the criticisms of these reports. Also included was a brief introduction to Oklahoma House Bill 1466 as well as a summary of each of its sections. The rationale was given for the selection of particular parts of the Bill where were the focus of the study.

The following chapter will present a discussion of both value analysis and content analysis and their uses in education. It will explain the methodology used in the study as well as definitions of salient terms.

CHAPTER III

METHODOLOGY AND DEFINITIONS OF TERMS

Values and Values Analysis

The previous chapters have discussed the purposes and assumptions of the study and examined the national reports which led to the call for education reforms. Some of the criticisms of the reports were mentioned as well as comments that one needs to be an educational connoisseur before one can be an educational critic. This chapter will discuss the importance of values in education and will describe the process of value analysis used in this study.

The importance of values in education cannot be ignored. Values permeate the literature and practices of educators. Freire (1970, p. 15) contends that "there is no such thing as a neutral education processes." Lerner (1976) was convinced that values play an important part in education when he stated that "Like it or not, education is value drenched" (p. 13).

An individual's values serve two purposes: (1) as a motivation to do certain things and (2) as a restraint from doing other things (Rescher, 1969, p. 5). Persons involved in making decisions regarding educational objects make

their values known through those decisions (Butler, 1954). Legislators often are required to make decisions concerning educational objectives, so it can be assumed that the values they hold will be reflected in the decisions they make.

This chapter will present a discussion of both value analysis and content analysis and their uses in educating. It will explain the methodology used in the study as well as definitions of salient terms contained therein.

The Random House College Dictionary defines value as a thing having attributed or relative worth, merit, or usefulness. This definition, however, is too limited and must be expanded for use in this study. White (1951) defines value as "any goal or standard of judgement which in a given culture is ordinarily referred to as if it were self-evidently desirable (or undesirable)" (p. 13). A value, according to Rescher (1969),

. . . represents a slogan capable of providing for the rationalization of action by encapsulating a positive attitude toward a purportedly beneficial state of affairs (p. 9).

The definition given by Taylor (1961) states that "a person's values include all the standards and rules which together make up his way of life. They define his ideal and life goals" (p. 298). Each of these definitions has merit, however, they fall short of explaining the use of values in this study.

Rokeach (1973) elaborates on these definitions. He contends that "A value has a behavioral component in the

sense that it is an intervening variable that leads to action when activated" (p. 7). He continues that "They [values] lead us to take particular positions on social issues" (p. 13). It is Rokeach's definition that has particular meaning for this study. Values will be discussed in relation to the behaviors they induce in legislators regarding education legislation.

Scheibe (1970) maintains that "they [values] emerge from the interaction between a particular person and a particular portion of the environment. They are not objects of direct observation" (p. 45). However, Scheibe contends that predictions and explanations of behavior can be made through careful observations. He gives two simple decision paradigms which he uses to explain the relationship of values and behavior: (1) If values are defined and held constant, variations in behavior will correspond to variations in expectancies. (2) Given equivalent expectancies associated with behavioral options, variations in behavior will correspond to variations in value (p. 63). He uses the very rich for illustration. How they spend their money will be attributable to the variations in their values. Some will live lavishly, others will attempt to accumulate more wealth, still others will live simply, while cultivating their intellect. Each, however, will be demonstrating their values through their behaviors. This notion conforms with Rokeach's definition of values. It is offered as a partial explanation of how

the values held by an individual, i.e. legislator, affect his/her decisions.

It appears that Rokeach and Scheibe believe that values are reflected in behaviors. Values affect the choices made by individuals in whatever they do. Rokeach also states that value systems are a way of organizing rules and principles to help make decisions and resolve conflicts. It is this influence from an individual's value system that causes him to choose between available alternatives. In the case of this study an individual legislator's values cause him/her to choose the actions he/she believes will improve education in the public schools of Oklahoma. These values are translated into action through support given to or withheld from particular education legislation.

The following section of this chapter contains a presentation of several value classification systems. It included those which were deemed valuable in regards to this research, and names the one which was selected by this writer as being most appropriate to the needs of this study.

Ormeil's Types of Values

In the book, Values and Evaluation in Education (1980), Christopher Ormeil contends that values tend to be held as sets, rather than individual items. He enumerates his categories, or types, of values as follows:

1. Moral. These values affect more than just ourselves and are used as a basis for judging the worth of actions.

2. Aesthetic. Values which are used in "judging the worth of action and products which affect the total impact of a situation" (79).

3. Social. Used in judging action and products affecting life in groups and communities.

4. Spiritual. Values which help people see the meaning of life.

5. Intellectual. Help people to achieve a mental picture of the world (p. 78-79).

. . . may be seen as the basic motivational constituents of his intentional behavior and in view of which it may be explained (p. 76).

As such, values would certainly play a part in the choices legislators make while formulating legislation affecting education. Although he did not specify a category containing education values, he does admit that there is a set of values which could be labeled "educational" (p. 82). He doesn't, however, delineate exactly what these values might be.

Ormell's type of values were not chosen for this study because he does not give much attention to values pertaining to education. Since that is a focal point of this research, it was not feasible to use these categories.

Rescher's Value Classifications

Nicholas Rescher, in his book Introduction to Value Theory (1969), indicates that "One cannot begin a . . . well-informed discussion of any range of phenomena . . . until some at least rough classification is at hand" (p. 13). He continues "the mechanisms of classification are a virtually indispensable guide" (p. 13). He offers six value classification categories which he considers to be but key examples rather than a complete classification system. His principles for classifying values are as follows:

1. Their subscribership items - who hold the value?
2. The object items - reference to the group to which the value has application
3. The sort of benefits at issue - human wants, needs, and interests
4. The sort of purposes at issue - the purposes served
5. The relationship between subscriber and beneficiary - relationship between the one who holds the value and the one who receives the benefits
6. The relationship of the value to the other values - the value receives its status by comparison to other values (p. 19).

Gary Funk (1986) used Rescher's value classification scheme in his doctoral dissertation An Axiological Analysis of the Predominant Values in Contemporary Children's

Literature. In his study he was seeking to determine the value base of children's literature to better understand the effects of schooling. Funk used the "Best Books of 1984" classifications to the values found in the sample, he was able to "provide valuable insight for educators interested in the historical and literacy development of books writer specifically for children" (p. 103).

A somewhat similar approach was followed by Marshall (1986) in her doctoral dissertation Toward a Conceptual Model for Interpreting the Value Orientations of Teacher Preparation Programs. She undertook to examine teacher education texts to determine their underlying value systems. A value analysis framework was used in her study as well. Marshall, however, chose White's (1951) categories for her analysis, modifying it with some categories of her own.

The value classifications presented by Rescher did not coincide with the purpose of this study. It was necessary to find a classifications system more closely tied with language to best develop the information gleaned from personal interviews.

Taylor's Realms of Value

Taylor (1961) in his book, Normative Discourse, seems to agree with Huebner (whose value system will follow) that particular discourse, or "normative language" along with it. This corresponds with Huebner's "curricular language."

Taylor states "taking a certain point of view is deciding to use a certain normative language" (p. 263).

Each of these points of view constitutes a value system. He lists eight of these which he calls "realms of value". They are: the moral, the aesthetic, the intellectual, the religious, the economic, the political, the legal, and the point of view of etiquette or custom (p. 300). Interestingly, Taylor maintains that there is no particular point of view for education. He argues that education can take place within any point of view.

Taylor states that "the same standard or rule may belong to more than one point of view" (p. 306). This statement indicates that his realms of value are non exclusive. This is important to note because it allows an item to be included in more than one category, i.e., realm of value. This causes overlap between value systems.

Although this particular value system was not selected for the present study, it does offer one other important idea. Taylor concludes that "A value is held explicitly by someone when he knows that he holds it, implicitly when he does not know that he holds it." It is these implicit values which subtly influence behavior. He continues

We can discover what values he has implicitly accepted by observing his behavior, learning about his upbringing, becoming aware of the circumstances in which he feels pride or guilt, noticing the goals he tends to seek and the situations he tends to avoid, and so on. The one thing we cannot do is simply to ask him about his standards and rules. If he could answer us, his values would be held explicitly, and not implicitly (p. 326).

Information from the persons interviewed in this study involved their background as well as their behavior concerning educational issues. Some of their implicit values became visible through this inquiry.

Although Taylor's value categories were very close to the ones chosen for this study, they were not selected. The value analysis method which was chosen (Huebner's Value Frameworks) was developed especially for use with the curricular language of educators. The use of language was very important because of the personal interviews being used.

Huebner's Value Framework

Dwayne Huebner (1966) developed five value frameworks which he introduced in Language and Meaning. These categories were devised according to the use of language by educators. His five categories are labeled technical, political, scientific, aesthetic, and ethical.

He warned of the problem of today's curricular language which he described as "filled with dangerous, non-recognized myths; dangerous not because they are myths, but because they remain non-recognized and unchallenged." Huebner continues that the educator forgets "that language was formed by man, for his purposes, but not of his experiences--not by God with ultimate truth value" (p. 9). The suggestion is made that man should make language fit

his needs, however, often this is not the case. Huebner is encouraging educators to make language work for them.

The first of his value frameworks is the technical.

According to Huebner, it has

. . . a means-ends rationality that approaches an economic model. End states, ends products, or objectives are specified as carefully and as accurately as possible, hopefully in behavioral terms (p. 14).

Much of today's curricular language falls into this category.

He describes evaluation as a type of quality control wherein the "end product is scrutinized to see if it can go on the market with the stamp of approval, or if not yet at the end of the production line" (p. 15). However, if products-in-process are considered inadequate, they are "reworked by remedial efforts until they can return to the normal production line" (p. 15). Then evaluation is conducted to "check the quality of activities may be improved or altered if the end states are not what they should be" (p. 15). This process seems to be prevalent in today's schools as, according to Huebner, they do serve a technical function, but the technical value system is only one of five. One value system should not overshadow the other four.

Huebner's second realm of value is the political.

This category is based on administrative power and control which must be maintained to be effective. The teacher "must seek the support of those in positions to reward him

or influence his behavior in some way" (p. 15). Teacher behavior must be such that it will gain support from influential others. From Huebner's point of view the political realm of value is not inherently bad; it can, in fact, be useful. Power, however, should be sought as a means rather than an end.

In this study, power could also relate to that of legislative and public opinion. It is very important to educators that they have favorable opinion which turn can persuade the legislature to pass legislation which would enhance the educational process in the state. Without such favorable public opinion the schools could be left without the support they need.

The scientific category is the third mentioned in Huebner's realms of value (Huebner, 1966). He states that scientific activity is that "which produces new knowledge with an empirical basis" (p. 16). Scientific valuing is an important part of curricular valuing. This rationality uses scientific methodology which "may take the form of action research or of controlled experimental design" (p. 17). Scientific valuing attempts to gather as much information or knowledge as possible for the teacher. It could be nothing more complicated than "exposing students to new situations and ordering the forthcoming responses" (p. 17). On the other hand, teachers may create new situations in the classroom which could give them more information about their students. Using a new packaged

curriculum could give information about how students and teachers respond to it. Scientific valuing is basically seeking new and more precise knowledge about not only students, but teachers as well.

Aesthetic valuing, on the other hand, is often ignored. This is illustrated by the fact that "Scientific and technical values are more highly prized consciously, and political values are more highly prized unconsciously" (p. 17). The aesthetic valuing category regards education as a thing of beauty likens it to a work of art. With this notion comes the idea of judging educational activity as one would an art object. Each activity has its own sense of design and balance which reflect its symbol meaning. When an object is valued aesthetically, it is set apart with its own beauty, its own design, its own uniqueness. It has value simply because it exists, not because it relates to anything else in the world, but because it is. Huebner indicates that "Educational activity can symbolize the meanings felt and lived by educators" (p. 18):

Educator's true feelings come through when they teach. The emotions they hold inside are evident in their classrooms.

The final realm of value offered by Huebner is the ethical. He explains that the type of language which best expresses this value is metaphysical and religious. The concern in this category is "the value of the educational act per se" (1966, p. 19). It has a value of its own without considering using the educational act as a means to

some end. The emphasis is on what is happening now in the classroom. Educational activity is viewed as life, with its meanings being lived in the classroom. Students are not considered as being of lesser value, but as a fellow human being to be accepted on the basis of fraternity. The educational activity itself is viewed as life.

Huebner's summarization of his five categories indicates that education is never valued by just one value system, but that each could be included. He indicates that

Classroom activity is viewed primarily from the technological value category, but political considerations are also brought to bear; and scientific, aesthetic, and ethical values may be brought to bear (p. 19).

He continues with the notion that the

. . . inferior quality of much teaching today may be a result of attempts to maximize only the technical and political and perhaps scientific values without adequate attention to the aesthetic and ethical values (p. 19).

Huebner expresses a desire that educators give more thought toward the aesthetic and ethical values.

Rationale for Choosing Huebner's

Value Frameworks

Huebner's value categories were chosen as a basis for the value analysis in this research. His use of language in classifying values was most helpful. Using descriptive terminology helps to identify value frameworks. The language of psychology is the most commonly used in the technical value category. Psychological language speaks of

diagnosis, prescription, and evaluation, to give a few examples. Each value framework has its own distinctive language. Huebner does not present lists of terms used for each category, but by his explanation of the meaning of each value framework it is not difficult to associate language to categories. By closely examining the language used, it is possible to identifying the category which is being demonstrated through that language.

In this study, the language used in House Bill 1466 as well as the language by legislators when interviewed about their involvement with the Bill, was examined to aid in identifying underlying value systems. Two categorical additions were made to aid in this analysis: (1) Economic and (2) No Comment. Economic was named as a category because many remarks were focused in that area. It was necessary to devise a category termed No Comment to illustrate those items on which interviewees either had no comment or mentioned that they were not knowledgeable in the area.

Content Analysis as Used With Huebner's Value Frameworks

Carney (1972) explains content analysis as

. . . a technique which aims to improve the quality of the interference we make. It is based on analyzing communications, be they verbal, written or even pictorial. It analyzes by objectively and systematically picking out characteristics in specified parts of those communications (p. xv).

He illustrates this definition with an analogy about Freud. He contends that novelists and playwrights already had insight into the subconscious, but after his studies, these concepts became public fact. Afterwards, "everybody knew about them [concepts] in a qualitatively different way. So it is with content analysis . . ." (p. 11).

A preliminary step in content analysis is to determine the category to be used. Holsti (1969) lists many possibilities categories. The following are a few examples:

1. Subject Matter. What is contained in the communication?
2. Direction. What is the author's treatment of the subject?
3. Standard. How are judgements made?
4. Values. What are the desires of the communicator(s)?
5. Traits. What are the characteristics involved?
6. Ends and Means. How does the communication attempt to reach his goals?
7. Interaction. What type of communication exists between groups?
8. Devices. What methods are used? (pp. 104-116).

Holsti's category values, was selected as the category for this study. It was obvious that this research was dealing with values.

After selecting a category, the analyst must choose the recording unit (Holsti, 1969). There are several types of recording units from which to choose. The following are suggested by Holsti (pp. 116-117):

1. The single word or symbol. This is the smallest unit available and has found its widest use in studies on readability, style, psychotherapy, and literary detection.

2. The theme. He indicates that the theme is "the indispensable in research on propaganda, values, attitudes, beliefs, and the like" (p. 116).

3. The character. When using this unit, tallies are made of the number of characters involved.

4. The sentence or paragraph. These are not readily used as recording units, especially when precise measurement is important.

5. The item. This unit is used when entire articles, films, books, or radio programs are being characterized. Holsti indicates a problem when attempting to categorize an item when it has two or more theme.

The recording unit chosen for this study was the theme. Holsti (p. 116) considered the theme as "the most useful unit of content analysis" especially when researching values. Single words are often difficult and time consuming to record. Themes can often be difficult also, because judgements must be made as to which theme is actually being represented. Nevertheless, Holsti

considered the theme as "indispensable in research on propaganda, values, attitudes, beliefs . . ." (p. 116).

The next step was to choose a context unit. A context unit is "the largest body of content that may be searched to characterize a recording unit" (Holsti, 1969, p. 118). Lindkvist (1981, p. 23) states "One way to identify the meaning of a text is to ask the author what he meant." In this case, the context unit was the interviewees' response given concerning each of the five items incorporated into a structured interview (Appendix B) of the following items:

1. Limiting class size
2. Oklahoma Testing Program Act
3. Screening for developmental readiness
4. Incentive grants to fund cooperative programs
5. Five-year improvement plan.

A separate analysis of Oklahoma House Bill 1466 was conducted using each section of the Bill. Each section was studied and categorized according to its theme. The language used therein indicated the theme which was being expressed in that section of the Bill.

An enumeration system had to be developed for use in this study. Response to each of the five items in interview question number ten were tallied as to the predominant theme in that response. Only one theme was recorded per response as being the major consideration for that particular item. Similarly, the Bill was also tallied according to the theme, but was analyzed in its entirety.

Rater reliability was a question to be considered. Marshall (1986) gave a statement of professional integrity in which she addressed the question of reliability measures for value analysis. She compared her study to one by Dhand (1967) by stating

. . . it is posited that these two studies exemplify the extent to which one could hardly hope to establish validity or reliability measures which can be applied even remotely, in any consistent fashion, to value analysis research as a method (p. 86).

Funk (1986), on the other hand, used a simple test/retest procedure (p. 55). This method involving an initial analysis, waiting for a period of time, and then making a second analysis of the same material for comparison. This same test/retest procedure was performed on this study. The researcher did all of the value analysis of the study. Her reliability was tested by re-rating each of the interviews a second time a few weeks later. The results proved to be consistent.

The Sample

Oklahoma House Bill 1466 was signed by twenty-eight legislators as co-authors. In addition, four other persons were identified by legislators as being influential in the Bill's formation. These four along with the twenty-eight legislators served as the pool for the sample.

Every attempt was made to contact and interview each of these thirty-two individuals. Numerous telephone calls were made to each person in an effort to schedule a time

for a structured personal interview. Ten legislators were unable or unwilling to afford the time needed for a thirty minute personal interview. Anticipating this problem with available time, the researcher did not attempt to analyze the entire Bill. The attempt to do so would result in the need for much longer interviews, and thus, probably fewer interviews would have been granted. Various reasons were offered for declining an interview, ranging from "I'd rather not," to "I am booked up with campaign engagements for the primary election," and many other reasons in between. The actual number of interviews recorded was twenty-two. Of this number, one is a representative's staff member because he felt the staff person was more knowledgeable than he on this topic.

One disadvantage of researching an event in the past is the fallibility of human memory. Most of the persons interviewed cited a lack of clear recollection when attempting to remember details of the Bill, although a copy of the Bill was supplied to each person who requested it. However, the lack of complete recall may have added even more authenticity because the interviewee tended to remember well those items which he/she thought most important from his/her point of view.

Summary

This chapter had two primary purposes. The first was to explain the importance of values in education and to

describe value analysis as a subset of content analysis. Value analysis is a study of values and how they affect behavior. In this instance, it was hoped to discover how the values held by certain legislators affected their choices for what to include or exclude from Oklahoma House Bill 1466.

The second was to explain the methodology used in this study. Personal interviews and Oklahoma House Bill 1466 provided the information which was then studied through value analysis. Huebner's value frameworks were the ones chosen for use in this study.

The following chapter will be a presentation of the data gathered for the purposes of this study. It will contain a summary of each of the interviews along with background information on each interviewee. These will be followed by an analysis of the entire House Bill 1466.

