

THE UNIVERSITY OF OKLAHOMA

GRADUATE COLLEGE

SOME EFFECTS OF OKLAHOMA'S TEACHER

REFORM LAW ON SMALL RURAL AND

NON-RURAL SECONDARY SCHOOLS

A DISSERTATION

SUBMITTED TO THE GRADUATE FACULTY

in partial fulfillment of the requirements for the

degree of

DOCTOR OF PHILOSOPHY

By

MARLENE RYALS WHITE

Norman, Oklahoma

1984

SOME EFFECTS OF OKLAHOMA'S TEACHER
REFORM LAW ON SMALL RURAL AND
NON-RURAL SECONDARY SCHOOLS

APPROVED BY

Charles C. King
Donald C. Cidd
Philip O. Cline
Fred B. Cuthbert
Charles S. Butler

DISSERTATION COMMITTEE

© 1984

MARLENE RYALS WHITE

ALL RIGHTS RESERVED

SOME EFFECTS OF OKLAHOMA'S TEACHER

REFORM LAW ON SMALL RURAL AND

NON-RURAL SECONDARY SCHOOLS

BY: MARLENE RYALS WHITE

MAJOR PROFESSOR: DR. CHARLYCE KING

Oklahoma's approach to ensuring the public that quality education is being built into the state's system of common education through more stringent teacher preparation is symbolized by a legislative bill, H.B. 1706. That bill addresses some concerns regarding teacher preparation that appear to ignore the needs of small rural schools in the state. This study was intended to demonstrate statistically whether such concerns were warranted. The preliminary finding is that H.B. 1706 does not appear to have a punitive effect on small rural schools in terms of their ability to hire first-year teachers, to make teaching assignments (multiple or not), to obtain temporary certificates in emergency situations, or to offer courses to students in their districts. Some problems might be occurring in terms of the entry-year assistance mandate of H.B. 1706 because of isolation, funding problems, or other (unknown) variables. Such possibilities should be subjected to investigation before conclusions are drawn or remedial suggestions made. In short, H.B. 1706 is making an impact on the schools of this state, and it can responsibly be asserted that the impact is a positive one.

DEDICATION

To Juanita Bettles Ryals and Marlin Dewey Ryals, my parents, who are not "responsible for everything I am today," as the poignancy of the moment would tempt me to feel: I would not lay all the blame on, nor share all the credit with, anyone. But I would thank you, Mom and Dad, for giving me my beginnings, and for planting in me the seeds of ambition; for helping me to understand that life can be improved upon and enjoyed and that we all have an obligation to contribute to its improvement; for helping me to love learning and to appreciate formal schooling, per se; and for loving me.

To the memory of my Aunt, the late Chattie Jane Bettles Murrell, who showed me a unique version of strength, and who loved me unequivocally.

To Amy Elizabeth, who is not my only "Raison D'Entre," but who is a very human embodiment of it for me. You have been, perhaps, my greatest teacher. I thank you for that, and for being. . .

ACKNOWLEDGMENTS

In the course of obtaining a graduate education, one is necessarily indebted to many people. The process of schooling, for some of us, anyway, is very long indeed, and there are individuals who have given much of themselves in order to help the student. I have been fortunate in this regard: Many have given me much. I want to thank everyone of my friends, colleagues, family members, and teachers who contributed to this outcome for me. I hope that I can give to others, as I have been given to.

Dr. Charlyce King, my dissertation director, has been a pleasure to work with. You are one-of-a-kind, Charlyce, and I consider it a privilege to have worked under your professional guidance. I have gained from your fine classroom teaching and have great respect for your support of classroom teachers. Your genuineness has been refreshing, your leadership, admirable. Your sense of humor, though, has taught me, more than have any of your characteristics, to put things in perspective. I thank you for the example you are to professional educators, particularly to women, of this state. I also thank you for your friendship. I don't expect it to end.

Dr. Fred Silberstein, from Sociology, graciously agreed to serve on my committee and did so with good humor and considerable academic competence. Thank you, Dr. Silberstein.

Dr. Gerald Kidd encouraged me to apply to the program in secondary education and was kind enough to serve on my committee. I am grateful for your friendship and for your advice, Dr. Kidd.

Dr. Robert Bibens has been my idea of a truly student-oriented, professional educator. We would all do well to incorporate some of your wisdom, your sense of decency, into our own versions of leadership, Dr. Bibens.

A unusually supportive counselor/teacher has been, for me, Dr. Charles Butler. I do appreciate the dedication you demonstrate to the many, many students whose lives you touch, both inside and outside of the classroom, Dr. Butler.

To many friends and colleagues at the State Department of Education, I owe a debt of gratitude. Among these are: Dr. John Folks, State Superintendent-elect, for endorsement of my study and for the offer of OSDE help; Dr. Joseph R. Weaver, for encouragement, patience, and support; Judy Leach, for sharing valuable data and for many expressions of assistance and caring; Dr. Ramona Emmons, for kindness and encouragement along the way; Dr.

Bill Siler, for sage advice; H. B. Mitchell, for proof-reading and evaluating my paper; Jo Baker and Janelle Lee, for sharing information relating to small schools; and Dr. Sandra Mayfield, for belief in my competence, for "cheering me on" when the "going got rough," for proof-reading my work and evaluating it with honesty and integrity, and for your friendship.

To friends, thank you for your individual contributions: Grace Wingfield Girsch, Jerry L. Steward, Eunice "Cuz" Robinson, Beverly Evans, Phyllis Jarrett, Dr. Gladys Dronberger, Gaberielles Murphy, and Margaret Wright. To my spouse, Robert L. White, thank you for your patience and support, and for not questioning my need to do this.

To my brothers, Randel C. Ryals, Ted Lee Ryals, Roger Kent Ryals, Dean B. Ryals, and the Reverend Dr. DeLane M. Ryals (the first shall be last, and the last, first), you each gave me strength, courage, and, most importantly, love. Randel, thank you, especially, for copy editing my work. McGraw-Hill is fortunate, indeed, to have you.

Sheila Rodden, thank you for the lovely typing job and spending many hours bent over the typewriter.