CHAPTER IV

VALUE ANALYSES OF THOSE INTERVIEWED

The purpose of this chapter is to apply the value analysis method to the interviews of people involved in the development of Oklahoma House Bill 1466. Those interviewed include a majority of those listed as authors of the Bill as well as four others who were instrumental in the initial formulation of this legislation. Each of these persons was asked identical questions from a structured interview which was tape recorded. They were assured that they would remain anonymous throughout the study. To assure their anonymity, fictitious names will replace their own throughout the chapter.

Considerable time was spent in the contacting of legislators. Numerous telephone calls were made before certain legislators could be reached. A very real problem was that of the August primary elections. Several legislators were involved in the re-election process and, as a result, had extremely busy schedules during the time the interviews were being made.

A background summary of each person interviewed will be presented in alphabetical order following a listing of the interview questions. Questions one through six are

background information, while others seven through eleven pertain to the research questions for this study. Each summary will be followed by a value analysis of that individual's responses to interview questions numbers seven, nine, and ten. Tables indicating the value analyses of principle authors/minor contributors and educators/non-educators are included. House Bill 1466 will be value analyzed in the final portion of this chapter.

Values Categories Defined

The following are the basic definitions of the value categories used while value analyzing the interviewees responses:

1. Technical. This category used basically as a means to an end. Evaluation would decide if the product was satisfactory, or if it would require remediation.
2. Political. This category was used in classifying those responses which indicated that the primary consideration was whether or not it was a good move politically. This category included responses which referred to the necessity of good public opinion in gathering the number of votes needed for passage of the Bill.
3. Scientific. This category meant that the item would produce new knowledge with an empirical basis. It was also used when the legislator's decision was based on research.

4. Aesthetic. This category referred to the item as having a beauty of its own.
5. Ethical. This category referred to the item being valued for its own sake rather than for some other reason.
6. Economic. Money (or lack of it) was the primary consideration.
7. No Comment. This category was used to indicate that the interviewee had no response on this item, or felt he/she was not knowledgeable in this area and so offered no comment.

Background Summaries of
Those Interviewed

Representative Curtis Adams (July 11, 1988)

Representative Curtis Adams was a major author of House Bill 1466. Himself a product of a small, rural school, he also attended a large high school where he concluded that "bigger does not always mean better." Rep. Adams holds a B.A. and is only a few hours from completion of a master's degree. He has had considerable experience in business and real estate. The only thing he thought needed to be different in his education was himself. The system was not the problem. He felt it was "important for everyone to be given as much opportunity as possible to develop their own understanding and knowledge. Rep. Adams suggested several ways this could be accomplished: (1) the type of instruction given, (2) reduction of class size, and

(3) the quality of the teacher that is involved. The most valuable aspect of his education was the teachers who cared for him as an individual.

His general responsibility was to prepare the appropriations budget for education. He described his role in formulation of House Bill 1466 as one of a coordinator. It was a difficult year for funding in Oklahoma. There was an attempt to raise taxes more than they had been raised in a long time, and so the public would need to be given a bill that would do more than maintain the status quo. This gave the legislature the opportunity to create a strong education package which would address some serious needs of education in Oklahoma. It would require a bi-partisan effort with legislators consolidating their programs into one bill. This notion of needing to justify to the public the need for more funding for education indicates an economic concern, but more important is its reliance on the political implications of the method that must be used to garner more revenue. For this reason it is considered to belong to the political value category.

Many of the people involved were either former teachers or administrators, so the quality of the ad hoc committee was excellent. It was these people who had real life experience in the classroom who said that these were the things that needed to happen. He had also brought the package to his district and talked to teachers there. On his part, it was an effort to find out from practitioners

what needed to happen in education. He found teachers to be most excited by class size reduction.

The purpose, to Rep. Adams, meant

. . . developing some sense of continuity and standard, so that when we begin to develop the testing methods by which we determine how successful we are in improving grade points, or whatever we are looking for, that we have some standardized way of looking at "x" school in western Oklahoma versus "y" school in eastern Oklahoma.

Testing was "very important to us," even though there are other ways of viewing progress in school. Testing is one of the "major ways of determining success of program."

These statements reflect a technical point of view. He is using testing as a means to an end, which would be that of measuring the success of programs.

The five principles were really just a "statement of intent" according to Rep. Adams. He maintained that "it [the five principles] had not been open to debate, because we all want this." These principles as they appear in the Bill (p. 2) stress the economic value category. They [the five principles] speak of education as an "investment" and children as "survival of an economy which must compete in a world market." Education is described as "vital . . . in order to revitalize the economy of Oklahoma." The last of the five maintains that "these goals are meaningful only if the financial resources are invested in a commitment to reach those goals." All of these statements reflect the economic value category. The fourth principle, however, falls in the technical value category because it states

that the means to that end is the "efforts to attract and retain individuals of the highest quality as professional educators."

In reference to class size, Rep. Adams cited research studies (although he did not name them) which had shown that "what we should be shooting for is eighteen per class." The Bill attempted to lower the class size by one year, thinking they would have funds to go so. That has not been the case. The use of research data indicates an emphasis on the scientific value category concerning class size.

Testing was a method for find out "where we are today and where we are going to be in the following years." This indicates a technical value emphasis by using testing as a means to an end as Rep. Adams had indicated earlier in the interview.

The use of screening for developmental readiness was a recommendation from the State Department of Education.

I have some serious misgivings about that, quite frankly. I don't think a method of testing has been developed accurately enough . . . to make as convincing an argument for that program as I had thought it was.

Rep. Adams had based that part of the Bill on that recommendation. He would be "very reluctant" to include that portion today. His reliance on the advice of the State Department of Education seems to indicate a leaning toward the political value category since the Department's "power" dictated his decision.

Rep. Adams has a "very positive feeling toward rural schools." He feels that "the atmosphere of a small rural schools adds to the education of the student as well as the subjects." Since he considers it a political reality that Oklahoma's schools will not be consolidated in the near future, the grants for the funding of cooperative programs are a necessity. These programs will prove to further enhance the positive atmosphere of these rural schools. It appears that the inclusion of these grants would show an aesthetic value in the nature of the rural schools themselves.

The five year improvement plan is simply an effort by local school districts to get more people involved in what should happen in their district. "Plan for something great and see what happens." This statement indicates using the plan as a means to an end sometime in the future. This idea would fall under the technical value category.

The only change Rep. Adams considered making in the Bill was to remove the screening for developmental readiness which he had mentioned earlier.

Ms. Pam Allen (July 25, 1988)

Representative Howard stated that he did not have much input into the writing of House Bill 1466 and suggested that a staff member involved in the actual writing of the Bill would be more productive for interview purposes. His staff member, Ms. Pam Allen, consented to an interview. It

is important to note that her interview was considerably shorter than the others. She was very busy the day of the interview and mentioned that she was behind in her work that day due to several interruptions. As a result, her responses were very brief and to the point.

She attended schools in several areas and was a college graduate. She felt the education she received in other states was very good. There was little she would change, and she acknowledged the value of living in different places as being beneficial to her education.

Although not a legislator herself, Ms. Allen did the actual writing of the Bill under the direction of the legislators involved. She spent considerable time researching the career ladder which did not have enough support to reach the final Bill. She did research other areas of the Bill, however, and was careful of the language chosen for the wording of the Bill. As a staff member, rather than a legislator, she had no input of her own. Consequently, Ms. Allen did not shed much light on the values involved in the Bill.

The factors that influenced her decision as to what should be included in the Bill constituted a moot point. The legislators told her what they wished to be included. She merely did their bidding. Therefore, the political value category was definitely at play here.

Ms. Allen did express her own view concerning the purpose of the Bill indicating that it was simply a tool to

attempt to improve the schools in Oklahoma. Thus, as a means to an end, it would fall under the technical value category.

Her view of the importance of class size was a "tool" to provide a means locating areas needing improvement. This would be another technical value.

Interestingly, she indicated that the notion of screening for developmental readiness had been involved in a compromise in which legislators would "trade-off" support for one item in exchange for support on another item. This involved an exchange of "power" and so would indicate a political value.

Cooperative grants proved to be an economic concern by Ms. Allen's assessment. She felt it was the only way in which small schools would be able to offer all the subjects which were necessary for college entrance. An economic value seems to have influence where grants were concerned.

She considered the five year plan to be a lower level for this legislature to use to "encourage" school districts to set goals. Although it had no "teeth," no punishments were set for non-compliance, the pressure was still there. Under that context it would fit the category of a political value.

Representative Allen Baker(August 5, 1988)

Rep. Baker has a strong interest in education. The role played by Rep. Baker was one of support. Teachers in his district communicated with him about the items in the Bill and he passed on these concerns to the main authors.

Rep. Baker felt very good about the quality of education he received. He attended schools in both Oklahoma and out of state and felt that he was well prepared when he attended a major university and received his degree. The most valuable part of his early schooling was in the areas of written and verbal communication.

When considering what should have been different in his schooling experience, he mentioned the items of class size reduction and equalization of funding. It was especially important to him that equal educational experiences be provided to all students, no matter whether their school districts was rich or poor. He felt this was a long-term goal toward which Oklahoma should reach.

The single most important factor according to rep. Baker was money or the lack of it. Without money, item such as class size reduction are impossible. He felt that the legislature was putting as many extra dollars into education as possible, but there just was not much available at this time. The importance of money indicates the presence of the economic value category.

The input received from educators was considerable. From the professional organizations at the capitol, to the administrators' organizations, to the Oklahoma Education Association, this Bill was heavily discussed. He always tries to give the bills dealing with education to the people like teachers and administrators who are "on the front lines." It is they who would be able to decide if something is practical and would actually work.

Concerning the purpose, the quality is "the quality we want for our children." He indicated that there was much public opinion toward the improvement of our educational system especially in the last ten years. Rep. Baker feels that people realize that "education is going to be what frames and what shapes what this state is as we go into the twenty-first century." The goal was to improve the quality of education in this state. In this case the Bill was used as a means to an end (improved quality of education), and so falls into the technical value category.

He indicated that a purpose of the Bill was to limit class size, and had no further comment in this area.

Oklahoma students' scores have gone up on the achievement test in recent years. Rep. Baker felt that testing is important because "it gives us a valid objective measurement" of educational achievement. "It is not to say that testing is the answer to everything." He does believe that it was a valuable component of the Bill. As a

measurement tool, testing serves as a means to an end and thus belongs in the technical value category.

Screening for development readiness for a student is to find out "what you are working with and where he needs to go." This would indicate a technical value category.

Cooperative grants were created for school districts with less than eight hundred average daily attendance. The underlying purpose was to get the smaller schools into a position to meet college entrance requirements for their students. It again presents the idea of "same educational opportunities." Without the help of these grants, some smaller schools could not provide these services, therefore, an economic value category comes into play.

Accreditation by the North Central Association of Colleges and Schools is a goal for all Oklahoma high schools. This part of the Bill was to impress upon the local school districts the need to be involved in the planning process. The plan was then to be sent to the State for the purpose of accreditation. This seemed to be a political maneuver to increase local involvement and responsibility in the state's school systems; thus, a political value category is demonstrated.

The Bill's end result, according to Rep. Baker, was a "bill that addressed the initial objectives that were set out." For this reason he offered no suggestion for changing the Bill in any way.

Representative Tom Brown (August 5, 1988)

The background of Representative Tom Brown is in teaching. His education came from a one room grade school which was later consolidated. Some of the classes were big, but some were not. The only thing he wished had been different was a wider variety of vocational courses which had proved to be very valuable to him.

Representative Brown's role in 1466 was as a member of the education committee. He was very insistent on the class size issue, especially lowering class size for the first three grades.

The factors which influenced his decisions were not all addressed in the Bill. Rep. Brown was emphatic on the issue of class size reduction. He felt it was the single most important measure which could be taken to improve schools. The first three grades are the most critical. The teacher needs a smaller class in order to allow time for more personal attention to each student. This issue was one of the main reasons Rep. Brown became so involved in this Bill. He named three other issues which were not addressed by the Bill about which he also felt strongly: local autonomy of principals, allowing teachers more time to teach, and not expecting teachers to justify every pay raise by meeting new and higher standards.

Rep. Brown felt that principals were more qualified to determine whether or not a teacher was doing a good job than those at the Capitol. Principals should be given the

authority to make the decisions concerning hiring and firing of teachers.

Allowing teachers more time to teach was tied in with lowering class size. With fewer pupils a teacher would have more time to spend with each student. This notion went beyond class size; however, Rep. Brown felt that teachers were asked to do too many tasks which were not related to teaching which took up too much class time.

Oklahoma teachers are the best qualified the state has ever had according to Rep. Brown. He is against teachers being presented with new qualifications and requirements every time they receive a pay raise. Teachers should not have to justify their worth over and over. He felt the politics of education needed revision, and so the political value category is displayed.

The education committee had hearings where many classroom teachers and administrators offered input. Basically these educators were asking to "get this load off of us, and let us teach."

When questioned about the purpose of the Bill, Rep. Brown stated that "we should not throw money at education," but it was important to supply the needs. Those needs he considered important were: (1) classroom materials and equipment, (2) curriculum, (3) comfortable classrooms, (4) reduction in class size, and (5) raising teacher salaries. It is obvious that all the improvement in each of these

areas would require funding beyond what is now available, thus the economic value category is described.

In his opinion, limiting class size was "the best thing we could have done." However, he also felt that there should have been a minimum class size mandated also. Rep. Brown did not believe that he, as a teacher, was being used effectively when he had classes of less than ten. When children in the first three grades had small classes there would be better chance of having a good foundation, so that when they reached high school they could have a higher level of success. This notion displays a technical value system.

"I think we go too far with testing . . . Testing really does only one thing to me anyway--it tells the teacher where we've failed." Rep. Brown maintained that some testing is necessary, but that it takes up valuable class time. He mentioned the need to justify to the public how money is being used in the schools. This identifies a political value category.

He considered that the "little students" were out of his range of expertise, and he admires those teachers who work with them. In the area of development screening he relied on the experience of others who were knowledgeable in that area. He declined to comment.

Grants to fund cooperative programs enable schools to offer programs which they could not afford on their own.

"It helps. I think it's good." Since it requires extra funds it falls under the economic value category.

The five year improvement plan started a lot of schools "in the right direction" according to Rep. Brown. "Too many people did not use what we put together after we did it . . . It is all down on paper, but nobody paid any attention to it after it was done." He admitted that perhaps he had expected too much of it. Overall he thought it was "all right." It seems to have been a means to an end, albeit unsuccessful, and so falls into the technical value category.

The major change he would make in the Bill was to "take out half of the testing."

Representative Pat Carter (August 3, 1988)

One of the major authors of House Bill 1466 was Representative Pat Carter who was heavily involved in its formation. The Bill was directed toward student learning and was supposed to make a noticeable difference, but fell short. She described it as throwing a Dixie cup full of water into Lake Keystone and saying "Ha! We have made a difference!"

Her educational background was in an excellent small, rural school in another state followed by a college degree. Of most value to her were the great teachers and exposure to mythology, geography, and foreign languages. Her

biggest complaint was the dullness of the history textbooks.

Rep. Carter has a long range plan of her own which entails targeting money toward "at-risk youth in the poorest school districts with the most crowded classrooms where we most need the help." Part of our long range plan is to (1) specifically target the money, and (2) find out what happens to it. "Right now we cannot track the money."

The factors which most influenced Rep. Carter concerning this Bill were public opinion and politics. She gave the career ladder for teachers as an example of this. Teacher opinion was in strong opposition to the career ladder. This opinion coupled with lack of funds effectively excluded this item from the Bill. Obviously, the value category here was political.

The State Department of Education and public hearings by individual legislators allowed for educators' input. The hearings occurred after the Bill was drafted, not before.

The legislative intent was "to make a strong commitment to education." She sees this Bill as a "precursor of a real push for quality . . . to shift from just having access to making a commitment to quality as well." The words of the purpose were to convey that message. The purposes set out in the legislative intent are still far from being realized. These purposes are simply goals. Rep. Carter did believe that the Bill was a

"beginning step" in right direction. The purpose fit the political value category because of the message it was to convey to the public.

Reduction of class size was considered by Rep. Carter as a worthy goal. She mentioned that research had shown reducing class size to around fifteen was effective in improving learning. The problem with the Bill, however, was that the long-range goal was only to reduce class size to twenty. The idea of spreading the money out across six hundred and eleven school districts had so watered down the program as to make it almost ineffective. All it actually succeeded in doing was to become a management tool for teachers. It has not reduced the class size enough to make a difference academically. It proved to be a very costly, yet ineffective program in her opinion. Because class size reduction had severe economic ramifications, it displays an economic value category.

The testing program was a start as far as evaluating students' progress. It was necessary to see how much students improved each year. This would enable the legislature to more effectively track the public's money it has spent. She felt strongly about the inclusion of the writing portion of the test. The notion of tracking money in order to allow the legislature and public to understand how it has been spent reflects a political value category. Even though the issue deals with money, the legislature is

more intent on being able to justify such spending to its constituents.

When questioned about the screening for development readiness she neglected to comment. She simply stated that she "was not very knowledgeable on it."

Incentive grants have "burgeoned." They were developed in lieu of school consolidation. Small towns did not want to give up their schools through consolidation, so these cooperative arrangements benefited them. Rep. Carter would like to see more incentive to bring about mergers for better programs in schools. The cooperative grants serve a political purpose by allowing towns to keep their schools and so display a political value category.

Rep. Carter considers the five-year improvement plan as being very general and not having any "teeth." She believes that it is good to let the local districts have some say in their education programs, but the State Department of Education should also take part. Showcasing excellent programs and schools around the state so that others would be aware of what can be done would be a service which the State Department of Education could offer. If five-year improvement plans are to be mandated, then more help should be available to local schools in establishing goals. Since local autonomy was encouraged, but there was no "teeth," or punishment for non-compliance, it seems that this portion of the Bill was to create good

public opinion, and the political value category is apparent.

She advocates building upon this Bill and what has been learned in the past three years. Her main change would be in the area of class size reduction. Rep. Carter would funnel the money into the specific schools and areas in which it was most needed, rather than into the formula. It needs to be targeted so that it will actually make a difference.

Senator Ken Cook (August 2, 1988)

Senator Ken Cook was a principle author of the Bill. The leadership of the Senate wanted a major piece of legislation in order to justify teacher pay increases and so a committee was appointed the first week of the session.

He taught school as well as serving as a school district lawyer for over twenty years. His educational background was from a small, rural school where there was more basketball than anything else. From there he went on to college. He would change nothing about his schooling experience and applauds the good teachers who were concerned with educating children.

The factor which most affected his ideas for the Bill were of a political value. The Senate President Pro Tempore wanted a major piece of legislation in order to justify teacher pay increases. Sen. Cook chaired the committee selected for this purpose.

Reflecting on the purpose of the Bill, he quoted (but did not name) a study that stated

One-third of the students who entered the ninth grade would quit school in Oklahoma before they finished the twelfth grade, and we were trying to figure out some way to keep all those kids in school.

One-third of these students had I.Q. scores of over 130. This was one purpose behind the gifted and talented program. When read the purpose of the Bill he replied "That's it. That's exactly what we were trying to do." This reliance on research suggests a scientific value category.

If the teacher has too many students there is less learning occurring. He thought that administrators had a tendency to load classes with more students than necessary in order to save money. Therefore, he felt it was necessary to mandate class size. This reflects an economic value category.

Sen. Cook felt that the testing program was necessary as a way to improve quality. He did not condone the publishing of test scores in the newspapers. This notion of improving quality suggests a means to an end and therefore a technical value category.