TABLE OF CONTENTS

	Page
DEDICATION.	iv
ACKNOWLEDGMENTS	v
LIST OF TABLES.	ix
ILLUSTRATIONS	x
 Chapter	
I. INTRODUCTION.	1
Need for the Study.	4
Statement of the Problem.	5
Hypotheses to be Tested	6
Definition of Terms	9
Limitations of the Study.	13
Organization of the Study	14
II. REVIEW OF THE LITERATURE.	16
An Overview of Rural Education.	16
Oklahoma As a Rural State	30
Educational Reform as a Current Movement.	32
III. METHODS AND PROCEDURES.	39
Selection of the Sample	39
Data Source and Collection.	40
Statistical Analysis.	42
IV. PRESENTATION AND ANALYSIS OF DATA	43
V. SUMMARY, CONCLUSIONS, AND IMPLICATIONS FOR FURTHER RESEARCH.	65
Summary	65
Conclusions	67
Recommendations for Further Research.	70
Other Recommendations	71
ENDNOTES.	74
APPENDICES.	79
BIBLIOGRAPHY.	90

LIST OF TABLES

1. Teacher Training Institution of First-Year Teachers in Sampled Small Non-Rural Oklahoma Secondary Schools	58
2. Teacher Training Institution of First-Year Teachers in Sampled Small Rural Oklahoma Secondary Schools	59
3. Teacher Training Institution of First-Year Teachers in Sampled Small Rural and Non-Rural Oklahoma Secondary Schools	60

ILLUSTRATIONS

1. Non-Rural Small Schools	44
2. Rural Small Schools	45

CHAPTER I

INTRODUCTION

Public education has recently become a topic for popular discussion as well as for professional debate. "Quality of education" appears to be the general concern, with emphases on teachers, their training programs, state education agency and local district policies, and funding systems. Heightened public interest in education has helped to create a receptive political climate for such reports as A Nation at Risk: The Imperative for Educational Reform, presented in April, 1983, by The National Commission on Excellence in Education.¹

The Oklahoma Legislature responded to perceived public pressure to improve the quality of common education with House Bill (H.B.) 1706, a teacher training reform measure, passed by the Oklahoma House of Representatives in the summer of 1980.² This sweeping, 23-section legislative proposal addresses teacher preparation and licensure, certification, staff development, teacher education faculty development, and the creation of both a teacher register and a citizen's commission on education. H.B. 1706 also mandates that temporary certificates be

eliminated or drastically reduced. Curriculum examinations would be required of prospective teachers as a prerequisite to licensure. The license would precede certification, with a one- to two-year period of supervision as a part of the new teacher's classroom training.

Because Oklahoma is a rural state, a concern in the examination of the effects of such a significant education bill is how H.B. 1706 affects rural education in this state. Therefore, these primary questions become obvious: Has H.B. 1706 demonstrated substantial change in small Oklahoma secondary schools? In particular, has the testing mandate of H.B. 1706 dealt a hardship to small rural secondary schools, in terms of their ability to recruit and retain qualified first year teachers? Also, has H.B. 1706 had an impact on those same schools in terms of their ability to maintain a reasonably satisfactory level of course offerings?

The kinds of change dealt with in this study relate both to components of H.B. 1706 and to rural schools. Before this bill, superintendents in small isolated schools primarily hired first year teachers to fill vacancies. Often these first-year teachers were certified to teach in several content areas. The school administrator could conserve school district money in two ways: 1) The school would be able to pay a lower salary to that teacher because teacher salaries are based on the number of years of classroom experience; and 2) By making multiple assignments

of that teacher, the accustomed number of course offerings in the school could be retained. Thus, the district could have flexibility and economy if vacancies could be filled with first-year, "multiply-certified" teachers.

Since H.B. 1706, school district administrators have been dealt a hardship. Because of the testing mandate, which requires that teachers must pass a curriculum exam for every content area in which they will be teaching, many prospective teachers who, before H.B. 1706, might have been multiply-certified, are now restricted in terms of the number of content areas in which they are eligible to teach. Many first-year teachers in the secondary schools are now eligible to teach in only one or two curriculum areas. Often, these prospective teachers are deleted from the pool of applicants by school district administrators.

In the past, if a desirable applicant for a teaching position in a small rural school was not appropriately certified, the problem was relatively simple to solve: the district superintendent communicated with the State Department of Education and a temporary certificate was issued to that teacher. The "temporary" was ostensibly a one-year, non-renewable credential; however exceptions were common, so that teachers often were granted two or more temporary certificates in succession, without ever having remedied deficiencies. This practice was one of the abuses H.B. 1706 was intended to correct. However,

the small isolated school district felt the brunt of the change.

Also of particular importance to small isolated school districts is the portion of H.B. 1706 mandating Entry Year Assistance Committees (EYACs). This mandate requires supervision of the first-year teacher by three professional educators: a veteran classroom teacher whose teaching area is the same as the supervised new teacher's; a building administrator, usually the principal; and a representative of higher education, usually a college of education faculty member or a professor in the new teacher's college major area. Enlisting the services of two within-district personnel might be problematic, but it can usually be managed. The primary difficulty for small isolated schools, though, is in enlisting the services of the third member from a college or university campus. Often, the distance to the school from the college campus makes this enlistment prohibitive, so superintendents of small isolated districts might want to hire pre-H.B. 1706 first-year teachers, i.e., teachers who had completed their teacher training program prior to February 1, 1982 (the "grandfather clause" of H.B. 1706).

Need for the Study

A study of the short-term effects of H.B. 1706 might assist state policymakers in creating amendments to the law, or in finding ways by which implementation of the

law could best be facilitated. Further, enforcement of the recommendation of a statewide teacher placement bureau is another possible outcome of this study. Also, ways might be explored by which greater numbers of classroom teachers would be involved in implementation of this and other significant education legislation which affects them. Finally, if, indeed, significant problems are revealed, recommendations for ways by which teachers could be recruited for, and given incentives to stay in rural secondary schools might evolve from this examination of one teacher education act and its effects.

Statement of the Problem

This study was designed to examine the nature and extent of change in small Oklahoma rural secondary schools occasioned by the passage of H.B. 1706, particularly as it relates to first year teacher recruitment, teaching assignment, entry-year involvement, and number of course offerings.

Questions to be answered by the study relate to small secondary schools and deal with the following:

1. What was the number of first-year teachers in small secondary schools in Oklahoma during the school years 1979-81, inclusive?
2. What was the number of first-year teachers employed in those same secondary schools for the school year 1982-83?

3. What was the number of first-year teachers employed for the school year 1983-84?
4. What was the number of first-year teachers teaching in a major assignment only for the school years 1982-84, inclusive?
5. What was the number of first-year teachers teaching in a minor assignment area for the school years 1982-84, inclusive?
6. What was the number of first-year teachers teaching on temporary certificates for the school years 1982-83, 1983-84?
7. What was the number of unit (or course) offerings in a given secondary school for grades 10-12 for years 1979-81 and 1982-84?
8. What was the number of Entry Year Assistance Committees in that district for the school year 1982-83?
9. What was the number of Entry Year Assistance Committees in that district for the school year 1983-84?
10. From what institution did each of the current year's first year teachers graduate? List them.

Hypotheses to be Tested

The hypotheses to be tested all relate essentially to the theoretical position assumed by systems theorist Daniel E. Griffiths, and others, that organizational change occurs primarily, if not exclusively, through forces

external to the system.³ In this instance, the state's teacher education act was initiated and passed by an outside force, the legislature, which is essentially and functionally external to the system of common education. Implementation and resulting effects of the change, however, are the responsibilities of the system.

Thirteen hypotheses were tested in the study as a means of answering questions 1 through 9 stated earlier. Three charts addressed question 10. A fourteenth hypothesis was added to address a cogent discovery regarding issuance of temporary certificates statewide. All null hypotheses were tested for significance at the .05 level.

H_{O1} There was no statistically significant difference in number of first-year teachers in small Oklahoma secondary schools before H.B. 1706 (school years 1979-80, 1980-81) and after H.B. 1706 (school years 1982-83 and 1983-84).

H_{O2} There was no statistically significant difference in number of first-year teachers in small Oklahoma rural versus non-rural secondary schools before and after H.B. 1706.

H_{O3} There was no statistically significant difference in number of first-year teachers teaching in only their major assignment areas in small rural vs. non-rural Oklahoma secondary schools for the school year 1982-83.

- H₀4 There was no statistically significant difference in number of first-year teachers teaching in only their major assignment areas in small rural vs. non-rural Oklahoma secondary schools for the school year 1983-84.
- H₀5 There was no statistically significant difference in number of first-year teachers teaching in only their major assignment areas between those two groups for the school years 1982-83 and 1983-84.
- H₀6 There was no statistically significant difference in number of first-year teachers teaching in their minor assignment areas in small Oklahoma secondary schools, rural vs. non-rural, for the school year 1982-83.
- H₀7 There was no statistically significant difference in number of first-year teachers teaching in their minor assignment areas in small Oklahoma secondary schools, rural vs. non-rural, for the school year 1983-84.
- H₀8 There was no statistically significant difference in number of first-year teachers teaching in their minor assignment areas between those two groups for the school years 1982-83 and 1983-84.
- H₀9 There was no statistically significant difference in number of temporary teaching certificates issued after H.B. 1706 to teachers in small Oklahoma rural vs. non-rural Oklahoma secondary schools.

- H_O10 There was no statistically significant difference in number of course offerings in small Oklahoma secondary schools before and after H.B. 1706.
- H_O11 There was no statistically significant difference in number of post-H.B. 1706 course offerings in small rural vs. non-rural Oklahoma secondary schools.
- H_O12 There was no statistically significant difference in the number of entry-year teachers and number of first-year teachers in small Oklahoma secondary schools.
- H_O13 There was no statistically significant difference in number of entry-year assistance committees between small rural and small non-rural Oklahoma secondary schools.

An additional, or supplementary, hypothesis is formulated, dealing with number of temporary certificates offered statewide:

- H_O14 There was no statistically significant difference in number of temporary teaching certificates issued statewide before and after H.B. 1706.

Definition of Terms

ADM. Average Daily Membership, an arithmetic average of enrollment during the school year.⁴

Common Education. Public education, or education involving school children in grades K-12, and whose education is financed by public funds, i.e., primarily federal

and state taxes. Private education also involves school children in grades K-12, but financing comes from private, not public, sources. Common education is also specifically distinguishable from higher education. Higher education involves students in post-twelfth grade studies. The two systems are governed by two different state agencies.

Entry Year Assistance Committee (EYAC). "...a committee in a local school district for the purpose of reviewing the teaching performance of an entry-year teacher and making recommendations to the Board [State Board of Education]..."⁵ The EYAC consists of an experienced classroom teacher whose teaching area or academic training is the same as the entry-year teacher's, one representative from higher education, and one building or school district administrator... The EYAC either recommends or fails to recommend the candidate for certification...⁶

Major Assignment. Refers to the majority portion of the teaching assignment and requires that the major certification area be consistent with the major assignment.

Metropolitan. According to the U.S. Bureau of Census, "metropolitan" is defined as cities containing 50,000 or more inhabitants. There are five metropolitan areas in Oklahoma. They are: Oklahoma City, Tulsa, Lawton, Norman, and Enid, using 1980 census data.

Minor Assignment. Refers to the lesser, or second, teaching assignment given a teacher and requires that the

minor assignment credential be consistent with the minor assignment. A minor assignment credential usually requires a much smaller amount of college coursework than does the major certification area.

Non-rural. Extrapolating from the U.S. Bureau of the Census definition of rural, non-rural will be used to include persons living in towns or cities of 2,500 or more people.

Non-rural school. A small secondary school in a non-rural area. It could even be in a metropolitan area, but it could also be anywhere within a 40-mile, one-way commuting distance from a metropolitan area.

Qualified teachers. Teachers certified by the Oklahoma State Department of Education with a license, or with a provisional or standard certificate. Specifically excluded from the "qualified teacher" classification are persons who are teaching on temporary certificates.

Rural. Using the U.S. Bureau of Census definition, rural population is defined "to include persons living in the open country or in towns of less than 2,500 people."⁷

Rural school. A small secondary school in a rural area or community. In addition to the U.S. Bureau of Census definition used for rural (see Rural), for purposes of this study, a 40-mile, one-way commuting distance from

any of the five metropolitan areas was used to further delineate rural from non-rural.