Another senator was a strong advocate of the screening for developmental readiness. Sen. Cook "really was not all that sold on it . . . She was the one that sold the rest of us on it. That was her big deal." This reliance on another person's expertise reflects a political category.

As was mentioned by Ms. Allen in an earlier interview, legislators often "traded" support in order to receive support in other areas.

When responding about cooperative grants Sen. Cook replied "That may have been just a sort of a compromise to get some support out of the rural educators for the rest of the program." This indicates a political value category.

The five year improvement plan caused much "weeping and wailing and gnashing of teeth in every school system in the state." However, Sen. Cook felt that it was a good idea to have everyone map out a plan for their district. He also mentioned that there was one particular senator who strongly supported this time and convinced others to support it as well. For this reason it reflects a political value category.

Sen. Cook was very proud to have been one of the principal authors of this Bill and had no changes he wished to make.

Representative Charles Edwards

(July 22, 1988)

Representative Charles Edwards was never directly involved in what he called the "nuts and bolts" of House Bill 1466. His role was to garner support for the Bill. Since education was not his area of expertise, he relied on others who were involved in education to handle the formulation.

His own education was from a small school and a large university. The quality was not as good as it should have been, but he did not realize it until he attended college. The courses should have been tougher with more emphasis on the core curriculum and smaller classes. It did have its advantages. In a small school he was able to do things such as captain the basketball team, which he would have been unable to do in a larger school. There was also the continuity of knowing the students and teachers for several years.

The factors that influenced Rep. Edwards were each weighed with the idea of whether or not that segment of the Bill would "guide us toward quality." If it would, he would support it; if not, he would be against the item. He mentioned that the "National Merit Scholars seem to come from a handful of schools," while there are

. . . literally hundreds of schools in Oklahoma which do not even allow their kids to take the SAT so they can eventually be considered for National Merit scholarships.

Rep. Edwards described Oklahoma as having "pockets of excellence rather than a pattern of excellence." This notion of working toward quality through the application of items in the Bill reflect a technical value category.

When asked about the amount of input from educators concerning the Bill, Rep. Edwards replied "Tons. Pro and con." In his opinion, on the positive side were the Oklahoma Education Association and various Parent-Teacher Associations across the state.

The purpose of the act, according to Rep. Edwards, is "a broad set of goals that isn't worth the paper it's written on unless you back it up with money." He stressed that without money, the items in the Bill could not be accomplished. Oklahoma's commitment to quality education is not as strong as it should be. As an example he cited the salaries of professors at the University of Oklahoma and Oklahoma State University as being seventh and eighth, respectively, in the Big Eight Conference. He contended that the public would not have stood for these universities to rank seventh and eighth in anything to do with athletics. Some changes are being made in the public schools of Oklahoma and test scores are on the rise. He considers these scores as signs of improvement. The critical dependence on money to carry out the items in House Bill 1466 indicate a reliance on the economic value category.

Rep. Edwards compared public schools to private schools to describe the importance of class size. He stated that private schools ability to keep the student-teacher ratio low was one of their main attractions. There is danger of "losing" students if class sizes get so large that teachers cannot personalize instruction. Students who need that extra help from one-on-one instruction will not do as well in a large class. Rep. Edwards considered restricting class size as one of the "two or three most important items we can do to insure a quality education."

Thus, it is a means to quality education and so illustrates a technical value category.

He was pleased with the testing program and maintained that it showed where Oklahoma ranked in comparison with other states. "It showed us where we were, and it showed us why we were in trouble." He cited the improvement in test scores since this program was implemented. Again, he stressed that if the money is cut back, the progress will be reduced also. The testing program was used as a means to improve education by locating weaknesses in Oklahoma schools. This expresses a technical value category.

Concerning the screening for development readiness Rep. Edwards was brief, as he felt poorly qualified in this area. He considered this screening important for early intervention of those children who were experiencing difficulties. The reticence toward this item was recorded as "no comment" since he did not consider himself qualified.

The idea of incentive grants to fund cooperative programs is one on which he has argued a great deal. Schools frequently request money for one project or another, so most of the funds are sent through the formula by which all public school districts receive their state funding. Rep. Edwards supports incentive grants to a "limited degree." The money should be limited to those items which cannot be funded by money placed into the

formula. Obviously, this indicates an economic value category.

Rep. Edwards seemed confused on the question of a five-year improvement plan. He seemed to think it referred to one made by the legislature rather than by individual school districts. As a result, it was recorded as "no comment" since he did not refer to the five-year plan as stated in the Bill.

When asked about any changes he might wish to make in the Bill, Rep. Edwards suggested backing up the goals with more money rather than making changes in the Bill itself. He went on to cite the change in funding in the state of Oklahoma since 1970 when two-thirds of the money came from local support. Since that time local support has been reduced to only one-third. A change in the ad valorem programs was seen as the only means for regaining some amount of local support. In that was local districts could choose to support or deny programs for their own district. he feels the legislature must strive to distribute the available money equally throughout the state.

Dr. Bill Ernest (June 23, 1988)

Dr. Bill Ernest served as an administrator and offered his expertise as an educator to the formulation of House Bill 1466. His background includes degrees educational administration as well as teaching. The quality of his education was very good according to Dr. Ernest. He

attended a very small grade school and a large high school before going to the university. Dr. Ernest felt that perhaps more time on task and a longer school term would have improved his education. He also suggests that the high school courses should provide more of what was expected of a student for college. The most valuable aspect was that he received a foundation in the basics.

He served as an advisor on the Bill. Dr. Ernest was there to promote, suggest, and help with the language.

Dr. Ernest admitted that there were factors that influenced his decision as to what should be in the Bill, but he strongly supported everything that was in it. The strong pressure nationwide toward school reform indicated that Oklahoma needed to forge ahead and make some necessary changes in this area. This Bill was a step in that direction and did move Oklahoma forward as far as education was concerned. Dr. Ernest expressed the pressure that was being felt across the nation for school reform. This suggests a political value category.

He felt that there was much input from educators through hearings. The State Department was also consulted in many instances for insight.

The purpose of the act was stated to insure that those in policy-making positions do everything they can to provide students with the best education possible. This is done by constantly trying to improve the quality. Dr. Ernest felt that House Bill 1466 did just that. Since the

Bill is offered as a means to an end it expresses a technical value category.

The intent of limiting class size was to reduce classes from twenty-six or more down to twenty. Dr. Ernest mentioned that research has shown reducing class size does improve learning and some has shown that it does not. He did acknowledge that from a teacher's standpoint it makes classes easier to manage and allow more teacher time per student. Both the possibility of improving learning and allowing more teacher time per student are for the purpose of improving quality of education, and as such, are means to an end and express a technical value category.

There were no data on a statewide basis upon which to base curriculum changes. The testing program was to serve two purposes: (1) to provide statewide data on how Oklahoma students were doing in the basic areas and (2) to indicate both strengths and weaknesses in the educational program and improve on weaknesses we could identify. Previously we had no data with which to accomplish this task. Using test data to improve quality reflects a technical value category.

Dr. Ernest felt very strongly about screening for developmental readiness. Classifying children by age alone was not sufficient. He mentioned research which indicated that not all children can handle concepts at the same age. The more experience young children can have with these concepts the more success they will have at a later age.

The screening process would allow children who needed more time to be successful to be placed in a transitional class which would allow them this time. Thus, this reliance on research indicates a scientific value category.

Incentive grants for cooperative programs were strongly supported by Dr. Ernest. About the time this Bill was being formulated college admissions standards were being raised. The grants proved to be a tremendous success, according to Dr. Ernest, in aiding school districts who could not provide advanced courses due to lack of funds. With these grants districts could provide cooperative programs and telecommunications which would allow their students access to higher level courses previously unavailable to them. Money was a necessary ingredient and expresses an economic value category.

Five-year improvement plans were devised to enable school districts to see where they are and where they want to be. The plan, then, was to be an outline of how to get there. The long-range goal was improving the quality of education. This means to an end indicates a technical value category.

The only change Dr. Ernest supported was in the proposed writing assessment portion of the testing program. The Bill proposed that writing assessment be incorporated into the achievement testing at grades three, seven, and ten. Dr. Ernest would remove third grade from that writing

assessment. He felt it would not be a good indicator of writing ability at that young age.

Dr. Carol Evans (June 3, 1988)

Dr. Carol Evans has many years of experience as a teacher and administrator. She brought much expertise to the group who formulated the Bill.

Her own education was weak in the primary grades because of moving several times. Once she settled, in Oklahoma, the quality was excellent. She found the outstanding teachers and the school district's commitment to quality as being invaluable. The one thing which should have been different was to provide more vocational courses for those who were not college bound.

Of the people who were concerned about education in Oklahoma and began to meet on almost a weekly basis, very few, according to Dr. Evans, were actually "common education" people. A variety of viewpoints were represented. It did not have a large amount of involvement by "John Q. Teacher."

Dr. Evans considers herself a realist, and as such she tried to keep the focus of the Bill on realistic, practical terms. She was concerned that it be workable and not just "pie-in-the-sky." This realistic viewpoint was the influencing factor from her perspective as to what should or should not be included in the Bill. This tends to represent more of a scientific value category in that she

was interested in what would be practical and would work. Programs would need to have a solid foundation on which to build.

When asked about the meaning of the purpose of the Bill, Dr. Evans replied "Words." Elaborating on this statement she expressed her belief that all the people who worked on the Bill were dedicated to the improvement of education in Oklahoma, but the words themselves did not have much meaning. It was more or less the type of rhetoric commonly used in legislation. Therefore, it expresses a political value category.

According to Dr. Evans, it is not fair to judge this Bill at this time because of the economic downturn which was experienced just after the Bill was passed. As a result of this downturn, the Bill and its programs were not properly funded. For this reason, this item was recorded as "no comment."

The testing program provided a means to "assess where we are" and to focus on "where we need to be." Dr. Evans felt that if the results were used properly, it could be a valuable tool in improving education. It was not to be used to evaluate teachers, but used by them to improve their instruction through locating weaknesses in students' performances. The testing then was viewed as a means to an end and thus indicates a technical value category.

Her reply to developmental readiness screening was very brief. It was simply that according to research, the

screening was very important. Basing her comment on research alludes to a scientific value category.

Incentive grants to fund cooperative programs was considered by Dr. Evans to be very important. It has done much to help those schools who have received grants to supply programs which otherwise they could not have afforded. However, because of the economic downturn, the grants have not had the funds to accomplish all that had been hoped. An economic value category is displayed in this reply.

The intent of the five-year improvement plan is excellent. Districts need a plan to focus on where they are and where they want to be. In reality, however, it has proven in many cases to be just bookwork which is placed on a shelf and never used. It is simply done to meet the requirements of the State Department of Education. It seems to reflect a political value category. It involves the public and helps them to feel better about the goals of the district.

Dr. Evans indicated that if she were to change the Bill it would be to include more input from classroom teachers. It is her belief that classroom teachers want to do the best job they possibly can, and it would be beneficial to have their comments in formulating legislation such as House Bill 1466.

Dr. Tina Green (March 25, 1988)

Dr. Tina Green was an advisor during the formulation of House Bill 1466. Her role was in the initial meetings when a few interested people would gather at her house to discuss the needs of education in Oklahoma. They called it the "Oklahoma Plan." The plan focused on elementary and secondary education. It was there, in those meetings, that the seeds of House Bill 1466 grew.

Educated in the East, the quality of her education was excellent. This family support was the most valuable aspect to her education. The encouragement from the schools to be creative and to write were also valuable. She would not change a thing for herself, but noted that the high school did not have much in the way of vocational education.

She used input from the governor's Commission on Reform and the group that had started meeting at her house as well as plans from other states. Throughout this time, certain legislative leaders were also conferring with the governor and building consensus on the contents of House Bill 1466.

There was input from teachers who met with Dr. Green. The Oklahoma Education Association also arranged for her to meet with groups of their teachers. These teachers were most generally concerned with the career ladder, which they opposed. This career ladder was initially included in the Bill, but was later dropped.

What other states were doing and why greatly influenced what she felt should be included in or excluded from the Bill. She solicited input from various organizations involved in education. There was a "tremendous amount of input" from interested persons and organizations all across the state. The national reports definitely had an impact on this Bill. "A Nation at Risk is what got the attention of Oklahoma." There were many political implications concerning what was to be included in the Bill. As a result, it reflects a political value category.

She had no comment on the purpose of the Bill.

"Reducing class size in grades one through three is probably the most important thing that we can do to improve the quality of education received by Oklahoma's children." She cited research indicating that "the more individual attention children can get, the better they are at learning for their whole life." Yet, she stressed that this is a very expensive thing to do, and has not been funded properly. Even though she based her thinking on research, the fact remains that this is very much an economic problem. Therefore, it indicates an economic value category.

"Testing is critically important from a political perspective." Dr. Green stressed that testing was a way of reporting to the public how its tax money was being spent. There had to be some method of accountability by the

legislators to their tax payers. The testing program provided that method.

When we are talking about state tax money being invested in local schools, we are talking about the tax dollars that are collected in Gotebo being spent in Poteau. The people in Gotebo darn well want to know what Poteau's doing with their money, and vice versa.

Testing also served as a way of setting standards for the state's schools. As long as the state provides as much funding as it does, it has the right to set the standards for the school districts. Obviously, testing serves a political value category.

The intent of developmental readiness screening was not to push children into kindergarten who were not ready. She had heard John Goodlad say that the kids with problems are the ones you should take in, not keep out. Dr. Green was angry with that statement. "The intent was to provide more options rather than fewer options for young children." Since she felt this would provide new knowledge concerning those children it reflects a scientific value category.

Since consolidation of school districts is probably not feasible, the next best solution is to provide incentive grants for cooperative programs. This would insure that resources are used in the most effective manner. This obviously demonstrates an economic value category.

The intent of the five-year improvement plan was to get districts to plan in advance. According to Dr. Green it was the process of planning rather than the final

product that was important. The plan was to cause the districts to take a look at what they were doing and where they wanted to go. It was used as a means to an end, and thus, indicates a technical value category.

Dr. Green would change the Bill to include a career ladder for teachers. She realized that the state did not have the funds for that measure. She felt it would have been good for teachers, however.

Representative Larry Jackson

(July 22, 1988)

Representative Larry Jackson is a former teacher who was part of the general conference committee who wrote the Bill. He offered support in its drafting, writing, and passing.

His own education was in a consolidated rural school where the teachers did an excellent job and were well respected. There was, however, a lack of technology which is now available.

Rep. Jackson feels this is a very progressive piece of legislation. He would not have written as "massive a program as he [Rep. Adams] did," but feels the items in the Bill have been very beneficial. His lack of factors of influence indicates a political value category in that he agreed to what was written by another legislator.

He indicated that several of the main authors held meetings across the state to talk with educators, and feels that as a result, there was much input from teachers.

The goals of this Bill, according to Rep. Jackson, are being met. The purposes set forth are achieving their aims. This represents a technical value category because the Bill was a means to an end. The end of course, being improved education in the public schools of the state of Oklahoma.

Lowering class size allows more time for teachers to spend with individual students. This has been a goal of teachers for many years. Class size, according to Rep. Jackson, should be nineteen or twenty. This reflects a technical value category, using class size reduction to improve the quality of teaching.

Rep. Jackson fought the testing program in 1968 when it was proposed at that time. His feeling was that "you can take test scores and do most anything with it that you want to." This testing program has provided some important information about strengths and weaknesses which can be used for improving education. Thus, testing is a means toward improving education and demonstrates a technical value category.

Developmental readiness screening was considered to be as important as any item in the Bill. Through this screening they can determine to what extent the child is ready to "start learning and absorbing the educational

process that is there." Deciding a child's learning level indicates a scientific value category in that it is almost used as research on an individual basis.

"An absolute essential," was the way Rep. Jackson described grants to fund cooperative programs. It is based on the lack of funds to develop programs in individual schools across the state. By cooperating with another district or two this can be accomplished economically. An economic value category is the obvious choice.

The five-year improvement plan is "a farce, in my opinion." It was to persuade administrators to think about where their districts were going. There was no penalty for non-compliance, and so it was ineffective. He feels it is too difficult to project "five years down the road." It was a "dream" some legislators had, and thus, reflects a political category.

Rep. Jackson feels more emphasis should be placed on the early years of education. A good start is imperative for students to do well. "Education is the key to anything you want to do."

Representative Robert Jones

(July 19, 1988)

A member of the education committee, Representative Robert Jones had little to do with the writing of the Bill. He was asked to be a co-author to aid in getting others of his party to support it.

His education was from several states of which Oklahoma was the poorest quality. Reading skills seemed particularly low in Oklahoma. Rep. Jones' strong phonic background was valuable to him. He felt he should have had better instructors and more math.

Rep. Jones mentioned that one thing he really wanted in the Bill was a career ladder for teachers. This career ladder was not possible because the funding was not available. The reliance on funding demonstrates an economic value category.

The input Rep. Jones received from teachers was minimal. There was one meeting he held which was inundated with teachers. The teachers attending made it known that they did not want any more requirements without some kind of a raise. These teachers felt they already had high enough standards, and he was of the opinion that they did not want any higher standards even if salaries were raised.

All the co-authors on the Bill agreed, according to Rep. Jones, that "education is the most important thing that young people can have to go out in the world and be successful in whatever they do." They also felt that there was room for improvement. The legislature was to help set the standards, and he believed that with more state funding would come more state involvement in the schools. This reliance on state funding to increase standards indicates an economic value category.

Reducing class size would be very beneficial to students. Rep. Jones believes that if there are fewer students in a classroom, the teacher would have more time for individual attention to each one. Reducing class size, then, is a means to improving education and represents a technical value category.

The testing program was used "to provide the state with information as far as how each school district was doing." It was a means of comparing school districts across the state. Based on this information, Rep. Jones stated that those districts which were strong and those which were weak would be studied to see what type of programs were being used. This information would serve to improve education in the state pointing out strengths and weaknesses. A technical value category would be served.

Developmental screening was used to find out if students were developmentally ready. "We didn't feel like we were doing students any favors by going ahead and putting them into first grade if they were not developmentally ready." The intention was for them to be held back in kindergarten for one more year until they were ready. Reliance on test results to indicate readiness for first grade demonstrates a scientific value category.

Rep. Jones stated that "there are so many tiny school districts across the state that do not have the resources to provide college preparatory classes." Without the state to provide the resources, these small school districts

could not offer many of the courses needed for college entrance. An economic value category is reflected.

The purpose of the five-year school improvement plan was to give some assurance that the school districts were not just "flying by the seat of their pants." There was a strong incentive by "threatening not to accredit them" to get them to form these long range plans. Rep. Jones state that this was a way of "encouraging excellence" by making these districts think about how they could improve their schools. This falls into a technical value category because the five-year plan is used as a means to an end.

Rep. Jones would have changed the Bill by putting more money into teacher salaries and adding a career ladder or merit pay program. He felt teachers should be paid according to what they were achieving in their classrooms. He also advocated a no pass/no play plan. Consolidation school districts would also have been added along with a ceiling on the amount of money which could be spent per district on administrators' salaries.

Representative Dan Knight (July 29, 1988)

Dan Knight served in the House of Representatives. He had a very good quality education in Oklahoma and attended a large university. There is not much he would have wished to be different where his schooling was concerned. He cites various teachers for different subject areas in

elementary school to be a plus as well as a wide variety of courses offered in high school.

He was on the appropriations committee at the time House Bill 1466 was being formulated. His part in the Bill was as a co-author. He pushed for the Bill and worked hard to put it together.