Secondary schools. For purposes of this study, schools whose students are in grades 10 through 12, inclusive. Although secondary certificates are good for teaching in grades 7-12, the focus of this study is primarily on high schools which cover grades 10-12, inclusive.

Small secondary school. Using a modified version of the North Central Association Committee on Small Schools (NCACSS) definition, in which small high schools are "... those schools having total enrollments of less than 300 for grades nine through twelve...",⁸ for purposes of this study, "small secondary school" will refer to those schools having total enrollments of 300 or less for grades ten through twelve. There are approximately 390 such small secondary schools in Oklahoma, according to the Oklahoma Secondary School Activities Association's print-out, "1983-84 Classification of Schools." The classification system uses A.D.M. for its size determinations.

Teaching assignment. Classes assigned to a given secondary teacher. In a (typical) six-hour school day, a social studies teacher may be assigned to teach two hours of U.S. history, one of Oklahoma history, one of government, and one of world history. More typically, in a rural school, he/she might teach a class in U.S. history, one

in Oklahoma history, and if he/she is multiply-certified, three courses in health and physical education.

Teacher education act. Oklahoma's H.B. 1706, passed June 3, 1980, by the state legislature (as shown in Appendix C).

Limitations of the Study

Any application of the results of this study are limited to the data available to the researcher in February and March, 1984, and by the following conditions:

1. Generalizations from the findings and conclusions of this study must be restricted to a population of schools similar to those used in the sample.

2. Any generalizations based upon the study must be made with caution, as the study itself is a measurement of a part of an ongoing process, and the trends attested to by data in this study are subject to change.

3. The results of this study are subject to all the limitations inherent within the type of research design used.

4. The results of the study are predicated on the assumption of accuracy of the data made available by the Oklahoma State Department of Education.

Organization of the Study

This introductory chapter has included a general discussion of some of the social, political, and

educational factors precipitating the demand for educational reform at the national level. The Legislature of Oklahoma is historically legalistic in its orientation to large-scale social problems, and so it is consistent with that pattern that it should respond to public pressure for educational reform with a law. One such response is H.B. 1706.

Need for the study was discussed, after which a statement of the problem was given. Questions to be asked in the study followed. Hypotheses were generated to address the content of the questions. Definition of terms and limitations of the study were respectively presented.

A review of the literature is contained in Chapter II, including the broader background literature relating to rural education. The educational reform movement will be alluded to and tied to Oklahoma's status as a rural state. An overview of H.B. 1706 will be presented and the case will be made for considering that legislative bill as an attempt to initiate educational reform in this state.

Chapter III includes a description of the methods and procedures used for conducting the study, collection of the data, and analysis of the results.

Chapter IV contains a presentation of the data, a testing of each hypothesis, the presentation of the statistical results, and the decision made from the statistics.

Chapter V presents conclusions based upon the results of the findings and a discussion of the implications of those findings.

CHAPTER II

REVIEW OF THE LITERATURE

An Overview of Rural Education

Rural education: What is it? Does it differ substantially from non-rural education? If it does, how? What are the special problems and issues involved? Who deals with them, and how effective are their dealings? What constitutes success or failure in a rural educational setting? How do the values of rural educators, school children and school systems differ from the value systems of their urban counterparts?

These and similar questions reasonably emerge as one begins to review the literature on rural education in the United States. The state of the art appears to be in a period of flux as economic, social, cultural, political, and educational changes occur. Definitive statements on what constitutes rural communities and small schools seem appropriate. One authoritative source reports,

. . . the North Central Association Committee on Small Schools defines small high schools as those schools having total student enrollments of less than 300 for grades nine through twelve . . . [and] . . . The latest national census data indicates that there are 5,800 schools within public school systems having student enrollments totaling under 300 students."¹

The same author also indicates that rurality includes more than mere demographic factors of communities. The term implies certain characteristics relating to geographic location, but also,

The new migrants in rural communities now tend to have different educational backgrounds, expectations, and values than the other residents. As a consequence, their orientations toward education may be in conflict with the established community . . .²

Another authority who recommends specialized training for educators in rural schools writes:

Areas in which people live may be classified primarily as urban or rural. The rural population is defined by the Bureau of the Census to include persons living in the open country or in towns of less than 2,500 people.

Moe and Tamblyn suggest that the population be divided into two primary groups, labeled metropolitan and nonmetropolitan. "Nonmetropolitan would be defined as people and places outside of counties containing a city of 50,000 or more inhabitants."³

With this definition for rural nonmetropolitan areas, approximately 31.4 percent (63.8 million) of the total population of the United States for 1970 would be classified within this category, according to Muse, who asks:

Is it necessary to study the strengths and weaknesses of schools by separating them into two categories rather than considering the schools as a whole? A few educators deny that rural education as a separate consideration exists. According to them, the principles of good teaching and good school administration are general and have universal applicability; thus, any endeavor to identify rural education is futile and unworthy of any scholarly endeavor.⁴

And finally,

Although nonmetropolitan schools may vary in size, isolation and ethnic/racial group attendance, most small rural schools are characterized by (1) limited financial resources, (2) limited course offerings, (3) limited vocational education programs, and (4) limited faculty and administration. These conditions, especially the limited financial resources, combined with physical isolation, tend to have a profound effect upon the quality of educational programs that can be offered to rural youth.⁵

Dale states that,

During the last decade, the rural-to-urban migration has reversed. That trend shows signs of continuing into the current decade . . . (and) . . . approximately one-third of our population lives in rural areas.... Rural America is characterized by tremendous diversity, a fact that makes common solutions to rural school problems difficult if not impossible.⁶

Dodendorf conducted a study of a two-room schoolhouse in order to determine some of the effects of rural education. She delineates five attributes which are considered significant and unique to rural schools. These are:

1) Its daily classroom routines, 2) the use of learning by group methods, 3) the interdependence demonstrated by the children, 4) the independence of the children, and 5) the community's involvement in the school. In addition to these advantages, there is a congruity between the school's values and the community's values. This promotes an environment for children that is both academically strong and emotionally secure....⁷

Unfortunately, much of what is good about rural education has been ignored. According to Sher,

In recent years, rural education has become the poor country cousin of education leaders unconcerned about rural issues and rural leaders unconcerned about education issues.