He relied on information from other people on the committee who were more experienced with education than he was to influence his decisions concerning the Bill. This reliance on other legislators indicated a political value category.

As far as input from educators, Rep. Knight relied on other legislators who had been educators themselves, as well as the information these legislators gathered from educators. He did not receive much input from educators personally.

The purpose of the Bill, according to Rep. Knight means that every child would have equal access to good quality schools and be able to have the opportunities necessary to help them be a success in life. This notion seems to reflect an ethical value category in that education seems to be value for itself.

Class size has been studied and results have been varied. Some studies saying reducing class size increases learning while other say it does not. He indicated that teachers themselves have told them that other than the teacher, the single most important factor affecting

learning in the lower grades is class size. He believes this. Reducing class size demonstrates a technical value category as a means toward increasing learning.

The testing program was a way to help compare what has been happening in the schools. It has been used improperly. The testing program should be used by schools to locate areas in which they need to be strengthened. This indicates a technical value category.

Rep. Knight feels screening for developmental readiness is extremely important. He feels if children are pushed into school before they are ready, it might cause them to dislike school. This screening reflects a technical value category because it is used to indicate future success in school.

The grants for cooperative programs have worked very well. Rep. Knight feels it has benefited many districts. Grants have provided the funds to allow school district to offer courses which they could not have funded on their own. This demonstrates an economic value category.

Five-year improvement plans were to get school districts to think about "where they were and where they wanted to go." Rep. Knight believes that planning is a necessity. From local newspapers he read several articles which indicated pride in the plans which school districts had made for themselves. The notion of "where they were and where they wanted to go" indicates a technical value category. The five-year plans show the way.

Rep. Knight felt the Bill was very effective and would not wish to make any changes.

Representative Kerry Lee (June 1, 1988)

Representative Kerry Lee was a principal author of HB 1466. She was instrumental in the initial stages as well as throughout. People began to share their ideas through small gatherings where education would be discussed. These people were tying their support to certain things in the package and did not seem to care what else went into the Bill as long as their items were there. She tried to coordinate these efforts.

Educationally, she holds a B.S. and a master's degree and has been a teacher. She has good, positive feelings about her schooling and would not change anything. The support she received from her family to get all the education she could proved most valuable.

The factors which influenced Rep. Lee were numerous. One was putting together a legislative package that would garner enough support to pass. The others were the various people who wanted certain items included in the Bill. There was much to give and take in order to reach a consensus on what should be included. "It does reflect values, but not just one set of values." Many individuals' values entered into the makeup of this Bill. It often depended on how strongly someone felt about certain items.

There were often trade-offs for support of certain programs. This demonstrates a political value category.

There was "very little" input from educators. She was surprised that there was not much interest. "We really got very little formal input." The one item of interest to educators was the career ladder, and it came out of the Bill very early. Once this came out "there seemed to be much less interest in the Bill."

According to Rep. Lee, the purpose of the Bill means making a commitment to resources to fund these items. This expresses an economic value category.

Her personal view on class size is that there is a correlation between the number of students in the room and a child's ability to get a quality education. Individualized instruction but cannot be there when the class size is too large. Although she did not cite research to back up her statement, she gives the impression that it would be so. Therefore, a scientific value category is recorded.

Rep. Lee was not "wild about" the testing program. This was an area in which others felt strongly. She simply went along with the recommendations of others. This indicates a political value category.

Several different people supported this program to provide screening for development readiness. They indicated that children develop at different rates. It was a "mechanism to draw attention to information that might be

valuable in terms of a child's entry into school." She felt it was a "building block, trying to get kids off to an appropriate start." Since it was seen as having a value of its own it reflects an ethical value category.

Incentive grants were a means to allow small school districts to offer all the programs which would be needed for college entrance and which they could not offer on their own. This demonstrates a technical value category.

She stated that the five-year improvement plan was a compromise between people who "felt we should tell school what to do" and those who believed in local school control. It was a way to "improve quality, but let local standards be set." A political value category is demonstrated.

Rep. Lee would have lowered class size to eighteen and encompassed kindergarten through third grade if she could have. She would also like to see some type of salary incentives and professional recognition so people can and will stay in the classroom.

Representative Jim Long (July 27, 1988)

Representative Long's background is in teaching. He identified vocational courses to have been the most valuable in his own educational experience. Vocational courses had been very limited and he wished there had been more opportunities, when he was a student, to have taken more of those courses.

As a member of the education committee Representative Jim Long helped in the writing and formulating of the Bill. He did not receive much input from other educators except for visiting with a few he knew personally.

The factors that most influenced him were political. He knew that for the Bill to pass it would require a large number of votes. There had to be some trade-offs involved to secure the votes needed for passage. Legislators seemed to have a particular portion of the Bill for which they held a special interest. They would be willing to trade support in exchange for support from other legislators for items they felt were important. In this way politics played a role in the Bill's formulation, and a political value category was apparent.

His opinion of the purpose of the Bill was that most of the principles listed were just to "sound good." They were placed there to achieve good public opinion for the Bill. This reflects a political value category.

He felt strongly about limiting class size in the lower grades. Even though he had taught secondary vocational classes, he felt it was important to keep class sizes small in the first three grades. The individual attention at that stage could produce benefits lasting through a student's school years. It was seen as a means to providing a better quality of education and, as such, expresses a technical value category.

Representative Long felt that testing was not important. He believed that there was already too much time devoted to testing students. He indicated that the testing program was merely used as a means to justify putting more money into education. The public demands to know how its money is being spent and with what results. The testing program was a way to give the public "results" in a form it could understand. Therefore, it expresses a political value category.

Having taught for many years in secondary vocation courses, Representative Long did not feel he had the expertise needed to make decisions about the "little students." Therefore, he offered no comment on developmental screening.

Grants for cooperative programs was a method to enable small schools to provide the courses necessary for college entrance. This program depended primarily on financial resources available from the state. Without them these smaller school districts could not provide the courses which would enhance their students' educational experiences, and enable them to meet college entrance requirements. This does express the program as being a means to an end, however, it relies upon financial resources to be made available, and thus reflects an economic value category.

Rep. Long did not place much value on the five-year improvement plans. He felt that it would just be more

paperwork for the schools which would be placed on a shelf to collect dust. It was placed in the Bill, in his opinion, to obtain favorable public opinion for the Bill by requiring school districts to make long range plans which would involve public input. This reflects a political value category.

Considering the condition of the state's economy, Representative Long did not express a desire to change the Bill. He felt that to do so would require funding which was not available.

Representative Clyde Love (June 15, 1988)

Representative Clyde Love has a background in teaching and administration. He was educated in a two room schoolhouse and a small high school. From there he attended college and received a B.A. He felt his schooling was as good as anyone was getting at the time, but feels his children are receiving experiences now which were not available to him. The most valuable portion was living in a close family setting in rural Oklahoma and bypassing many of the problems found in urban schools.

He served as a co-author of HB 1466 and worked in the development of the Bill.

According to Representative Love, considerable research was done during the preparation of this Bill. He spoke of gathering data from several states on their education reforms and talking with legislators from those

states also. All these data were then "sifted through" and reviewed along with input from people in Oklahoma. The legislators then arrived at the "language" used in the Bill. This use of research reflects a scientific value category.

Representative Love maintained that input was received from many resources, one of which was educators. The legislators talked to parents, teachers, students, and others who were concerned with the state's schools. Input was solicited from each level of education as well as vocational education.

The intent, what we were trying to do, was to implement programs in Oklahoma which would keep us competitive with surrounding states as well as the entire nation.

It was also to prepare students for the future. This intent expresses a technical value category.

By limiting class size "teachers will be able to do a better job of teaching." The students will benefit from receiving better instruction, because the teacher will have more time. Thus, a technical value category is displayed using class size as a means to a better quality education.

He considered the testing program as "one of the most controversial parts of House Bill 1466." It was felt that it would give an indication of how well Oklahoma was educating her students. Using the test scores as a basis, areas of strengths and weaknesses could be found. The testing itself would be used as research to develop a

better educational program in Oklahoma. This expresses a scientific value category.

Screening for developmental readiness was "trying to identify areas students may have special kinds of need in." By finding these areas "it will help us do a better job in educating the student." This indicates a technical value category using the screening as a means to a better education.

Grants for cooperative programs allowed schools to "pool their resources." This would allow schools to provide programs which would otherwise not be available to their students. The grant money makes this possible, and so displays an economic value category.

The five-year improvement plan allows districts to "access what kind of job the school are doing to set goals for the future." It also allows a chance to "constantly evaluate what kind of job we are doing in education." It seems that Representative Love think of five-year improvement plans as a means to improving education in the state. This reflects a technical value category.

Representative Love would like to include items in the Bill which had previously been cut due to lack of funds. He realizes these funds are not available now, but if they were, he would raise teachers' salaries.

Dr. Peggy Moore (July 18, 1988)

Dr. Peggy Moore holds a B.S. in elementary education, a master's degree and a doctorate in higher education. She extols the support of her family and community in her education. The schooling itself was not outstanding because, in her opinion, we should be teaching children to think. The most valuable aspect was the good teachers who did teach children to think, gave a good background in literature, and helped students see the relationship between learning and later life.

She worked as a lobbyist for the Oklahoma Education Association as well as joining in with the small groups who had been discussing Oklahoma's educational needs for some time. The goal was to not develop something that would be "politically expedient, that would be satisfying to the people, but not be truly reform." The state legislator was under pressure to satisfy public demands for accountability and a national pressure to go back to the basics.

When things are changing and you can't quite grasp where you think they should go, it's only human nature to try to grasp on to what you are familiar with.

This was what was happening with education. "It was leading us in a direction we didn't need to go."

When asked about factors which influenced her decisions concerning the Bill, Dr. Moore indicated that she felt teachers should play a large part in education legislation, although there was very little input from

educators on this Bill. She is convinced a grass roots effort is what it takes to implement reform. However, Dr. Moore stated that the political pressure was extremely powerful from the business sector and the "outside world" that "we end up compromising quality for something that they feel is expedient." These comments indicate a political value category.

"Just words," was Dr. Moore's comment when asked about the purpose of the Bill, "Words to satisfy the public." The words indicate a concern for the children, which is real, but has no other meaning. It expresses a political value category.

Dr. Moore feels very strongly that class size should be lowered, especially in the first three grades. She feels that sixteen should be the maximum in kindergarten and first grade. Even in the upper grades where larger classes can be more easily accommodated, Dr. Moore brought up the problem of space. Classes should be allowed enough space for children to be able to move around and have room for small group activities. This is often disregarded. Children deserve to have enough room to be comfortable and participate in activities. The younger students need more room to move around without distracting one another than the older ones. Limiting class size is pictured here as something that is valuable in itself and therefore reflects an ethical value category.

The testing program

. . . is just one means of evaluating where we are
. . . if we are under pressure from outside to have
high test scores, we will high test scores, and we
have had higher test scores since this act was passed.
It is easy to say we have improved the quality of
education, because look, our test scores are coming
up. But have we really?

Evaluation should not be limited to standardized tests.

The community should be involved in deciding what
evaluating criteria to use.

I am concerned that when we use only the test that we
steep ourselves in mediocrity . . . we teach toward
it, we get high scores, but then we still have
children who can't make a decision.

A political value category is expressed through these
comments.

Screening for developmental readiness is important for
developing an educational program for the child, not for
retention. Placement should be a "team decision," and this
is just one criterion. Screening, in this regard, is a
type of research, of data gathering, to aid in developing
an educational program. This demonstrates a scientific
value category.

Dr. Moore had no comment concerning incentive grants.

The five-year improvement plan is "a lot of paperwork;
it satisfies a lot of people." It tends to be something
which is done because a piece of paper is required. It is
not developed fully as it should be. The five-year
improvement plan reflects a political value category.

Dr. Moore would have developed the Bill differently.
She even believes the public would ask for something

different now. She did not, however, expound on what those differences might be.

Representative Kay Palmer

(August 2, 1988)

Representative Kay Palmer worked on a subcommittee which drafted the Bill and worked very closely with the staff, particularly on classroom size reduction.

She remembers her schooling, in a large city in Oklahoma, as good because she was taught to be articulate, to have good grammar and spelling, and to be self-motivated. She feels today's schools do not have enough discipline.

The factors that most impressed Rep. Palmer were her own grandchildren. She was "appalled" at the education they were receiving in Oklahoma schools. She felt that something must be done to improve the quality, and therefore, become active in this Bill. Hence, her commitment to this Bill, seems to reflect an ethical value category, in that it would be something to aid her own grandchildren. It would make a difference in their lives.

Rep. Palmer had at least a dozen meeting in her home with educators in order to get their viewpoints on what should be done in education. She indicated that they were "very supportive of me." Their input was highly valued by Rep. Palmer.

In her opinion, the purpose expressed exactly what they were attempting to do.

Not only would the schools, the wealthy schools, be able to afford the kind of teachers, the kind of programs that were essential to a quality education, but also the little schools, the poor schools, that they would have the same advantages regardless of their geographical location.

The references to wealth indicate an economic value category.

Rep. Palmer seemed disappointed that class size limitations "had not been fully implemented as was the intent, because of the financial impact on school districts." She felt that school superintendents did not support class size reduction as she did. They did not feel that class size reduction "would result in improved education quality for the amount of money it would take." Therefore, each year if there was trouble financing it, class size would be held at the previous year's level. "I'm not sure it is any further along than the day it was enacted." These comments reflect an economic value category.

No comment was given concerning the testing program.

Screening for development readiness is something which Rep. Palmer believes is needed in Oklahoma. She feels that educators have not had enough input concerning when a child enters school. "So many times a child is not emotionally mature enough . . . a lot of things go in." Rep. Palmer continued "It might benefit that child not to go to school one year, or delay their entry. Her opinions regarding

screening for developmental readiness seem to indicate a scientific value category. She apparently considers the screening as a way of gathering data, or research, concerning each student.

She strongly opposes "pork barrel" type grants. She feels that each school should have the opportunity to try for grants on a competitive basis. This notion demonstrates a political value category.

Rep. Palmer felt, that regarding the five-year improvement plan, the funds "were not available for these particular programs." The taxpayers had been "unwilling" to provide the necessary funds. She feels that as a result, the programs had not benefited the students as fully as they could have. This shows an economic value category.

Concerning changes in the Bill, Rep. Palmer felt that perhaps there was too much emphasis placed on testing as a measure of educational quality. Further, she thought that since the career ladder was not included, maybe some type of incentive pay might induce teachers to "go the extra mile."

Representative Jack Robbins

(August 12, 1988)

Representative Jack Robbins was educated in a small city and completed college. He considers himself to have been lucky in that he had several "phenomenal" teachers.

He attributes it to the fact that in those day there was not much open to bright young women except teaching. That is not now the case and so education does not get as many of these exceptional women as it once did. He remarked that "at each critical point as a student I had that remarkable teacher that is the catalyst to developing an exciting educational experience."

His role in HB 1466 was not a major one. He always backed education, but was not a member of the committee drafting the Bill. He was an advocate on the floor, but not in the committee process.

The major factors that impressed Rep. Robbins were limiting class size and testing. He also felt that teacher salaries needed to be legislatively administered because local school boards often "frustrate legislative intent," particularly on teachers' salaries. His strong feeling in these areas came from "personal experience or a lot of communication with master teachers." Concerning the other items "I did what legislators frequently do, and that is rely on the expertise of legislators that you trust." One further source of influence was the apparent "grab bag" situation which existed with this Bill and as well others. This is a "fusing of a number of things perhaps not extremely related." One of the reasons for this "grab effect" is that certain programs could not survive on their own.

You have to put programs that don't have a lot of advocates out of the body as a whole, but the real movers and shakers in education really believe in them. You've got to stick them in here. Maybe some people are opposed to student testing, but they want to give their teachers a raise and so will vote for the Bill that way.

There exists in these comments a political value category.

Rep. Robbins did not feel that there existed a very organized impact from educators with respect to himself. He discussed matters with personal friends, relatives, and legislators which were teachers. The involvement of the Oklahoma Education Association was very evident in this Bill as always, according to Rep. Robbins. He wished more teachers were aware of the Association's influence.

He maintained that the purpose was the same as it always is in regards to education. It is simply a broad statement disclosing the Bill's intent. This time there really was some thought put into this preamble in order to express the feeling of the legislative intent. An ethical value category is displayed because the thoughts expressed were good in themselves.

Reduction of class size was "critical" in Rep. Robbins' opinion. He placed great concern in his belief that families do not have the cohesiveness they have had in the past. He looks to the first few years of school to help in areas where the family may have failed. His view of class size reduction demonstrates an ethical value category. It is important of itself.

"It is difficult to go somewhere if you don't know where you've been and you don't know where you are." These were Rep. Robbins' opening comments concerning the testing program. He expressed the hope that a high school diploma would mean that a student would have certain levels of skills. The testing program was a way to compare how schools "measure up." This reflects a technical value category.

Rep. Robbins declined comment on the area of screening for developmental readiness.

Grants to fund cooperative programs were very beneficial to the quality of education provided by Oklahoma schools according to Rep. Robbins. He expressed excitement over the possibilities posed by these grants. "The thought that some real academically oriented student in Guymon could have Russian if he wanted is pretty exciting." This also reflects the purpose of providing educational opportunity for every child. These thoughts indicate an ethical value category. Rep. Robbins did not mention these educational opportunities as a means for college entrance, but for the good of the student.

Rep. Robbins' remarks concerning five-year improvement plans were "Well, Stalin invented five-year plans I guess. Democracies have always tried to set up a system where we evaluate ourselves." He went on to say that "you sort of write into these things the time periods for evaluation, and they don't work, usually." He felt there had not been

much progress made as a result of the five-year plans. A technical value category is expressed, even though it may prove to be an effective means.

When asked about changes he would make to the Bill, Rep. Robbins replied "I probably wouldn't make any." He went on to explain that in Oklahoma changes must be made "incrementally." Change can only come about slowly.

Representative Dan Smith (August 9, 1988)

Not a member of the education committee, Representative Dan Smith did not have much impact on the drafting of HB 1466. He was, however, interested in the class size aspect. He had once served on a school board for the expressed reason of lowering class size in the district. He felt it very important to do so.

Representative Smith's own schooling experience was of a better quality, in his opinion, than some of the children receive today. He felt he had much more science and math than many of today's students. He found competition to be the most valuable experience for him.

"The main things I was interested in were the testing program and class size." He was influenced by North Carolina's success with a criterion referenced testing program. North Carolina was the top in the nation in the last year's ACT scores, and this very much impressed Rep. Smith. He felt that Oklahoma should have similar successes. The criterion referenced testing was looked

upon almost as research to him, and so reflects a scientific value category.

Rep. Smith stated that there was "some input" from teachers. He did not recall any input from the Oklahoma Education Association, School Boards' Association, or Superintendents' Association.

The purpose means that "we will do the best job of educating our children possible." He indicated that we were fifteenth in the world in education. "We are in a world environment. Our children must attain their greatest possible level if they are going to compete with people from other parts of the world." Rep. Smith seemed most concerned that our children have the best education possible. The idea of world competition simply emphasized this need, but was not actually seen as an end in itself. Therefore, an ethical value category is demonstrated in offering the best education possible for our children.

Earlier in the interview he expressed his interest in lowering class size. Rep. Smith was somewhat dismayed that even though it was included in the Bill, it did not actually take effect until this year because of a lack of funds. A need for funds to accomplish the task indicates an economic category.