Whether from ignorance, disinterest, prejudice, or simply neglect, this wholesale abdication of responsibility by leaders in both education and rural development has relegated rural schools and school children to the farthest recesses of the nation's consciousness. . .⁸

Harry S. Margolis discusses problems common to rural schools. "The academic literature . . . is filled with discussions of urban problems and solutions, with hardly a mention of rural ones; and state funding is generally tilted toward large institutions. . . 'No one thinks anything about talking about urbanites and suburbanites. . . But who talks about ruralites?'"⁹ He claims the problem is one of "sizism," an unspoken bias against rural educational institutions.

Larry Thomas, a rural school district superintendent, contends that the problems facing rural school districts can be divided into four kinds: finance, energy, teacher recruitment, and curriculum. His remedial prescription is emphasis on "basic skills," teachers with broader subject backgrounds and certification, involvement of parents and the community, creativity, and cooperative work efforts among all persons involved in the education process.¹⁰ It would be interesting to learn (a) what Thomas considers "basic" in the way of skills, (b) what he would do in Oklahoma, under H.B. 1706, regarding broad subject background and certification of teachers, (c) how he would go about involving an already involved community, (d) what he considers creative in education, and (e) how he would

go about the task of having patrons and school personnel work together cooperatively. Thomas does point out some serious problems, especially in relation to fiscal issues of rural schools.

In spite of the different perspectives of this potpourri of writings on the subject, it can be assumed that rural education is, indeed, a phenomenon unique from urban or suburban education, and that it has its own set of problems. These have been discussed in terms of consolidation, fiscal concerns, teacher preparation and recruitment, and the teacher shortage, per se. It is also acknowledged that there exists a whole array of valid, serious concerns relating to rural education, such as the need for curriculum revision to reflect the point of view of ruralites, energy-related problems, and educational opportunities for ethnic groups and female students. In addition, the whole issue of quality of education deserves attention.

Bagby reports that ". . .in extreme rural and small schools, . . . performance levels in reading skills were consistently below national averages in 1975."¹¹ She also noted the paucity of research on the subject of reading skills proficiency of rural students.

Similarly, serious problems exist in terms of providing special education services. Geographic isolation and limited resources, as well as specially trained classroom teachers are just a few of the many difficulties

already faced by rural districts dealing with children needing special education. These difficulties appear to have become compounded, rather than helped, by Public Law 94-142.^{12,13} On the other hand, early childhood education is seen to hold tremendous potential for success in rural areas, in part, precisely because of the rurality: "The rural family unit is particularly strong. Parents do want to help their children learn and can be taught to be effective teachers."¹⁴

An ERIC fact sheet points out the diversity of uses of school transportation systems in rural areas. Numerous demands are "put on the system," in addition to the transporting of students to and from school. Field trips, transporting both students and teachers involved in work/study programs, transporting of adults to and from night education classes, and the transporting of parents to and from school meetings (or the transporting of school administrators to and from the homes of students and their parents for similar meetings) are all reasonable uses of school transportation systems. In addition, severely handicapped children can be driven to clinics for regular checkups or shots. These activities all constitute valid demands frequently placed on rural school transportation systems. Costs of maintaining such systems are great, but so is the level of community involvement.¹⁵

Consolidation of school districts as an approach to rural educational problems has been successfully

implemented primarily because of:

" . . . a consensus among influential policymakers that it represented a reform of enormous potential for solving most of the problems long considered endemic to rural education. . . . The values of smallness--local control; the close relations possible among professionals, parents, students, and community; and the opportunity for many more students to participate in school activities at a more meaningful level--seemed overshadowed by the promise of new buildings, more courses, and sophisticated equipment There is no strong empirical base to support the assumptions and assertions of school and district consolidation advocates.¹⁶

These and other "explosions of myths" written about by Sher and Tompkins are reinforced by a colleague who writes, "There is strong evidence that centralized schools are expensive, remote from the communities they are supposed to serve, and not especially satisfactory to teachers, parents, or students."¹⁷

Today, after nearly 100 years of pressure towards consolidation, there are still communities saying 'Wait a minute' to the advocates of large schools and larger districts. And, unlike twenty years ago, they are now organizing and making their voices heard. People United for Rural Education (PURE) is one such organization, but it is not alone. Farmers in Nebraska, parents in Wiscasset, Maine in Kermit, West Virginia, parents have started to explore the possibilities of de-consolidating school systems. . . . 'Further, there is at least a powerful suggestion that some of the best qualities of rural schooling have been lost in the rush to size and grandeur.'¹⁸

Dale makes the case that consolidation is a reform policy ". . . consistent with the theme that . . . the rural school itself is the problem" Further, he writes,

Reformers have considered consolidation to be a reform of unlimited potential in solving educational problems. Although some states have made a conscious effort to consolidate schools, the consolidation process in other states has been more influenced by demographic factors than by conscious design. The number of school districts has been reduced from 128,000 in 1930 to approximately 17,000 today. Oklahoma has reduced the number of school districts in the state from 4,450 in 1946 to 618 districts at the current time.¹⁹

From this discussion on consolidation, Dale goes on to discuss a kind of court-sanctioned inequity among state school districts caused by ". . . the legality of state aid systems that allow expenditure per child to vary with the property wealth of a district."²⁰

Dunne, Sher, Parks, Tompkins, Schneider, and Ross and Green all allude to the economic problems, with the concomitant federal funding inequities, experienced by small school districts. They indicate that ". . . Special types of regional, state and federal assistance are justified because social and economic costs of rapid growth are large and concentrated when small rural areas are impacted."²¹ Sher and Tompkins appear to say it best, when they discuss economy, efficiency, and equality in district reorganization when they state that:

In addition to school size and its relationship to cost, another voluminous body of literature considers possible economics and the equalization of expenditures per pupil that come with district reorganization. The really important point here has to do with efficiency: Spending less to attain the same level of performance is efficient; spending less to attain less is a corruption of this concept, leading to false efficiencies. No compelling evidence exists which proves that the consolidation of rural schools and school districts produced significant net economic advantages. Thus,

any attempt to legitimize the massive rural consolidation programs implemented since 1930 must find its rationale somewhere other than in the economics of the situation.²²

The question of quality of education is an inevitable one, and it appears to surface with greater than occasional frequency. Data can be found to support claims in either direction, that is, that rural schooling is superior, or that it is inferior. School managers are encouraged to provide quality education in small schools.

. . . Every available resource should be used, staff and community surveyed to determine special skills or interests that can be shared with students, and communication lines developed and maintained among staff, students, administration and community.²³

Sher and Tompkins make the case against consolidation in their repudiation of "traditional conclusions" relating to quality of rural education, involving the correlation between school size and achievement scores of children. ". . . Of the recent controlled studies, there is not one which records a consistent positive correlation between size and achievement, independent of I.Q. and social class."²⁴ They go on to dispel the belief, using "available evidence," that consolidation improves a student's chances for either enrollment in, or successful performance in, college.

The whole problem of poor, inadequate, or nonexistent research concerning the effects of rural education is addressed by Parks and Sher, Dunne, Sher and Tompkins, Sher, and Schneider, among others. Parks and Sher call

specifically for the "systematic collection of data on rural populations" (general and student) and on rural schools, school staffs, and education finance.²⁵ They specifically call for the "merging" of data from all federal agencies under one umbrella, so that comparability of data among the various agencies can be made, and discrepancies reconciled.²⁶ Other recommendations to alleviate the dearth of federally funded research follow, all of which point up the seemingly empty bureaucratic gestures which have heretofore been offered rural education.

Teacher preparation and recruitment are special problems whose impact appears to be more serious in small rural school districts. "There is definitely a teacher shortage for rural schools. This is primarily due to an image that rural schools are 'inferior'. . . ." ²⁷

A rural school advocate warns of the teacher shortage for small schools.

Nearly nine million children still attend the kind of schools that most middle-aged Americans recall with affection.

The fight to save the small, the remote, and the indigenous has been heroic. Time and again, as the forces for consolidation built up, unwavering community support kept small districts intact. Denied a fair share of outside funding, discriminated against by classification systems, legislated against by lawmakers, and virtually ignored by teachers' colleges, small schools fought back with the pitchforks and axe handles of local initiative.

But now comes the teacher shortage. It is a problem national in scope, irrational in character--and beyond the control of local

teacher production has dwindled to little more than half of what it was in 1972. There are critical shortages of mathematics, science, vocational/industrial, agriculture, and special education teachers. Shortages in other specialties are being reported with increasing frequency.²⁸

Dunathan closes with a multi-faceted proposal for raising standards, including teacher involvement in certification, training, staff development, and self-policing of teachers by discouraging issuance of temporary or emergency certificates, and demanding cogent, quality courses at the university level. Another recommendation is active involvement of "small-schoolers" in the recruitment of capable, potential rural school teachers beginning their teacher training. One way to do this is by offering subsidies to such candidates. Dunathan also calls for increased support for research in small school education. He ends his treatise with a threat:

If small schools cannot solve their teacher supply problems, a host of proven technological systems stand ready to deliver teaching without delivering teachers-to keep children on-line instead of in-line."²⁹

H.B. 1706 requires every college or university professor involved in teacher preparation to spend the equivalent of one-half day per week for one semester, every five years in the public schools. Four professors from the Secondary Education Division of the University of Oklahoma College of Education fulfilled this facet of the law earlier than was required. Two problems addressed by these professors' "head start" on the legislative requirement were: 1) How to improve the quality of education in

the state; and 2) How best to contribute to the general improvement of rural education.

Recommendations made by professors as a result of this project were:

1. Establish credibility in a local school before participating fully in school functions;
2. Allow for initial period of acclimation for all concerned;
3. Establish conditions of professional involvement prior to participation, so that all personnel involved in the project may profit;
4. Participate in informal, as well as formal (classroom) school functions.³⁰

Not only must teacher-training institutions specifically recruit and train teachers for rural areas, but efforts must also be made by all concerned educational groups to provide adequate in-service training to those teachers, good and poor, presently in teaching assignments. Muse advocates that teacher candidates interested in teaching in rural areas be assigned by schools of education into rural schools for their student teaching placements.³¹ Thomas calls for implementation of the same policy by colleges, and observes that it is being started by some schools in Kansas.³²

That the teacher-student relationship is close, personal and vital in small rural schools is described by Wayne Craig, a classroom teacher in a rural Texas school

system, who writes that, "If we learn what we can of our students and apply what we learn, we will be in a unique position to deal with each student individually. . ."³³ He goes on to encourage rural classroom teachers to recognize the uniqueness of the professional role of the teacher in small schools and to seize upon available opportunities to develop relationships with students both inside and outside the classroom, as mutual participants in community activities, as supporters of students in choir, band, athletic activities, science fairs, and in various education or school-related activities which may or may not relate to the classroom teacher's teaching field. He further encourages professional involvement with parents, as well as a charge to teachers to "keep current" in knowledge of the teaching profession by subscribing to, and then reading professional journals. His suggestions, although simple, appear to be based on experience and to be related, in a pragmatic way, to the building and maintaining of good, sound relationships essential to successful rural classroom teaching.

Student teaching, internships, in-service training and staff development are topics addressed by Muse and mentioned by Thomas and others. Rural education teacher preparation and/or continuing education is a rare offering from teacher training institutions. Peterson reports that,

Barely 10 of the nation's 3,000 teaching institutions offer rural education programs, although one-fourth of the U.S. population still is classified as rural.

What is needed is a new concept of education personnel development. This concept sees training as taking place partly on campus and partly in the school districts. Teaching centers or cooperating units will serve as development areas in which training, research and discussions are held. Professors coming to these centers on a regular basis to assist the training of pre-service teachers will be re-educated to the 'real life' in the schools. They will receive as well as give new insights into educational problems. . . .³⁴

Such a system would tend to obliterate the philosophic and practical distance currently experienced between teacher education college faculty and rural classroom teachers.

All is not negative, however, with rural education, including projections for the future. Calling it "The Lingering Lure of the Little Red Schoolhouse," the editor of Phi Delta Kappan writes a personal testimonial on the positive aspects of his past and suggests that there may well be "ways of producing, in the lonely crowds we call urban schools, some semblance of the concern and cooperation, the sense of interdependence, that has always marked good rural schools."³⁵

Skenes and Carlyle outline a successful "rebuke and embarrassment to those who say a small school can't be a good school. This is a case study of an Iowa community fiercely proud of its 305-student, K-12 system."³⁶ They specify strengths of individual attention; teachers, students, and administrators knowing one another; and all students having many extracurricular opportunities.