The testing program was seen as an indication of what a child was learning, a method of accountability. It was to encourage everyone to "try a little harder." This focus

on testing as an accountability measure demonstrates a technical value category using it to evaluate success.

Rep. Smith considered screening for developmental readiness as "very important." He mentioned the creation in many schools of a developmental first grade class in which those students not ready for first grade could attend. It would provide an extra year between kindergarten and first grade to allow those children to more fully develop. Rep. Smith was concerned about "social promotion," promoting students by age rather than ability, and felt that it had been in place for too long.

We push a child forward whether he is developmentally ready or not. That is something we felt should be addressed. I'm not sure we addressed it enough.

These concerns reflect an ethical value category.

Incentive grants are simply a "carrot approach." These programs allow schools collectively to do what they could not do separately. They were designed to allow students in small schools to have access to the same kinds of programs as those students in large schools. Yet, it all hinges on the availability of funding for the grants. This indicates an economic value category.

Change comes slowly. The five-year improvement plan was a way to get a start toward change. "Hopefully in the five year time frame we can effect some change." He felt if most of the items in the Bill were accomplished, it would indeed effect some change. The five-year plan, then,

was a means to an end, and thus demonstrates a technical value category.

As far as changes to the Bill, Rep. Smith expressed the desire to lower class size more rapidly, but realizes it could not be accomplished without more money.

Representative Casey Wade (July 18, 1988)

A major author of the Bill, Representative Casey Wade was the one person in his party who was willing to take the lead, and it was hoped that others would join with their support.

He has a background in teaching. He felt his education was generally good and contained many advanced courses. The experience of having a teacher who would teach beyond the textbook was most valuable. Social promotions, underpaid teachers, and grade inflation were the areas needing correction.

His main interests in the Bill were testing and a career ladder.

I was in favor of including in the Bill most anything that, as a general consensus, the major authors who were working on it felt like would improve education.

He indicated that there was a public consensus for putting more money into education "if they [the public] felt like they were getting something for their dollars." This emphasis on money demonstrates an economic value category.

Rep. Wade said input came from teacher "almost daily." He indicated input from the Oklahoma Education Association

as well as meeting where he did nothing but discuss this Bill with teachers. One meeting in particular was where he was "almost lynched by a group of teachers" who voiced their negative opinions on a career ladder.

He had not comment on the stated purpose of the Bill.

Rep. Wade's comments on class size were

We believe that students who are in a classroom with a student/teacher ratio which allows the teacher to spend more time with each individual student improves education.

Class size is used as a means to a better education. This reflects a technical value category.

The testing program was used as an objective way for the teacher to "know whether the subjects and the information that they are teaching is getting across to the students." This allows a chance for improvement. In this case, he uses the testing program almost as research which reflects a scientific value category.

Rep. Wade mentioned research which indicated that it is important to note where students are "so that you are not overwhelming them when you start out." He noted that students develop at a different rate, and that it was important to not move students to the next level until they were ready. This demonstrates a scientific value category.

Concerning grants to fund cooperative programs he replied "We put that in to satisfy some of the rural people as to what we were doing to help them." Consolidation of school districts has long been a topic of controversy in Oklahoma. The grants were seen as an alternative to

consolidation which would allow these districts to offer courses which would otherwise be unavailable to their students. A political value category is expressed.

Five-year improvement plans were to mandate that school districts show the Department of Education some results of the improvements they planned to make in their districts. They were not to

. . . just test their children and throw away the results, but to actually show . . . that they were looking at the results and had some sort of plan to improve upon the results in the areas in which they were deficient.

This reflects a means to an end, and a technical value category.

The single change he wished to make was "to put my career ladder back in."

Representative Fred Wood (August 3, 1988)

Rep. Fred Wood was not on the committee initially, but became a co-author when the Bill came out of committee. He felt it was something Oklahoma needed. His role was mostly one of support and discussing issues with committee members.

His own education was considered poor. The best part were some teacher who made him think and question things. The portion that needed correction was the classification system in place at that time in his school system. The classification system reflected students' learning ability by labeling the class in which he was placed. The

categories were A, B, and C in order from best to worst. A student's classification reflected his grades.

There was one major factor which influenced his decisions.

I have never seen proof that class size, until you get under fifteen, means a great deal once you get past the first or second grade, and even that is in question in my mind. I also know that when class size gets over twenty-six or twenty-seven it becomes a problem.

Dropping the class size by one will cost three million dollars. An economic value category is demonstrated.

Rep. Wood indicated that he received "very little" input from educators.

He maintained that the Bill was trying to accomplish the stated purposes. Upon graduation, students should have the skills needed for a successful life. Rep. Wood felt this was the purpose of the Bill. This purpose reflects a technical value category.

Lowering class size was to increase personalized attention between teacher and student. He was not convinced that lowering class size would accomplish this.

I went along with the Bill because that was the way it was going to be. In my personal opinion, that's a union demand, that's a union contract. That creates more jobs for teachers.

Rep. Wood felt it would be more effective if the lower grades had class sizes down to fifteen, but then the upper grades have larger ones. Since he seemed to bow to other's opinions, it expresses a political value category.

The testing program act was an attempt to determine what students had learned, if they were getting the "right" instruction, and to compare them to others. "It gives you a reference point to see how your system is doing against others." This indicates a technical value category.

Rep. Wood had no comment on screening for developmental readiness. He indicated that he did not even know what it meant.

Incentive grants were given primarily to rural schools to enable them to offer courses which they could not fund on their own. Rep. Wood felt the program was a good one. It represents an economic value category.

Rep. Wood had no comment on the five-year improvement plan.

He admitted he would not change much about the Bill. One thing he would add would be to have only experienced teachers teaching in kindergarten through third grade. No first year teachers could teach at that level. He emphasized that phonics should be a focal point at those grades. He would also insure that the class size would be around fifteen in the lower grades.

Summary of Data

Since many of the people involved in the Bill were not major contributors, it is interesting to compare the value analysis of those who were principal authors with those who had only minor roles. The principal authors as identified

through the interviews were: Representatives Adams, Carter, Knight, Lee, and Wade. The Tables I and II show that comparison.

The value category most often displayed by the principal authors was the political (34%). It was evident throughout the interviews that developing a Bill that would be able to pass was essential. Without the necessary support, the legislation would fail. The necessity of political support resulted in numerous trade-offs between legislators. These trade-offs were mentioned frequently in interviews. Minor authors were also very much aware of the need for support (29%).

Principal authors were more likely to use research than minor authors (11%-6%), but this is to be expected since the principal authors must have a basis for the language of the Bill. The largest difference between the two was in the area of economics. Principal authors (11%) were much less concerned than minor authors (21%) for funding. The major authors seemingly directed their energies toward the substance of the Bill rather than its financing, although they were consciously keeping the cost realistic.

Another difference worthy of comparison is that of educator/non-educator. Ten of the twenty-two individuals interviewed were former teachers. Tables III shows a value analysis of educators interviewed, while Table IV displays the data of the non-educators interviewed.

TABLE I
VALUE ANALYSIS OF PRINCIPAL AUTHORS

	<u>Tech.</u>	<u>Pol.</u>	<u>Sci.</u>	<u>Aes.</u>	<u>Eth.</u>	<u>Econ.</u>	<u>No Com.</u>
Factors		4				1	
Purpose	1	1			1	1	1
Class Size	2		2			1	
Testing	2	2	1				
Screening	1	1	1		1		1
Grants	1	2		1		1	
5 yr. Plan	3	2					
Totals	10	12	4	1	2	4	2
Percentages	29%	34%	11%	3%	8%	11%	8%

TABLE II
VALUE ANALYSIS OF MINOR CONTRIBUTORS

	<u>Tech.</u>	<u>Pol.</u>	<u>Sci.</u>	<u>Aes.</u>	<u>Eth.</u>	<u>Econ.</u>	<u>No Com.</u>
Factors	1	9	3		1	3	
Purpose	6	3	1		2	4	1
Class Size	8	1			2	4	2
Testing	11	5	1				1
Screening	2	7	2		1		5
Grants		2			1	13	1
5 yr. Plan	7	7				1	2
Totals	35	34	7		7	25	12
Percentages	29%	29%	6%		6%	21%	10%

TABLE III
VALUE ANALYSIS OF FORMER EDUCATORS INTERVIEWED

	<u>Tech.</u>	<u>Pol.</u>	<u>Sci.</u>	<u>Aes.</u>	<u>Eth.</u>	<u>Econ.</u>	<u>No Com.</u>
Factors		7	2			1	
Purpose	3	3	1			2	1
Class Size	6		1		1	1	1
Testing	4	4	2				
Screening	1	1	5		1		2
Grants	1	2				6	1
5 yr. Plan	4	6					
Totals	19	23	11		2	10	5
Percentages	27%	33%	16%		3%	14%	7%

TABLE IV
VALUE ANALYSIS OF NON-EDUCATORS INTERVIEW

	<u>Tech.</u>	<u>Pol.</u>	<u>Sci.</u>	<u>Aes.</u>	<u>Eth.</u>	<u>Econ.</u>	<u>No Com.</u>
Factors	1	6	1		1	3	
Purpose	4	1			3	3	1
Class Size	4	1	1		1	4	1
Testing	9	2					1
Screening	2	2	3		1		4
Grants		2		1	1	8	
5 yr. Plan	6	3				1	2
Totals	26	17	5	1	7	19	9
Percentages	30%	20%	6%	1%	8%	23%	11%

The greatest differences between the ten educators and the twelve non-educators in the expression of their values through Oklahoma House Bill 1466 were in the political (33%-20%), scientific (16%-6%), and economic (14%-23%) value categories. The educators displayed a greater awareness of how politics affect education legislation than did non-educators. The former educators interviewed considered politics as being very important in the passage of the Bill as indicated by their choice of the political category more often than any other. The non-educators, on the other hand, used the technical category, a means to an end, as the one most often selected. From personal interviews it was apparent that those legislators who had once been educators expended a much greater amount of effort toward research and soliciting input from those with expertise in the field of education. The non-educators seemed more likely to rely on other legislators or their own personal opinions.

Educators were concerned with economics (14%), but to a lesser degree than non-educators (23%). A non-educator, Rep. Edwards, made the following statement concerning the economic problems facing Oklahoma when asked about the purpose of the Bill. "It is not worth the paper it is written on if the money is not there to do it."

Summary of Factors Used

When asked for the factors used to decide on what should be included in or excluded from the Bill a variety of answers were offered. More than one criterion was commonly used by each legislator. Of the criteria mentioned, the following indicates in rank order their frequency by percentages. The total amount exceeds one hundred per cent because more than one criterion could be mentioned by a legislator.

1. 68% - Teacher input
2. 36% - Public opinion
3. 32% - Legislators who were teachers
- 32% - Research
- 32% - Personal opinion
4. 18% - Politics
- 18% - Economics
- 18% - Comparison with other states' programs
5. 14% - National reports, such as Nation at Risk

Several legislators indicated that most of the teacher input consisted of opinions concerning the career ladder which was removed before the final vote was taken. These same legislators mentioned that once it was removed, there seemed to be very little concern from teachers toward the Bill. Surprisingly, the national reports did not have a large influence on the legislation itself, although they kept education in the public eye.

Responses to Interview Question Eleven:

What changes would you personally,
wish to make to the Bill if
you could?

Each person interviewed was asked how he/she would change the Bill if possible. Five indicated that they were satisfied with the Bill as written. Following is a listing in rank order of changes wished. The number exceeds twenty-two, the number interviewed, because some offered more than one change.

1. Four suggested a career ladder or merit pay.
Four wanted to back up the goals with more money.
2. Three wished to lower class size more rapidly.
3. Two wanted to lower class size in K-3.
4. One each:
Take out kindergarten screening.
Add "no pass, no play."
Take out half of the testing.
Raise teacher salaries.
Ask more teachers in input.

Value Analysis of Oklahoma

House Bill 1466

The following analysis of Oklahoma House Bill 1466 uses the same categories and definitions as the analysis of interviews. There are a few section that do not lend themselves to value analysis, and so have been listed

without a category. A perusal of the Bill (See Appendix A) will show that some sections were not written in a way in which they could be categorized. The following is that analysis:

Legislative Intent and Principles

The legislature specified

The purpose of this act is to provide an improved quality of education in the public schools of the State . . . and . . . the best educational opportunity for every child in Oklahoma.

It further states five principles (p. 2) upon which the Bill is based:

1. Children are the most cherished and valuable asset of this state and this country. Providing the highest quality education for our children is both a fulfillment of a duty and an investment in our greatest natural resource. Speaking of children as a resource reflects an economic value category.

2. A strong system of public education is necessary for the preservation of a democratic society as well as the survival of an economy which must compete in a world market. This illustrates an economic value category.

3. Investment in improvements in Oklahoma's system of public education is particularly vital at this time in order to revitalize the economy of Oklahoma. Education is the foundation for the quality of life in Oklahoma and is, therefore, necessary for the economic development of

enlightened self-interest by the people of Oklahoma. An economic value category is served,

4. The quality of education depends/ends largely upon the individuals who undertake the responsibilities for educating our children as their profession. Efforts to attract and retain individuals of the highest quality as professional educators must reflect the importance of this issue. This displays a technical value category as a means to an end.

5. The setting of academic goals which strive to challenge each child to research his or her potential is necessary to determine the programs which should be offered by our schools. However, these goals are meaningful only if the financial resources are invested in a commitment to reach those goals. Thus, an economic value category is displayed.

Limiting Class Size

The Legislature provided that class size would have a ceiling of no more than twenty-four students for the school year 1985-86 and would continue to drop by one student each of the next four years until 1989-90 the maximum would be twenty students per class in grades one through three. Grades four through six were limited to a class size of twenty-five students, while grades seven through nine were to have a maximum class size not to exceed thirty-six students. It further provided for penalties, exceptions

were allowed were physical education, music, art, typing, vocational courses, and library (p. 6). This item has relied on funding and reflects an economic value category.

Oklahoma School Testing Program Act

The State Board of Education was given the responsibility to oversee the implementation and administration of the testing program. The testing program was designed "to assess student academic achievement and shall consist of a norm-referenced test with nationally standardized data to be administered on an annual basis" (p.6). The purpose of the program shall be

. . . to afford a component for use along with other pertinent data in evaluating the effectiveness of the public schools as shown by the competence and progress of pupils in basic skills.

It further stated that "Through applied research, the testing program should function ultimately to improve all phases of the state public educational system" (p. 6). The testing program demonstrates a technical value category.

A norm-referenced test was to be administered beginning with the 1985-86 school year to all students enrolled in "grades three, seven, and ten of the public schools of this state" (p. 7). Exempt were those students with individual education plans as a result of Public Law 94-142. The test was to cover

. . . reading, mathematics, language arts, communications, science and the principles of citizenship in the United States and other countries through the study of the ideals, history and government of the United States and

other countries of the world, and through the study of the principles of democracy as they apply in the lives of citizens (p. 7).

The State Board of Education was to ensure that school districts use the data to "prescribe skill reinforcement and/or remediation by requiring schools districts to develop and implement a specific program or improvement based on the test results" (p. 7).

In-service training would be provided to train school personnel who would administer the tests. Summaries of the test results would be submitted to the State Department of Education, individual school districts, and classroom teachers.

Beginning with the 1986-87 school year, every year prior to the convening of the Legislature in January, the Board shall give a summary report on the testing results to the Governor, the Speaker of the House of Representatives, and the President Pro Tempore of the Senate of the State of Oklahoma (p. 7)

Provision for a plan "for the implementation of a writing assessment component" (p. 7) was to be submitted prior to January 1, 1986. It was to be implemented "if funds are available" (p. 8).

Screening for Developmental Readiness

The Act calls for the State Board of Education to "develop and implement in the public schools of the states for developmental readiness prior to entry into public school first grade" (p. 8). During the 1985-86 school year psychometrists were to be trained to help school personnel

Incentive Grants to Fund

Cooperative Programs

These grants were created to enable small school districts to meet the needs of their students facing increased graduation and college entrance requirements.

Grants were allocated

. . . on a competitive basis to school districts with an average daily attendance of eight hundred (800) or less to enter into an agreement with one or more districts of any size or an accredited institution of higher education to provide classes in mathematics, science, a foreign language, computer education or music to elementary or secondary students (p. 9).

The funds were to be used for items relating to instruction, but not used for building construction. The grants are based in an economic value category.

Financial Aid for Textbooks, Libraries, and Computers

The legislative intent was to increase financial aid in these three areas: textbooks, school libraries, and instructional computers. Financial aid was to increase the funding to textbooks considering "the central importance of adequate instructional materials in the public schools." Expansion of the number of available media grants was deemed important because school libraries are "the foundation for learning and for meeting high accreditation standards." The Legislature stated

Instructional computers are valuable educationally in order to foster the competitive

and necessary skills demanded by technological advances in the world;

thus, more grants would be made available (p. 9). This reflects an economic value category.

Evaluations for Teachers
and Administrators

The following amendments were made to the law concerning written evaluations for teachers and administrators: (1) Be based upon a set of minimum criteria developed by the State Board of Education; (2), Beginning with the 1986-87 school year every tenured teacher shall be evaluated once every year; and (3) All personnel designated to conduct personnel evaluations shall be trained by the State Department of Education prior to conducting evaluations in the 1986-87 school year (p. 10). These evaluations display a technical value category.

Five-year Improvement Plan

Beginning with the 1986-87 school year, in order to receive accreditation by the state Board of Education, each local board of education shall adopt a five-year improvement plan for the district (p. 10).

The plans should include goals and expectations and be updated annually. Also included in the plans are a "specific program and/or remediation pursuant to the provisions of the Oklahoma School Testing Program Act" (p. 10). North Central accreditation should be a long-range

goal. This illustrates a technical value category by using the plan as a means to an end.

Salary

The legislative intent was that through "appropriations made available" teacher salaries become "commensurate with the responsibility of the profession" (p.10). Obviously, this reflects an economic value category.

Superintendents

This law was amended to allow a school of less than five hundred pupils to have a superintendent who also serves as principal (p. 10).

Gifted and Talented

Several amendments were made to the law concerning gifted and talented programs as well as identification of gifted and talented students. The definition of gifted and talented for the 1986-87 school year was

. . . those identified students who score in the top three percent (3%) on any national standardized test of intellectual ability. Said definition may also include students who excel in one or more of the following areas: (1) Creative thinking ability, (2) Leadership ability, (3) Visual and performing arts ability, and (4) Specific academic ability (p. 11).

The State Department of Education was to provide the staff for "assuring appropriate assessment and evaluation procedures for use by school districts" and for "enforcing

compliance with the provisions" (p. 12). A written policy statement specifying "criteria for placement of children in gifted and talented programs" should be "consistent for grades one through twelve" (p. 13). This item displays a technical value category in that it gives reference only to identification and placement of students.

Curriculum Examinations

Only two amendments were made in this area. The date was changed from July 1 to October 1, 1986, for completion of the curriculum examination in order to teach a subject area in which the teacher was not previously certified. The same date was selected for the completion of the curriculum examination for those person seeking certification in a particular subject area (p. 14). This type of evaluation demonstrates a technical value category indicating a means to an end.

Administrative Expenditures

This law limited districts with "an average daily attendance of more than one thousand five hundred students for the preceding year" to not more than eight percent of its total expenditures for administrative services. A penalty would be assessed to those districts by withdrawing funds from "Foundation and Salary Incentive Aid of the school district" (p. 15). Obviously, this deals with an economic value category.

Sections 27-31

These sections were very short. Section twenty-seven gave the legislative intent for teachers in the first three grades to hold "standard reading specialist certificates" (p. 15). Section twenty-eight state the Legislature's intent to "establish services specifically designed to benefit the blind and visually handicapped children" (p. 15). The next section repealed 70 O.S. 1981, Section 18-113, while the following section declared that each section could be "severable" and therefor not "impair any of the remaining parts or provision of this act" (p. 15). Section thirty-one declared a state of emergency so that the act was to "take effect and be in full force from and after its passage and approval" (p. 15).

The analysis coincides wit those of the interviews in that the technical value category rates as one of the top three. There is also a similarity in the near absence of

the aesthetic and ethical categories. A difference was noted in the political value category because of the nature of the sources being analyzed. The interviews indicated that many of the items showed public opinion or the necessity of acquiring positive public opinion. The Bill, on the other hand, did not use language reflecting a political nature. It simply stated necessity in the form of a need, usually a means to an end.

Summary

One purpose of this research brought forth in chapter one was to discover the extent of influence from the education community on the contents of House Bill 1466. It seems the answer was quite varied. During interviews, the answers to this question ranged from "very little" to "tons!" Overall, it seems that those legislators most likely to seek input from educators are those who were formerly educators themselves.

The other purpose of this research was to identify the values which were held by the Bill's authors which influenced their decisions as to what they felt should be included in the Bill. This has been accomplished through the process of value analysis.

This chapter presented the data as they were collected through interviews and House Bill 1466. It provided value analyses of both, as well as including background information on each person interviewed. Criteria for

including or excluding items from the Bill were discussed along with a listing of changes which interviewees would like to make.

The following chapter will offer a summary of data as it pertains to the research questions of the study. Recommendations for further study will be provided.

CHAPTER V

DISCUSSION AND RECOMMENDATIONS

The opening chapter posed two research questions which were the focus of this study. The review of literature gave an overview of methods under consideration for the improvement of education. These recommendations were compiled by various task forces and boards with the goal of improving the system of education in the United States. An explanation of the research techniques and the method of data collection were provided in the third chapter of this study. The data acquired during the interviews was presented and analyzed in the preceding chapter.

This final chapter will provide a summary of the findings as well as a discussion of the research questions posed. Recommendations for further research in the area of education legislation will be included.

Summarization of Findings

Representatives Adams and Edwards indicated some serious problems concerning the economy of Oklahoma which had a profound effect on this particular piece of legislation. There was a sudden drop in the price of oil which crippled the state's economy. This drop was not only

expected, but it had been predicated that exactly the reverse would happen. The price of oil was to have skyrocketed, and with it, the revenue in the state coffers. As a result of this turn-around there was an attempt to raise taxes more than they had been raised in a long time. It was felt that this was an opportune time to produce an education bill which would do more than maintain the status quo; indeed, it must contain some strong legislation in order to justify to the public that their money was spent wisely. This notion of the need to "justify to the public" was mentioned on several occasions. It seems there must always be some sort of tangible, measurable, result which can be easily identified whenever more money is requested.

During the course of the interviews some interesting facts about the workings of politics came forward. One such instance occurred when a minor author maintained that he was not on the committee and had not worked on the Bill. His only involvement was one public meeting which he attended with another legislator who was one of the principle authors and the actual signing of his name to the Bill. He mentioned that the only reason he was asked to be a co-author was his party affiliation. It seems that in order to garner support from his party it was necessary to have as many signatures as possible from that party on the Bill so that others would recognize it as something their party advocated. Apparently this tack was successful as it resulted in the passage of House Bill 1466.

Another aspect of politics which surfaced during the interviews was that of compromise of "trade-offs". Several legislators commented that quite often a legislator would be keenly interested in a particular aspect of a bill. When that occurred, he/she would work insistently toward achieving enough support to insure passage of the item desired. Frequently this would entail "trade-offs" or compromises. This meant that the legislator would trade his/her support for another item in exchange for support for the item he/she desired. This researcher was assured by legislators that this exchange of support is a commonly accepted and necessary practice in the legislative system. What occurs as a result, however, is the inclusion of items in a bill which are not supported by all of the bill's authors. It would be nearly impossible, according to legislators, to have a bill in which all of the authors agreed on everything included therein. The system of trade-offs and compromises aids in explaining some of the discrepancies noted in the value analyses of the interviews.

The birth of the ideas involved in House Bill 1466 was interesting in itself. Two representatives were attending a conference in another state. As they visited in the lounge of the hotel where they were staying, the conversation turned to improving education. There, on a cocktail napkin they began to write down areas of concern for Oklahoma schools. It was through impromptu meetings

such as this that concerned individuals began to air their ideas.

Through the instigation of one person, individuals interested in the improvement of education in Oklahoma met in her house on several occasions to discuss the topic length. These interested persons spoke to others, and so the ideas were formed that served as a basis for the origination of Oklahoma House Bill 1466, the Education Improvement Act of 1985.

The Research Questions

This study was an attempt to gain insight into the process involved in formulating education legislation in Oklahoma. Its focus was on the amount of input from the education community and the values held by the Bill's authors. However, since each piece of legislation varies in content, support, and persons involved in its formulation, it cannot be generalized that all other education legislation in Oklahoma would have similar results if analyzed in a similar fashion. There are many variables which have an effect on the contents of legislation. Of particular importance is the state of the economy. In Oklahoma the condition of the economy dictated portions of this Bill. The career ladder, for example, was not included in the Bill for two reasons: first, the teachers strongly opposed it and, secondly, the money did not exist in the state's budget to fund it even if it had

been included. Class size was another item that was affected by lack of funds. A moratorium was placed on reducing class size until the 1989-90 school year because the money was not available to support the reductions. Hence, each education bill would have its own variations as far as legislators' values and input from educators. It is hoped that this study will provide another way to look at legislation and the complex process involved in its formulation.

There were two questions posed in this study. The initial questions asked, what is the extent of influence from the education community on the contents of Oklahoma House Bill 1466?

Legislators, the persons who sponsor the legislation such as House Bill 1466, do not necessarily have a background in education; yet, they have a tremendous influence on what happened in our schools. According to Eisner (1985), persons who are instrumental in curricular changes in education should have considerable knowledge and experience in that field. Therefore, each of the persons interviewed were asked about the amount of input they received from the education community. The responses were varied and ranged from "very little" to "tons." By far the most influential factor for the legislators in deciding what to include in the Bill was teacher input. It was mentioned by more of the persons interviewed (68%) than any other criterion. Through the interviews it was apparent

that those who were former educators themselves were most likely to consult other educators as to what should be included in this Bill.

The second question was, what are the values which are held by the Bill's authors which influenced their decisions as to what they felt should be included in the Bill? Interviewing persons involved in the bill's formulation and applying Huebner's categories of value to their responses was the method used to discover the answer to this question. Values play an important role in the role of education. Butler (1954) indicated that persons involved in decisions regarding educational objectives show their values in those decisions. Other educators agree that education is not value-free (Dobson, Dobson, and Koetting, 1982; Freire, 1970; MacDonald, 1977; Phenix, 1966).

Language is a reflection of values. Marshall (1986), state "The language utilized to describe an object of interest is a reflection of the user's attitudes, i.e., values, toward the object" (p.8). Huebner's value categories offer a method of using language as a means to ascertain values. Thus the language used by the persons interviewed was an indication of the values they held. The results of these analyses are given in the following section.

Interpretation of Findings

Analyzing the responses of the twenty-two individuals interviewed indicated that there were several criteria which influenced legislators' decisions in identifying assumed problems. Sixty-eight per cent listed teachers as one of the criteria which influenced them in deciding that should be included in the Bill. Public opinion followed in second place with thirty-six per cent; with research, personal opinion, and legislators who were ex-teachers tied at thirty-two per cent each. Other criteria in order of influence were: politics, economics, programs of other states, and national reports. The realization that the national reports was the item of least influence was rather surprising. Considering the amount of publicity and public awareness achieved by these reports, it was assumed that they would have a greater bearing in the area of education legislation.

In reporting the findings of the study, the persons interviewed were divided into two groups of two: (1) educators, (2) non-educators, (3) principal authors, and (4) minor contributors. Comparisons were made between educators/non-educators and principal authors/minor contributors.

Ten of the twenty-two individuals interviewed were former educators, thus, twelve were non-educators. Interestingly, only one of the five principal authors was a former educator. The greatest differences between these

two groups were in the following categories: political (33%-20%), scientific (16%-6%), and economic (14%-23%), respectively. These figures seem to indicate that educators displayed a greater awareness of how politics affect education legislation than did non-educators. The former educators (Table III, p. 141) considered politics as being very important to the passage of the Bill, as illustrated by their choice of the political category more often than any other. Non-educators chose the technical category, a means to an end, most often (Table IV, p. 142). It was apparent through the personal interviews that those legislators who had once been educators directed a much greater amount of effort toward research and gathering input from others who have expertise in the field of education than did non-educators. Non-educators, on the other hand, were more likely to rely on their own or other legislators' personal opinions. Educators were less concerned with economics (14%-23%).

The principal authors were designated as such by a consensus of persons interviewed. The value category most often chosen by the five principal authors (Table I, p. 139) was the political (34%). It was evident that of primary consideration was the development of a Bill that would be able to garner enough support to pass. This necessity resulted in numerous trade-offs between legislators. Minor authors (Table II, p. 140) were also mindful of the need for support (29%). Principal authors,

much like educators, were more likely to use research than minor authors (11%-6%), but this is to be expected since the principal authors must have a basis for the language of the Bill. The greatest difference between these two groups was in the area of economics. Principal authors (11%) were much less concerned than minor authors (21%) about funding. Major authors seemingly directed their efforts toward the content of the Bill rather than its financing. They did, however, try to keep the cost realistic.

Interviewees were asked how they would change the Bill if they could. There were a variety of responses to this question, including four who would change nothing at all. With eighteen of those interviewed wishing to make changes in the Bill, it appears that there was a great deal of trade-offs and compromises through the process. The responses, in rank order, were as follows: four wished to include a career ladder or merit pay; four wished to back the goals with more money; three wanted to lower class size in K-3; two would have started with this Bill, then built upon it. There was one person with each of the following responses: take out kindergarten screening; add no pass/no play; take out half of the testing; raise teacher salaries; and ask for more teacher input for this type of bill.

When value analysis was applied to the Bill itself, it was found that it agreed with the analyses of the interviews in that the technical value category rates as one of the top three. There is also a similarity in the

near absence of the aesthetic and ethical categories. A difference was noted, however, in the political value category. This was, perhaps, to be expected due to the nature of the source being analyzed. The interviews indicated that many of the items showed the necessity of acquiring positive public opinion. The Bill, on the other hand, did not use language reflecting a political nature. It simply stated the necessity for whatever it recommended in the form of a need, usually as a means to an end. As should be expected, there was a vast difference in the language used in the Bill as compared to personal interviews.

Recommendations for Further Research

The writer first became interested in education legislation as an undergraduate. Discovering that the state legislature dictated much of what happened in public schools was disconcerting. It seemed logical that educators should have the most input into education legislation since they are the experts in the field. If educators did not influence the content of education legislation, what did? It was this question that led the writer to develop this study. This research has only scratched the surface of a broad area of study. The following are some recommendations for further research.

1. A value analysis of the authors of other education bills could be conducted with the results compared to those

of this study. Comparison might indicate if there was a pattern to the values held by the authors and the amount of influence from the education community.

2. Interviewing authors of other types of bills and noting the amount of influence from the experts in the field which that bill affects could be compared to the input from educators on education legislation. Do other professions or vocations have more influence on legislation affecting their fields of endeavor?

3. It was noted in this study that money spent on education needed to "justified". There has to be a tangible way of measuring the value received from the public's dollar. This seemed to be especially true when considering teacher salaries, such a through the career ladder which did not make it into this Bill. It was mentioned that every time teachers received a raise it always entailed an added duty or requirement be placed on the teacher to "justify" the raise. Is this just as true in other areas of legislation? Interviewing legislators could be a means of answering this question.

It is hoped that this study gave some insight into the process of formulating education legislation. It is a very complicated matter to decide what is important, what is needed, and how to go about making real improvements in education. Better understanding the role that values play in decision-making should make the persons involved more conscious of their motives. It was encouraging to note

that input from educators was the greatest single factor in deciding what was to be included or not in this particular Bill. Yet, with only sixty-eight percent of the persons interviewed receiving input from educators, the amount should not be considered sufficient. Perhaps this study will encourage legislators to seek more aid from educators.

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members of the Paideia Group.)

APPENDIXES

APPENDIX A

OKLAHOMA HOUSE BILL 1466

An Act

ENROLLED HOUSE
BILL NO. 1466

BY: BARKER, HANEY, LEWIS,
HENRY, WILLIAMSON,
VIRTUE, WILLIAMS (Penny),
KINCHELOE, THOMPSON,
ADAIR, FORMBY, ABBOTT,
DAVIS (Guy), JOHNSON,
HOBSON, BREWSTER,
ANDERSON, McDONALD,
McCORKELL, LEFTWICH,
GORDON, HOLT, STACY,
ROBERTS and HENSHAW of
the HOUSE

and

HOWELL, RANDLE and
TERRILL of the SENATE

AN ACT RELATING TO SCHOOLS; AMENDING 70 O.S. 1981, SECTIONS 5-106, 6-102.2, 6-114, AS AMENDED BY SECTION 2, CHAPTER 326, O.S.L. 1982, 6-156, AS LAST AMENDED BY SECTION 1 OF ENROLLED HOUSE BILL NO. 1299 OF THE 1ST SESSION OF THE 40TH OKLAHOMA LEGISLATURE, 6-162, AS AMENDED BY SECTION 2 OF ENROLLED HOUSE BILL NO. 1299 OF THE 1ST SESSION OF THE 40TH OKLAHOMA LEGISLATURE, 1210.301, 1210.303 AND 1210.307 (70 O.S. SUPP. 1984, SECTION 6-114); ENACTING THE EDUCATION IMPROVEMENT ACT OF 1985; STATING LEGISLATIVE INTENT AND PURPOSE; PROVIDING CERTAIN CLASS SIZE LIMITATIONS AND PROCEDURES; SPECIFYING PENALTY; PROVIDING EXCEPTIONS; PROVIDING FOR THE OKLAHOMA SCHOOL TESTING PROGRAM ACT; DEFINING TERMS; PROVIDING FOR TESTING OF SCHOOL CHILDREN; PROVIDING PROCEDURES; PROVIDING FOR A WRITING ASSESSMENT COMPONENT PLAN; PROVIDING FOR DEVELOPMENTAL READINESS SCREENING; STATING LEGISLATIVE INTENT CONCERNING EARLY CHILDHOOD EDUCATION PROGRAMS; PROVIDING FOR SCHOOL DISTRICT DISCIPLINE POLICY; AUTHORIZING CERTAIN GROUPS BE INVOLVED IN FORMULATING SUCH POLICY; STATING LEGISLATIVE INTENT AND REQUIREMENTS CONCERNING INCENTIVE GRANTS FOR COOPERATIVE PROGRAMS; STATING LEGISLATIVE INTENT CONCERNING TEXTBOOK PURCHASES, LIBRARY MEDIA GRANTS AND INSTRUCTIONAL COMPUTERS; PROVIDING FOR TEACHER EVALUATIONS; MODIFYING REQUIREMENTS OF POLICY FOR EVALUATIONS; PROVIDING FOR CERTAIN WORKSHOPS; REQUIRING ADOPTION OF IMPROVEMENT PLANS BY SCHOOL DISTRICTS; STATING LEGISLATIVE INTENT CONCERNING TEACHER SALARIES; AUTHORIZING CERTAIN SUPERINTENDENTS TO HOLD OTHER POSITION WITHIN THE SCHOOL DISTRICT; MODIFYING AND DELETING CERTAIN DEFINITIONS CONCERNING GIFTED AND TALENTED CHILDREN; MODIFYING DUTIES OF THE DEPARTMENT OF EDUCATION CONCERNING GIFTED AND TALENTED CHILDREN; REQUIRING SCHOOL DISTRICTS TO ADOPT POLICY FOR PLACEMENT OF CHILDREN IN GIFTED AND TALENTED PROGRAMS; PROVIDING FOR CURRICULUM EXAMINATIONS; MODIFYING CERTAIN DATES CONCERNING CURRICULUM EXAMINATIONS; STATING LEGISLATIVE INTENT CONCERNING A STUDY OF THE OFFICE OF COUNTY SUPERINTENDENT OF SCHOOLS BY THE STATE DEPARTMENT OF EDUCATION; PROVIDING PENALTY FOR EXCESSIVE EXPENDITURES FOR ADMINISTRATION COSTS; STATING LEGISLATIVE INTENT CONCERNING PLACEMENT OF CERTAIN TEACHERS; STATING LEGISLATIVE INTENT CONCERNING

VISUALLY HANDICAPPED CHILDREN; REPEALING 70 O.S. 1981, SECTION 18-113; PROVIDING FOR CODIFICATION; PROVIDING FOR SEVERABILITY; AND DECLARING AN EMERGENCY.

BE IT ENACTED BY THE PEOPLE OF THE STATE OF OKLAHOMA:

SECTION 1. This act may be known and shall be cited as the "Education Improvement Act of 1985".

SECTION 2. The purpose of this act is to provide an improved quality of education in the public schools of the State of Oklahoma and to provide the best educational opportunity for every child in Oklahoma. This purpose is recognized as being in the best interest of the citizens of the state, both present and future, and is based on the following principles:

1. Children are the most cherished and valuable asset of this state and this country. Providing the highest quality education for our children is both a fulfillment of a duty and an investment in our greatest natural resource.
2. A strong system of public education is necessary for the preservation of a democratic society as well as the survival of an economy which must compete in a world market.
3. Investment in improvements in Oklahoma's system of public education is particularly vital at this time in order to revitalize the economy of Oklahoma. Education is the foundation for the quality of life in Oklahoma and is, therefore, necessary for the economic development of the state. Education is the highest expression of enlightened self-interest by the people of Oklahoma.
4. The quality of education depends largely upon the individuals who undertake the responsibilities for educating our children as their profession. Efforts to attract and retain individuals of the highest quality as professional educators must reflect the importance of this issue.
5. The setting of academic goals which strive to challenge each child to reach his or her potential is necessary to determine the programs which should be offered by our schools. However, these goals are meaningful only if the financial resources are invested in a commitment to reach those goals.

SECTION 3. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 18-113.1 of Title 70, unless there is created a duplication in numbering, reads as follows:

A. The provisions of this subsection shall apply only to grades one through three.

1. Except as otherwise provided for in this section, no child shall be included in the average daily attendance of a school district for the purpose of computing and paying state-appropriated funds if that child is regularly assigned to a teacher or to a class that includes:

- a. for the 1985-86 school year, more than twenty-four (24) students;
- b. for the 1986-87 school year, more than twenty-three (23) students;
- c. for the 1987-88 school year, more than twenty-two (22) students;

- d. for the 1988-89 school year, more than twenty-one (21) students; and
- e. for the 1989-90 school year and each school year thereafter, more than twenty (20) students.

2. If a class or classes in a grade exceed the class size limitation provided for in this subsection, the class size limitation and penalty shall not apply if:

- a. the creation of an additional class would cause a class to have fewer than ten (10) students; and
- b. a teacher's aide is employed to serve with each teacher in a class that exceeds the class size limitation provided for in this subsection.