Ross and Green, and Schneider refer to the population shift back to less populated areas, and of the need for

a modified version of small rural schools. They, along with Muse, Peterson, Elam, Dunne, Sher, and Dodendorf, perceive numerous positive implications in this cultural/educational trend. They recommend, for the most part, unification, not consolidation, in order to put muscle into some legitimate demands for improving rural schools; increased funding at the federal level; higher standards for rural teachers; specific recruitment of high-quality teacher candidates; encouragement of student-teaching experiences and internships; enlightenment of faculty in teacher education training institutions; and increased funding for research on rural education.

There is much to recommend rural education. As has been made apparent, not all of that which is commendable is tangible, definable, quantifiable, and measurable. But that positive qualities and characteristics of rural education exist and endure are facts that have yet to be accepted responsibly by the educational establishment

Oklahoma As a Rural State

Of the 1,002 cities and towns listed by the 1984 Official Oklahoma State Transportation Map, only five cities are metropolitan, using the U.S. Census Bureau definition. These five metropolitan areas of Oklahoma are: Oklahoma City, Tulsa, Norman, Lawton, and Enid. Rural communities, including cities, towns, and unincorporated communities, number 887 in this state. With a statewide population of 3,025,290, and a land area of 68,782 square

miles, Oklahoma is considered, relative to the other states, sparsely populated.

Dale addresses the definitive characteristics of rurality and prefers to view rurality on a continuum, introducing the concept of "degrees of rurality." A most important contribution made by Dale is his discussion of how rurality affects schooling. He contends, along with Nachtigal, that three distinct themes emerge in relation to rural school reform:

1. The problem with rural education is that it is not urban, that the rural school itself is the problem. These reform efforts have sought to mold rural education in the likeness of urban education.

2. The theme of the concept of 'necessary existent' small schools concedes that some small schools will have to remain because of sparsity of population.

3. The third theme, based on the assumption that the problems of education are generic, emerged with the advent of federal aid to education. . . .³⁷

In a 1982 study, teacher supply and demand in the state of Oklahoma was surveyed. According to this source,

. . . If a county's vacancies total from 0-4% of its total FTE (full-time equivalency) positions, the vacancies may be considered negligible. If the vacancies total from 5-9% of the FTE, the vacancies should be noted but are probably not critical. If the vacancies total from 10-14% of the total FTE, they should be noted and studied more carefully. If they total 15% or more, they should be considered areas of critical shortage. . . .³⁸

Five Oklahoma counties then, using this (cautious) formula, experienced "critical" teacher shortages during the 1981-82 school year. These counties are what would, by

the U.S. Census Bureau definition be considered primarily rural. They are: Custer, Lincoln, Osage, Washita, and Woods. Nineteen additional counties in the state experienced shortages of such proportion that, according to the same formula, they warrant careful study. So, the problem of teacher shortage for rural areas is real and its impact can be considered "close to home" by Oklahomans, in whose state 280 out of 617, or 45 percent of the public school districts, have ADMs of 300 students or less. Oklahoma is, in reality, a primarily rural state.

Educational Reform as a Current Movement

The political and social mood of the eighties may well be reflected in the tendency of the U.S. public to view education in negative terms. Four major works, each of which takes a different approach to addressing problems common to schools are: A Nation at Risk: The Imperative for Educational Reform; High School: A Report on Secondary Education in America; A Place Called School: Prospects for the Future; The Condition of Teaching: A State by State Analysis.

The report on A Nation at Risk: The Imperative for Educational Reform, issued in April of 1983, received national attention in the commercial press. This report is highly critical of the nation's schools, and says that educational reform is necessary in order for the United States to compete in world markets, in order to achieve economic superiority, and in order for United States

citizens to meet the needs of a technologically advanced society.

The National Commission on Excellence in Education, a commission whose title has ushered in the new educational catch phrase of the '80s, "excellence in education," offers a number of recommendations dealing with ". . . four important aspects of the educational process: Content, Expectations, Time, and Teaching."³⁹

Three national reports which are perhaps more cogent than is the Nation at Risk report are the ones by Boyer, Goodlad, and Fiestritzer. Ernest L. Boyer is President of the Carnegie Foundation. "The Carnegie Report," the nickname for his text is, in reality, High School: A Report on Secondary Education in America. Primary themes are that: (1) the world has changed, and quality education in the 1980s and beyond means preparing students for the transformed world; (2) a comprehensive school improvement program must urgently be pursued; (3) without "excellence in education," the promise of America cannot be fulfilled. In spite of his use of the catch phrase, Boyer's recommendations appear to have a great deal of substance. He goes into great detail in recommending that every high school should establish clearly stated goals that are widely shared by teachers, students, administrators and parents. These goals should focus on five major areas: the mastery of language, a core of common learning, preparation for work and further education, community service, and civic service.⁴⁰

Goodlad, in his 1984 text, A Place Called School: Prospects for the Future, indicates that problems in secondary education today are only beginning to be identified. Many of these problems are chronic, and any attempts at significant educational reform will require efforts on the part of all participants in public education, because all aspects of public education are interrelated.⁴¹

Some of Goodlad's major recommendations are: the identification by school districts of good prospective administrators, in order to foster leadership in these individuals; payment of educational leave for administrators of school systems; formation of a democratic policy planning group involving teachers, students, parents, and the general public; flexible use of funds by schools; delegation of authority and responsibility across and throughout the school system; elimination of "tracking systems" in schools; two-hundred-day contracts for teachers; establishment of a high school curriculum based on five domains of knowledge; implementation of modified "voucher system," so that students might be able to obtain course work in all available content areas; establishment of a national center for research and development corresponding to the five curriculum domains; establishment of "key" or demonstration schools; implementation of a two-year internship and a three-year residency as prerequisites for career teachers; establishment of a career ladder for classroom teachers; flexibility in staffing, with the

option for schools to use part-time teachers; establishment of a different school age arrangement, so that schooling begins on the individual child's fourth birthday; use of older students as teachers of younger students; and the granting of high school graduation certificates after completion of studies beyond the minimum course requirement or community service.

Goodlad's notion of funding for such a program of reform is that it would come from all levels of government. It should be the role of the states to establish goals and implement guidelines, rather than to intrude in the day-to-day operations of schools.