- 3. a. If a school district does not meet the class size limitation provided for in this subsection, the school district may apply to the State Board of Education for funds to assist that school district in meeting the class size limitation. The State Board of Education shall determine the method by which school districts may apply for said funds.
- b. Said funds shall be used for the payment of teacher and/or teacher aide salaries.

- (1) The State Board of Education may allocate two-thirds (2/3) of a teacher's salary to a district that qualifies for said funds to employ an additional teacher or teachers. Any such teacher shall be used in the grade affected to reduce each class in the grade. For purposes of this calculation, the amount for such allocation shall be based on said teacher's degree and number of years of experience as reflected on the State Minimum Salary Schedule.

- (2) The State Board of Education may allocate two-thirds (2/3) of the average salary of a full-time state-funded teacher aide as reported on the 1984-85 Support Personnel Report. Such teacher aide shall be used in the grade affected to meet the class size requirements in this subsection.

- c. The State Department of Education shall distribute funds in the following priority order:

- (1) First grade;
- (2) Second grade; and
- (3) Third grade.

- d. By rule and regulation, the State Board of Education shall determine the criteria to be used in distributing such funds to the school districts that apply for the funds pursuant to the provisions of this subsection. The criteria shall include but not be limited to:

- (1) a requirement that the school district be levying the maximum general fund and building fund millage provided for by law;
- (2) a requirement that the school district average eighty-five percent (85%) on bonded indebtedness over the preceding three (3) years;

- (3) a requirement that the school district's total per capita revenue be less than twice the state average. A district's per capita revenue shall be calculated by dividing the district's second preceding year total weighted average daily membership (ADM) into the district's second preceding year total revenues, excluding federal revenue, insurance loss payments, reimbursements, recovery of overpayments and refunds, unused reserves, prior expenditures recovered, and prior year surpluses;
- (4) a requirement that the amount of revenue in the school district's general fund surplus of the preceding fiscal year not be in excess of ten percent (10%) of receipts or expenditures, whichever is less, of the district for the preceding year;
- (5) a determination by the State Board of Education that academic related needs have been the school district's priority in expenditures during the past year; and
- (6) a determination by the State Board of Education that classroom space and other academic related structures have had priority in the school district's five-year capital improvement plan as provided for in Section 18-153 of Title 70 of the Oklahoma Statutes.

e. In distributing the funds specified by this subsection, the State Board of Education in extreme hardship cases may exempt school districts from meeting some or all of the requirements of the criteria required for said funds. Not later than January 1 of each year, the State Board of Education shall submit to the Legislature a list of exemptions made pursuant to this subsection and the reasons therefor and of each district which received funding pursuant to this subsection.

f. Funds distributed pursuant to the provisions of this paragraph shall be distributed on an annual basis. School districts shall apply annually for said funds.

4. No school district shall be penalized for initially exceeding class size limitations during the last nine (9) weeks of the school year.

B. The provisions of this subsection shall apply only to grades four through six.

1. Except as otherwise provided for in this section, no child shall be included in the average daily attendance of a school district for the purpose of computing and paying state-appropriated funds if that child is regularly assigned to a teacher or to a class that includes more than twenty-five (25) students.

2. If a class or classes in a grade exceed the class size limitation provided for in this subsection, the class size limitation and penalty shall not apply if the creation of an additional class would cause a class to have fewer than sixteen (16) students.

3. No school district which at the beginning of the school year does not have sufficient classrooms to meet the class size limitation provided for in this subsection as determined by guidelines established by the State Board of Education shall be penalized for failure to meet the class size limitations provided for in this

subsection if:

- a. the school district has voted indebtedness through the issuance of bonds or approval by voters of issuance of new bonds for more than eighty-five percent (85%) of the maximum allowable pursuant to the provisions of Section 26 of Article X of the Oklahoma Constitution as shown on the school district budget filed with the State Equalization Board for the current school year and certifications by the Attorney General prior to February 1 of the current school year; and
- b. on the date of filing of the school district budget with the State Equalization Board, the school district is voting the maximum millage allowable for the support, maintenance and construction of schools as provided for in subsections (a), (c), (d) and (d-1) of Section 9 of Article X of the Oklahoma Constitution and Section 10 of Article X of the Oklahoma Constitution.

4. A school district may adjust the class size limitation provided for in this subsection, based on the number of classes in each grade in the previous year, by using a five percent (5%) deviation factor under the maximum set out.

C. The provisions of this subsection shall apply only to grades seven through nine.

1. Except as otherwise provided for in this section, no child shall be included in the average daily attendance of a school district for the purpose of computing and paying state-appropriated funds if that child is regularly assigned to a teacher or to a class that includes more than thirty-six (36) students.

2. If a class or classes in a grade exceed the class size limitation provided for in this subsection, the class size limitation and penalty shall not apply if the creation of an additional class would cause a class to have fewer than sixteen (16) students.

3. No school district which at the beginning of the school year does not have sufficient classrooms to meet the class size limitation provided for in this subsection as determined by guidelines established by the State Board of Education shall be penalized for failure to meet the class size limitations provided for in this subsection if:

- a. the school district has voted indebtedness through the issuance of bonds or approval by voters of issuance of new bonds for more than eighty-five percent (85%) of the maximum allowable pursuant to the provisions of Section 26 of Article X of the Oklahoma Constitution as shown on the school district budget filed with the State Equalization Board for the current school year and certifications by the Attorney General prior to February 1 of the current school year; and
- b. on the date of filing of the school district budget with the State Equalization Board the school district is voting the maximum millage allowable for the support, maintenance and construction of schools as provided for in subsections (a), (c), (d) and (d-1) of Section 9 of Article X of the Oklahoma Constitution and Section 10 of Article X of the Oklahoma Constitution.

4. A school district may adjust the class size limitation provided for in this subsection, based on the number of classes in each grade in the previous year, by using a five percent (5%) deviation factor under the maximum set out.

D. Classes in the following subjects shall not be subject to the class size limitations provided for in subsections A, B and C of this section:

1. physical education;
2. music, vocal and instrumental;
3. art;
4. typing;
5. vocational courses; and
6. library.

E. If a court has ordered a school district to group its grades as grades one through five, grades six through eight, and grades nine through twelve, then as to such district the provisions of subsection B of this section shall apply to grades four and five rather than grades four through six, and subsection C of this section shall apply to grades six through eight rather than grades seven through nine.

SECTION 4. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 1210.505 of Title 70, unless there is created a duplication in numbering, reads as follows:

Sections 4 through 10 of this act shall be known and may be cited as the "Oklahoma School Testing Program Act".

SECTION 5. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 1210.506 of Title 70, unless there is created a duplication in numbering, reads as follows:

As used in the Oklahoma School Testing Program Act:

1. "Board" means the State Board of Education;
2. "Department" means the State Department of Education;
3. "Norm-referenced test" means a test which measures skill objectives and enables the tester to compare performance to that of a specified norm group; and
4. "Norm group" means a randomly selected group considered to be performing at an average level according to grade placement.

SECTION 6. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 1210.507 of Title 70, unless there is created a duplication in numbering, reads as follows:

A. The State Board of Education shall provide for the implementation and administration of the Oklahoma School Testing Program Act for children enrolled in the elementary and secondary public schools in the State of Oklahoma. The testing program shall be designed to assess student academic achievement and shall consist of a norm-referenced test with nationally standardized data to be administered on an annual basis. The State Board of Education shall adopt rules and regulations necessary to the implementation and administration of such testing program.

B. The purpose of the state testing program shall be to afford a component for use along with other pertinent data in evaluating the effectiveness of the public schools as shown by the competence and progress of pupils in basic skills. Through applied research, the testing program should function ultimately to improve all phases of the state public educational system.

SECTION 7. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 1210.508 of Title 70, unless there is created a duplication in numbering, reads as follows:

Beginning with the 1985-86 school year, the Board shall cause a norm-referenced test to be administered to every student enrolled in grades three, seven and ten of the public schools of this state. Children who have individualized education plans pursuant to Public Law 94-142 shall not be subject to the provisions of the Oklahoma School Testing Program Act. The test used shall be selected by the Board and shall measure specific skills represented by learner objectives. The student skills to be tested at the specified grade levels shall include reading, mathematics, language arts, communications, science and the principles of citizenship in the United States and other countries through the study of the ideals, history and government of the United States and other countries of the world, and through the study of the principles of democracy as they apply in the lives of citizens. The Board shall seek to ensure that data yielded from the test is utilized at the school district level to prescribe skill reinforcement and/or remediation by requiring school districts to develop and implement a specific program of improvement based on the test results.

SECTION 8. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 1210.509 of Title 70, unless there is created a duplication in numbering, reads as follows:

A. The Department shall provide in-service training for local school personnel who administer the tests.

B. The Board shall require the company or companies providing the tests to submit summary reports of the results by school district to the Department and the respective local school district. Individualized results of the test shall be made available by the local school district to the classroom teachers who instruct the students in the academic areas tested. Beginning with the 1986-87 school year, every year prior to the convening of the Legislature in January, the Board shall give a summary report on the testing results to the Governor, the Speaker of the House of Representatives and the President Pro Tempore of the Senate of the State of Oklahoma.

SECTION 9. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 1210.510 of Title 70, unless there is created a duplication in numbering, reads as follows:

A. Prior to January 1, 1986, the Department shall prepare a plan for the implementation of a writing assessment component to the testing program provided in the Oklahoma School Testing Program Act. The plan shall include but not be limited to:

1. definitions of various components of the writing assessment component;
2. estimated costs of the component;
3. timelines for implementation;
4. procedures for implementation at the state and school district level;
5. suggested tests to be utilized whereby data will be consistent statewide;
6. reporting procedures by school districts to the State Department of Education;
7. anticipated benefits which can be achieved through the writing assessment component.

B. The purpose of the writing assessment component shall be to measure actual writing performance of public school students at the same grade levels tested under the Oklahoma School Testing Program Act.

C. The plan for the writing assessment component shall be submitted to the Governor, the Speaker of the House of Representatives, the President Pro Tempore of the Senate, and the Chairman of the Education and Appropriation Committees of the House of Representatives and Senate prior to January 1, 1986, and shall be implemented if funds are made available.

SECTION 10. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 1210.511 of Title 70, unless there is created a duplication in numbering, reads as follows:

Tests held pursuant to the provisions of the Oklahoma School Testing Program Act shall not include the use of projective psychological, personality, or adjustment tests for the purpose of collecting information relative to the personality, environment, home life, parental or family relationships, economic status, religious beliefs, patriotism, sexual behavior or attitudes, or sociological problems of a pupil.

SECTION 11. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 1210.601 of Title 70, unless there is created a duplication in numbering, reads as follows:

The State Board of Education shall develop and implement a program to screen students enrolled in kindergarten in the public schools of the state for developmental readiness prior to entry into public school first grade as follows:

1. For the 1985-86 school year, the Department of Education shall utilize funds provided in its budget for training and preparation of psychometrists in the regional education service centers to work with local public school personnel in the screening program;

2. If funds are made available for the 1986-87 school year, students who are enrolled or who are expected to enroll in a public school kindergarten class for the 1986-87 school year shall be screened for developmental readiness prior to entering or upon entering such a class;

3. If funds are made available for the 1987-88 school year and thereafter, all children who are or will be enrolled in a public school kindergarten class shall be screened for developmental readiness prior to entering or upon entering such a class and prior to exiting the public school kindergartens.

Such screening shall be performed under the direction of the regional education service centers. Results of the screening shall be transmitted to the child's parent or legal guardian, teacher and school district administration.

SECTION 12. Recognizing the critical need for affording youth early educational opportunities for early identification of learning disabilities and for remedial strategies to enable preschool children to be successful in their first formal school learning experiences, the Legislature hereby declares its intent to significantly expand early childhood education programs.

SECTION 13. AMENDATORY 70 O.S. 1981, Section 6-114, as amended by Section 2, Chapter 326, O.S.L. 1982 (70 O.S. Supp. 1984, Section 6-114), is amended to read as follows:

Section 6-114. The local board of education shall adopt a policy for the control and discipline of all children attending public school in that district. Such policy shall provide options for the

methods of control and discipline of the students and shall define standards of conduct to which students are expected to conform. In formulation of such policy, the local board of education shall make an effort to involve the teachers, parents, and students affected. The students, teachers, and parents or guardian of every child residing within a school district shall be notified by the local board of education of its adoption of the policy and shall receive a copy upon request. Provided, the teacher of a child attending a public school shall have the same right as a parent or guardian to control and discipline such child according to local policies during the time the child is in attendance or in transit to or from the school or any other school function authorized by the school district or classroom presided over by the teacher.

SECTION 14. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 18-125 of Title 70, unless there is created a duplication in numbering, reads as follows:

Recognizing the needs small school districts have to meet increased high school graduation and college admission requirements, and the difficulty such districts may experience in offering the necessary academic courses, the Legislature hereby states its intent to assist such districts through the creation of incentive grants to fund cooperative programs. Such grants shall be allocated by the State Board of Education on a competitive basis to school districts with an average daily attendance of eight hundred (800) or less to enter into an agreement with one or more districts of any size or an accredited institution of higher education to provide classes in mathematics, science, a foreign language, computer education or music to elementary or secondary students. In allocating incentive grants to fund cooperative programs, the State Department of Education shall give priority to those programs that emphasize classes required for high school graduation and college admission. Funding provided in the grants shall be expended for instruction-related personnel, equipment, transportation and/or materials. No funds provided shall be used for construction of buildings.

SECTION 15. Recognizing the central importance of adequate instructional materials in the public schools, the Legislature hereby declares its intent to make a greater effort to provide needed funding for textbook purchases by increasing financial aid.

Also recognizing the importance of school library resources as the foundation for learning and for meeting high accreditation standards, the Legislature intends to substantially expand the number and availability of library media grants to schools.

Instructional computers are valuable educationally in order to foster the competitive and necessary skills demanded by technological advances in the world. Recognizing this need, the Legislature intends to assist schools in purchasing and utilizing instructional computers through expansion of grant funding.

SECTION 16. AMENDATORY 70 O.S. 1981, Section 6-102.2, is amended to read as follows:

Section 6-102.2 Prior to October 15, 1977, each board of education shall establish, following consultation or involvement by representatives selected by local teachers, a written policy of evaluation for all teachers, including administrators, in accordance with this act. In those school districts in which there exists a professional negotiations agreement made in accordance with Sections 509.1 et seq. of Title-70-of-the-Oklahoma-Statutes this title, the procedure for evaluating members of the negotiations unit shall be a negotiable item. Nothing in this act shall be construed to annul, modify or to preclude the renewal or continuing of any existing agreement heretofore entered into between any school district and any organizational representative of its employees. Every policy so adopted shall:

1. Be based upon a set of minimum criteria developed by the State Board of Education;

~~2.~~ 2. Be prescribed in writing at the time of adoption and at all times when amendments thereto are adopted. The original policy and all amendments to the policy shall be promptly made available to all teachers;

~~3.~~ 3. Provide that all evaluations be made in writing and that evaluation documents and responses thereto are to be maintained in a personnel file for each teacher;

~~4.~~ 4. Provide that commencing not later than the 1977-1978 school year every probationary teacher shall be evaluated at least two times per school year, once prior to November 15 and once prior to February 10 of each year, ~~and that every;~~

5. Provide that until the 1986-87 school year, every tenured teacher shall be evaluated at least once every three (3) years and beginning with the 1986-87 school year, every tenured teacher shall be evaluated once every year, except as otherwise provided by law; and

~~6.~~ 6. Provide that, except for superintendents who shall be evaluated by the local school board, all certificated personnel, including administrators, shall be evaluated by certificated administrative personnel designated by the local school board; and

7. Provide that all personnel designated by the local board to conduct the personnel evaluations shall be required to participate in training conducted by the State Department of Education prior to conducting such evaluations in the 1986-87 school year.

The State Department of Education shall develop and conduct workshops pursuant to statewide criteria which train such administrative personnel in conducting evaluations.

SECTION 17. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 5-117.4 of Title 70, unless there is created a duplication in numbering, reads as follows:

Beginning with the 1986-87 school year, in order to receive accreditation by the State Board of Education, each local board of education shall adopt a five-year improvement plan for the district. Each plan shall include stated goals that clearly delineate educational expectations, and shall be updated on an annual basis. The plan shall also include a specific program of improvement through academic skill reinforcement and/or remediation pursuant to the provisions of the Oklahoma School Testing Program Act. Such plan shall include long-range goals of accreditation for all public high schools as established by the North Central Association of Colleges and Schools.

SECTION 18. It is the intent of the Legislature that through appropriations made available, teachers receive a salary that is commensurate with the responsibility of the profession.

SECTION 19. AMENDATORY 70 O.S. 1981, Section 5-106, is amended to read as follows:

Section 5-106. The governing board of each school district in Oklahoma is hereby designated and shall hereafter be known as the board of education of such district. The superintendent of schools appointed and employed by such board shall be the executive officer of said board and shall perform such duties as said board directs. No board of a school district having average daily membership (ADM) of fewer than five hundred (500) pupils shall be prohibited from allowing a superintendent to serve simultaneously as a principal.

SECTION 20. AMENDATORY 70 O.S. 1981, Section 1210.301, is amended to read as follows:

Section 1210.301 As used in this act:

1. "Gifted and talented children" means those children identified at the preschool, elementary and secondary level as having demonstrated potential abilities of high performance capability and needing differentiated or accelerated education or services. For the purpose of this definition, "demonstrated abilities of high performance capability" means:

a. for the 1985-86 school year, those identified students who score in the top three percent (3%) on any national standardized test or may include students who excel in one or more of the following areas:

a. (1) Intellectual ability,

b. (2) Creative thinking ability,

c. (3) Leadership ability,

d. (4) Visual and performing arts ability, and

e. (5) Specific academic ability;

b. beginning with the 1986-87 school year, those identified students who score in the top three percent (3%) on any national standardized test of intellectual ability. Said definition may also include students who excel in one or more of the following areas:

(1) Creative thinking ability,

(2) Leadership ability,

(3) Visual and performing arts ability, and

(4) Specific academic ability;

A school district shall identify children in capability areas by means of a multicriteria evaluation. Provided, with first and second grade level children, a local school district may utilize other evaluation mechanisms such as, but not limited to, teacher referrals in lieu of standardized testing measures;

2. "Gifted child educational programs" means those special instructional programs, supportive services, unique educational materials, learning settings and other educational services which differentiate, supplement and support the regular educational program in meeting the needs of the gifted and talented child;

3. "Department" means the State Department of Education;

4. "Board" means the Oklahoma State Board of Education; and

5. "Grade-step" means either the grades first through sixth, the grades seventh through ninth, or the grades tenth through twelfth or the grade levels for which a school is accredited; and

6. "Act" means Sections 1210.301 through 1210.306 of this title and Section 4 of the Enrolled Senate Bill No. 214 of the 1st Session of the 38th Legislature.

SECTION 21. AMENDATORY 70 O.S. 1981, Section 1210.303, is amended to read as follows:

Section 1210.303 In administering this act the Department of Education shall provide:

1. The necessary State Department of Education staff with a primary responsibility for:
 - a. developing educational programs for gifted and talented children,
 - b. assuring appropriate assessment and evaluation procedures for use by school districts of this state, and
 - c. enforcing compliance with the provisions of Sections 1210.301 through 1210.308 of this title by school districts;
2. The procedures for educational screening, needs analysis and prescriptive programming for gifted and talented children by Regional Education Service Center personnel and others approved by the Department;
3. In-service training for selected teachers, administrators, college personnel, parents and interested lay persons;
4. Assistance in the development of new programs and the projection of program alternatives for the eventual provision of high quality programs for all identified gifted and talented children;
5. Recommendations to the State Board of Education concerning qualifications of teachers for gifted and talented children;
6. Recommendations for degree programs and short course seminars for the preparation of teaching personnel for gifted and talented children;
7. Selected procedural safeguards for all potentially identifiable and identified gifted and talented children; and
8. Any other programs, services, supplies or facilities necessary to implement the provisions of this act.

SECTION 22. AMENDATORY 70 O.S. 1981, Section 1210.307, is amended to read as follows:

~~Section 1210.307 Gifted-child-educational-programs-shall-be implemented-over-a-three-year-period--The-school-district-may implement-such-programs-according-to-the-following-schedule:~~

Grade-Steps-----	School-Years
First-through-Sixth-----	1981-82
Seventh-through-Ninth-----	1982-83
Tenth-through-Twelfth-----	1983-84

~~Each-school-district-shall-have-the-authority-to-implement-each-of three-(3)-grade-steps-in-the-order-as-determined-by-the-local-board of-education--Provided,-that,-implementation-of-such-programs-by grade-steps-shall-be-done-on-a-cumulative-basis-with-a-minimum-of-one grade-step-per-year-~~

~~Programming-and-the-implementation-of-that-programming-for students-identified-as-being-talented-shall-be-at-the-discretion-of the-local-school-district-~~

~~Beginning-with-the-school-year-1983-1984,-it A. It shall be the duty of each school district to provide gifted child educational programs for all identified gifted children, as defined in Section 1210.301 of Title-78-of-the-Oklahoma-Statutes this title, who reside in that school district. This duty may be satisfied by:~~

1. The district directly providing gifted child educational programs for such children;

2. The district joining in a cooperative program with another district or districts to provide gifted child educational programs for such children;

3. The district joining in a cooperative program with a private or public institution within such district;

4. The district transferring identified gifted and talented children to other school districts which provide the appropriate gifted child educational programs, provided, no transfer shall be made without the consent of the board of education of the receiving school district. The district in which the child resides shall provide transportation for the transferred student and pay an amount of tuition equal to the proportion of the operating costs of the program to the receiving district. Transfers authorized by this section shall be made under such rules and regulations as the State Board of Education may prescribe; or

5. The district located wholly or in part in a county participating in any program established by that county superintendent of schools. The county superintendent of schools of any county may establish and maintain a gifted child educational program with the approval of the Board and county funds may be expended for that purpose. A district shall have authority to contribute school district funds, either directly or by reimbursement to the county participating in the program.

B. Each board of education shall adopt a written policy statement which specifies criteria for placement of children in gifted and talented programs that is consistent for grades one through twelve.

C. The State Department of Education shall, after each school year, report to the President Pro Tempore of the Senate and the Speaker of the House of Representatives concerning the number of children identified for the programs, number of children served by the programs, type of programs provided, type of screening procedures utilized, cost analysis of the programs and the estimated number of gifted and talented children unserved by the programs.

SECTION 23. AMENDATORY 70 O.S. 1981, Section 6-156, as last amended by Section 1 of Enrolled House Bill No. 1299 of the 1st Session of the 40th Oklahoma Legislature, is amended to read as follows:

Section 6-156. A. The Department, with recommendations of the Professional Standards Board, shall develop curriculum examinations in the various subject areas and grade levels for purposes of ensuring academic achievement of each licensed teacher in the area such teacher is certified to teach, as prescribed by the Board.

Prior to January 1, 1982, the Board shall adopt various curriculum examinations as required by this act. The Board shall, before adopting such examinations, consult with classroom teachers and higher education instructors in developing examinations which shall test the achievement of teacher candidates in every area of certification offered by the Board. The Board, consistent with the purposes of this section, shall develop rules and procedures to guarantee the confidentiality of examinations.

B. Following completion of the junior year or after having completed ninety (90) college credit hours each teacher candidate shall be eligible to take the curriculum examination. No teacher candidate shall be eligible for licensing until having passed the curriculum examination. Certification shall be limited to those subject areas of approval in which the licensed teacher has received a passing grade on the curriculum examination. Provided, effective January 1, 1983, testing for certification for subjects in which a teacher candidate or teacher is seeking a minor teaching assignment

or an endorsement to teach shall be limited to the specific area test.

A teacher candidate or teacher may take the curriculum examination as many times as he or she desires, subject to any limit imposed by the Board.

C. Following completion of the necessary college credit hours any certified teacher seeking certification or endorsement to teach a subject area which the teacher was not certified to teach prior to July October 1, 1986, may take the curriculum examination for that subject area. A teacher shall not be eligible for certification or endorsement in that subject area until the teacher has passed the curriculum examination.

D. A teacher may be certified in as many areas as such teacher meets the necessary requirements of the Board and has successfully passed the examination.

E. The Board shall offer the first curriculum examinations on or before February 1, 1982, and thereafter shall offer the curriculum examinations at least two times per calendar year on dates to be established by the Board.

F. Nothing in this act shall restrict the right of the Board to issue a temporary or provisional certificate, as needed. Provided, however, prior to the issuance of a temporary certificate, the local district shall document substantial efforts to employ a teacher who holds a provisional or standard certificate or is licensed in the teaching field. In the event a district is unable to hire an individual meeting this criteria, the district shall document efforts to employ an individual with a provisional or standard certificate or a license in another curricular area with academic preparation in the field of need. Only after these alternatives have been exhausted will the district be allowed to employ an individual meeting minimum standards as established by the State Board of Education for the issuance of temporary certificates. By February 1, 1982, the Department shall submit a plan to substantially reduce or eliminate the number of temporary certificates issued.

SECTION 24. AMENDATORY 70 O.S. 1981, Section 6-162, as amended by Section 2 of Enrolled House Bill No. 1299 of the 1st Session of the 40th Oklahoma Legislature, is amended to read as follows:

Section 6-162. A. All students graduating from an accredited institution of higher education approved by the State Board of Education for the preparation of educational personnel after January 31, 1982, shall be subject to the certification and licensing procedures established in Sections 6-151 et seq. of this title. Except as provided for in subsection B of this section, all students graduating from an accredited college of education prior to February 1, 1982, shall be subject to the certification requirements in effect before June 10, 1980.

B. Any person who graduated from an accredited college of education prior to February 1, 1982, and seeks certification or endorsement subsequent to July October 1, 1986, to teach a subject area which the teacher was not certified to teach prior to July October 1, 1986, following completion of the necessary college credit hours shall be required to pass the curriculum examination for such subject area prior to receiving such certification or endorsement.

SECTION 25. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 4-104.1 of Title 70, unless there is created a duplication in numbering, reads as follows:

It is the intent of the Legislature that the State Department of Education examine and further utilize the office of county superintendent of schools. It is further declared to be the intent

of the Legislature that the State Department of Education evaluate the responsibilities, functions and duties performed by each respective county superintendent to determine the educational benefit to the students of that county.

It is further declared to be the intent of the Legislature that the State Department of Education shall submit to the Legislature by May 1, 1986, a report outlining the programs and results of examining and further utilizing the office of county superintendent.

SECTION 26. NEW LAW A new section of law to be codified in the Oklahoma Statutes as Section 18-124 of Title 70, unless there is created a duplication in numbering, reads as follows:

A. Any school district with an average daily attendance (ADA) of more than one thousand five hundred (1,500) students for the preceding year which expends for administrative services more than eight percent (8%) of the amount it expends for total expenditures in the preceding fiscal year shall have the amount which exceeds the eight percent (8%) withheld from Foundation and Salary Incentive Aid of the school district.

B. No school district shall have funds withheld pursuant to the provisions of this section for excessive administration expenditures which occurred prior to the 1986 fiscal year.

SECTION 27. It is the intent of the Legislature that school districts attempt to place in the regular classroom for grades one, two, and three teachers that hold standard reading specialist certificates. It is the further intent of the Legislature that teachers so assigned that do not hold such certificates be encouraged to seek standard reading specialist certification.

SECTION 28. Recognizing the importance of the special needs of the visually handicapped, it is the intent of the Legislature to establish services specifically designed to benefit the blind and visually handicapped children of this state and the educators responsible for such services.

SECTION 29. REPEALER 70 O.S. 1981, Section 18-113, is hereby repealed.

SECTION 30. The provisions of this act are severable and if any part or provision shall be held void the decision of the court so holding shall not affect or impair any of the remaining parts or provisions of this act.

SECTION 31. It being immediately necessary for the preservation of the public peace, health and safety, an emergency is hereby declared to exist, by reason whereof this act shall take effect and be in full force from and after its passage and approval.

Passed the House of Representatives the 19th day of July, 1985.

Jim Barker
Speaker of the House of Representatives

Passed the Senate the 19th day of July, 1985.

ACTING *Herbert Reed*
President of the Senate

OFFICE OF THE GOVERNOR

Received by the Governor this 20th
day of July, 1985,
at 4:10, o'clock A. M.

By: *Susan Witt*

Approved by the Governor of the State of Oklahoma the 30th day of
July, 1985, at 1:47, o'clock P. M.

George Nigh
Governor of the State of Oklahoma

OFFICE OF THE SECRETARY OF STATE

Received by the Secretary of State this 30th
day of July, 1985,
at 2:37, o'clock P. M.

By: *Estelle M. Dyer*

APPENDIX B

STRUCTURED INTERVIEW QUESTIONS

STRUCTURED INTERVIEW QUESTIONS

1. What was your position in the legislature at the time House Bill 1466 was being formulated?
2. What is your background as far as schooling is concerned?
3. Describe the quality of the educational experiences you had while growing up?
4. In your opinion, what should have been different, and in what way?
5. Looking back, what part of your own schooling experience was the most valuable to you personally?
6. What was your role in the formation of House Bill 1466?
7. Were there factors that influenced your decision as to what should be included in or excluded from the Bill? If so, what a were those factors?
8. What input was received from educators?
9. The purpose of this act was stated "to provide an improved quality of education in the public schools of other State of Oklahoma and to provide the best educational opportunity for every child in Oklahoma." What does this mean to you?
10. In what ways do the items in this Bill accomplish the stated purpose and reflect the five principles listed?
 - a. Limiting class size
 - b. Oklahoma Testing Program Act
 - c. Screening for development readiness

d. Incentive grants to fund cooperative programs

e. Five year improvement plan

11. What changes would you, personally, wish to make to the Bill if you could?

APPENDIX C

SAMPLE INTERVIEW

SAMPLE INTERVIEW

The interviewees were assured of anonymity, so to provide a sample interview it was necessary that it be edited. The following is an edited version of such an interview. It begins with question four.

LANE: In your opinion, what should have been different, and in what way?

REPRESENTATIVE: Back when I was growing up? Well, hindsight as you know is 20-20. So I'll give you 20-20. We should have had a much greater emphasis on the academic efforts. Classes should have been tougher, the core curriculum should have been stronger. In the early grades classes should have been smaller. I had thirty-two or three kids in every grade school class I can remember. How the fine ladies who taught us survived, I'll never know. Those kind of things were missing. I think they were missing almost uniformly though, except in a handful of the biggest schools. I was like any of the other hundreds of rural schools. I think I got the same basic education they received, and you only recognized your disadvantages when you competed at a higher level with the kids from the bigger and finer schools or kids from other states.

LANE: Looking back, what part of your own schooling experience was most valuable to you personally?

REPRESENTATIVE: . . . In small schools like _____ a fellow with modest abilities like me could be fairly

outstanding in several areas . . . The upside was you had a chance to excel in many areas in a small school, if you tried.

LANE: What was your role in the formation of House Bill 1466?

REPRESENTATIVE: I would like to tell you I was a kingpin in that, but that would be a lie, and your tape recorder is running. I have great respect for _____ and others that led in this effort. So, I basically watched as they developed the Bill, fought off some of the reactionary forces who never want change in Oklahoma schools and did what I could to garner support for the Bill. But as far as a major role, taking time to debate for it or whatever, I didn't do that . . .

LANE: Were there factors that influenced your decision as to what should be included in or excluded from the Bill? And, if so, what were those factors?

REPRESENTATIVE: Well, I think the guiding word on each segment of the Bill for me was very simple. Will this segment or new requirement or change guide us toward quality? If the answer was yes, I was for it; if the answer was no, I was against it. Our biggest problem in Oklahoma in education, and it runs all the way from kindergarten to graduate school, is that we have a very broad educational system, but a very shallow one. We have pockets of excellence, but we don't have a pattern of

excellence. That is provable if you will simply look at where your National Merit scholarship kids graduate from. It is a handful of schools . . . So the key word for me was quality. Would the segment of the Bill work toward that or not? If it would, I was for it.

LANE: What input was received from educators?

REPRESENTATIVE: Tons. Pro and con. You have a number of imbedded educational forces in Oklahoma that love it the way it is . . . They [some educators] oppose testing, they oppose testing students, they oppose formula changes, they oppose classroom reduction recommendation because it would cost more money. Those forces exist, tragically . . . think we are getting fewer and fewer of those people as bright young women are moving into the field, such as yourself, you apparently aspire to do that. . . . on the positive side . . . Dr. Folks was leading us in that direction, and yet we couldn't even retain his services because a single school district was willing to pay him twenty thousand dollars more to run that single school district than the state was willing to pay to be responsible for the entire system. That's backwards, and narrow-minded, and dangerous.

The movers and shakers on the positive side, I think generally the OEA. They take a lot of abuse because they get accused of caring only about salaries, and that is just not true. They did much to garner the votes to pass 1466. And then, quite honestly, the PTA's in the state. Many of

them joined together and came to the capitol and their executives helped us to pass it.

LANE: The purpose of this act was stated

to provide an improved quality of educations in the public schools of the State of Oklahoma and to provide the best educational opportunity for every child in Oklahoma.

What does this mean to you?

REPRESENTATIVE: A broad set of goals that isn't worth the paper it's written on unless you back it up with money. The fact of the matter is, the budget for fiscal '88 the one we just completed, was smaller than the budget for fiscal '82 some six years ago . . . we have gone through a horrendous, not recession in Oklahoma, but depression. Budgets have been cut deeply, even with the tax increases of '85 and '87. And so, when you state a goal like that, if you don't put in place behind it money to pay for smaller class size, and computer, libraries, and adequate buildings . . . We pay our professors at OU and OSU seventh and eighth in the Big Eight. If it were anything else in the Big Eight, athletically, the public would never stand for it. We pay teachers forty-fifth in the country, that's an embarrassment. Unless you back up that phraseology with real dollars, you never get there. You're making some changes, and you know the test scores are up compared to the test scores nationally. So improvements now, finally, are beginning to show up from the goals stated in 1466.

LANE: These next questions I am going to ask are about specific items in the Bill and relate to the goals. In

what ways do the items in this Bill accomplish the stated purpose and reflect the five principles listed? First of all, limiting class size.

REPRESENTATIVE: I hear people argue that a good teacher can teach thirty, or fifty, or whatever. I think all you have to do is look at the exclusive private schools where wealthy people can send their children. One of the guiding parameters is a restricted number of students per teacher. You overload that teacher with too many children, then Billy Bob is just not going to get it because she is not going to have the time to personalizes instruction. So I think that restricting class size is one of the two or three most important items we can do to insure a quality education.

LANE: The Oklahoma Testing Program Act.

REPRESENTATIVE: I'm real pleased with it. First we needed to know where we were instead of just guessing and saying we think we compare well with Mississippi and Arkansas, but we don't do a damn compared with Minnesota or Michigan. It showed us where we were, and it showed us why we were in trouble. The first year a kid a tested, third graders where we were doing a great deal of work in trying to reduce class size and trying to implement and improve the quality of instruction in the early grades, test scores were above the national average. Seventh graders were right at the national average, tenth graders were in the sewer, they were at about the fortieth percentile. I think

that is because they had not received the emphasis in education in the seventies, and perhaps early eighties, that was needed. Now with last year's test scores, our third graders continued way up the scale, about the seventieth percentile. Seventh graders are in the high fiftieth percentile, the high fifties, and now even our tenth graders have topped about the national average. So we are beginning to see results, if you believe in test scores, we are beginning to see real results from the good words in this legislation. But I want to caveat that point with, if you slide backwards in dollars, you'll find a reduction in the process you're going to make. Almost everything you do in the public schools costs money.

LANE: Screening for developmental readiness.

REPRESENTATIVE: I'm not really qualified to speak on that very well, so I'll be very brief. Obviously that's a key part of the early education. I think that is what we are trying to accomplish there, is to find as early as we can, children who have a pattern of difficulty and take steps as intervention in the early grades so that the kid does have a chance to make it through junior high and make it through high school . . .

LANE: Incentive grants to fund cooperative programs.

REPRESENTATIVE: I've argued about that a great deal. Some school systems want all the money funnelled through the formula because they benefit by that. Other schools say there is great differences between schools and we need

extra incentive money, or we need extra computer money, or we need this or that. So we send most of their money through the formula because they're probably not hold harmless. That has been phased out, as you probably know. But there is still a need to accommodate special requirements of special schools. And so, I support the incentive and the cooperative efforts to a limited degree, a strictly limited to issues that cannot be addressed through the formula.

LANE: Five-year improvement plan.

REPRESENTATIVE: . . . It's a worthy goal, but I don't get too hung up on five-year plans . . . Five-year plans are generally ignored . . . and frequently rewritten.

LANE: One last question. What changes would you, personally, wish to make in the Bill if you could?

REPRESENTATIVE: I don't know if I would make any changes in the Bill, but I wish we could back up our nice-sounding goals with more dollars. One way to do that is to recognize that since 1970 we have seen an enormous transfer of responsibility to the local public schools. In 1970, not too long ago, half to two-thirds of all the monetary support to public schools, two-thirds, came from local resources and ad valorem taxes that citizens were willing to pay. Since 1970, two-thirds of the monetary support comes from the State, and one-third from local support. So when the State is hurting, the schools hurt, and we have been hurting badly from '82 to now. We need a strong ad

valorem program which will allow local citizens determine more directly the quality of that little schoolhouse up there, and how much they are willing to pay to have trigonometry, or have a foreign language, or have the kinds of courses that were not available when I was in school. Then if they choose through their own local vote, not to fund those programs, they have chosen for their own children. The State's role should be to fill in the gaps as much as we can, but more of our money must be allocated to higher education. We have such a limited pie to make all of this come about. I think the clue for making all of this work is to insure that the money that we've got is paid fairly and equal across the state of Oklahoma.

VITA²

Carla Sue Lane

Candidate for the Degree of
Doctor of Education

Thesis: A VALUE ANALYSIS OF OKLAHOMA HOUSE BILL 1466

Major Field: Curriculum and Instruction

Biographical:

Personal Data: Born in Tulsa, Oklahoma, February 4, 1951, the daughter of William and Irma Adams.

Education: Graduated from Kiefer High School, Kiefer, Oklahoma, in May, 1969; received Bachelor of Science degree in Elementary Education from Oklahoma State University in December, 1972; received Master of Science degree in Curriculum and Instruction from Oklahoma State University in July, 1982; completed requirements for the Doctor of Education degree at Oklahoma State University in May, 1989.

Professional Experience: Graduate teaching assistant, geography, Oklahoma State University, Stillwater, Oklahoma, 1973; elementary teacher and coach, Oak Grove School, Cushing, Oklahoma, 1973-1981; elementary teacher and coach, Tryon Elementary, Tryon, Oklahoma, 1981-1983; middle school language arts, Red Rock School, Red Rock, Oklahoma, 1983-1984; elementary teacher and coach, Ponca City Schools, Ponca City, Oklahoma, 1984 - present.