C. Emily Feistritzer published a compilation of data on teachers that affect schools throughout the United States. Her findings are essentially the following: (1) Teacher salaries differ widely from state to state, and are down in relation to the total spent on each student; (2) Teacher salaries not only start out low but fail to grow relative to salaries received by other professionals; (3) There are more teachers even though there are fewer pupils; (4) Demand for teachers is starting to exceed supply and is expected to grow; (5) The caliber of new teachers is low and getting worse; (6) The percentage of certified teachers in public schools is far greater than in private schools; and (7) Federal and state contributions to school funding show vast differences across the country.⁴²

In view of these national reports on educational reform, it appears appropriate to discover what these reports and this study have to do with the state of Oklahoma and its system of common secondary education. Because of its vast land area and sparse population, Oklahoma is considered a rural state. It appears to be appropriate and timely to examine the substance of H.B. 1706, Oklahoma's version of educational reform, and to draw inferences that will enable the reader to examine what is going on in the state of Oklahoma, in terms of both educational reform and rural education. From there, the methods and procedures used to assess the extent of change brought about by H.B. 1706 will be presented.

In 1980, the state of Oklahoma responded to perceived public pressure for educational reform with a legislative bill called House Bill 1706.⁴³ With this bill,

Oklahoma has joined a number of states which are requiring examinations for classroom teachers as one way to upgrade teacher education standards. But Oklahoma's H.B. 1706 is much more than a teacher testing law. It represents one of the most comprehensive attempts to improve teacher education, as it addresses not only curriculum content knowledge through the examinations, but also classroom teaching competence, salaries, licensure, certification, staff development, and teacher education faculty development. Written by members of Oklahoma's House Common Education Committee, the 23-section bill calls for the establishment of a nonteaching citizen's commission on education, as well as a teacher register along with a job availability list. The intention of H.B. 1706 authors was "... to ensure that the children are taught by professional educators, fully trained in their areas of expertise."

Prior to H.B. 1706, the approved program approach meant that graduates of state institutions whose teacher education programs had been approved

by the Oklahoma State Department of Education would, upon satisfactory completion of the college program of study, receipt of the recommendation of the graduating institution, and application to the State Department of Education, receive certification to teach. Out-of-state applicants who had graduated from an accredited institution which had been approved as a teacher preparatory institution within their states were eligible for certification if the course work met minimum State Board requirements in Oklahoma. All applicants must have met the recency requirement of having taught three of the last five years or must have completed eight semester hours or a combination of teaching experience in an accredited school, in addition to having received college credit within the five years preceding application for certification. For purposes of recency, one year of teaching experience is equivalent to three (3) semester hours of college credit.

For those whose graduation date is after February 1, 1982, H.B. 1706 mandates that the prospective teacher pass the curriculum examination(s) prior to licensure. A grandfather clause is written into the law which exempts those whose graduation date precedes February of 1982. That exemption applies to currently certified teachers and all other individuals who completed an approved education program prior to February 1, 1982. These exemptions are thought to make the testing requirements more nearly practicable. The license, obtainable after successful completion of the curriculum exam(s) and after having met an approved teacher education program, entitles the graduate to teach for one year under supervision by an Entry-Year Assistance Committee. The EYAC consists of an experienced classroom teacher whose teaching area or academic training is the same as the entry-year teacher's, one representative from higher education, and one building or school district administrator. Requirements are for the committee to meet on a formal basis with the entry-year teacher three (3) times throughout the school year. The Entry-Year Assistance Committee either recommends or fails to recommend the candidate for certification at the last EYAC meeting. A candidate may, upon failure to receive a recommendation for certification, have a second supervised entry-year. In the event that an additional year is required, the license is renewable.

In terms of the curriculum examinations, seventy-nine (79) separate exams were developed

to correspond to certification areas. All tests were multiple choice, untimed, and contain four choices per item. There are three classifications of tests. General tests are given in certification areas that normally are sole teaching areas, such as elementary education, the foreign languages at the secondary level, and specialty or professional areas, such as reading specialists, administrators, librarians, psychometrists, or speech pathologists. General examinations are comprised of 120 items. Umbrella tests usually pertain to secondary level areas such as language arts, mathematics, social studies, industrial arts, and business education. Umbrella exams contain 100 items. Specific area exams are required under each of the umbrellas and consist of content areas such as grammar and composition, American literature and English literature under the language arts umbrella. Algebra, geometry, trigonometry, math analysis, and calculus all fall under the mathematics umbrella, etc. Specific area exams consist of 80 items. Candidates for licensure may repeat curriculum examinations an unspecified number of times; however, licenses are not normally granted until the candidate has successfully completed curriculum testing.⁴⁴

CHAPTER III

METHODS AND PROCEDURES

This chapter describes the methods and procedures used to conduct the study, collect the data, and analyze the results. The general research method was descriptive.

Selection of the Sample

The sample for this study was taken from the 171 Oklahoma secondary schools, grades ten through twelve, whose populations fell roughly within the guidelines of "small," using the NCACSS definition. The structure of many of these small secondary schools is grades nine through twelve, but, for purposes of this study, data for only grades ten through twelve was used. Data for this purpose were obtained from the "1983-84 Classification of Schools" listing published by the Oklahoma Secondary School Activities Association (OSSAA). ADM in the respective schools was used as the criterion for school size.

The sample consisted of 50 small rural schools and 29 small non-rural schools. Schools fitting the definition of small, but which were within commuting distance (i. e., a 40-mile one-way distance) of any one of the five

metropolitan areas would be considered small non-rural. Schools fitting the definition of small which were beyond a 40-mile one-way commuting distance were considered small rural. There were more small schools available in the rural than in the non-rural pool. ADMs of the schools used in the study ranged from a high of 301.19 to a low of 105.62. Based on the definition of small using ADMs as the measurement of school population, Oklahoma small schools ranged from a high of 297.06 to a low of 16.39, according to the OSSAA document. The cut point for selecting the samples was made on the lower end of the population continuum in order to ensure relative homogeneity of size among rural and non-rural schools.

Data Source and Collection

Data were collected from the Oklahoma State Department of Education records. The OSDE is the state agency charged with the responsibility for distributing state aid to and regulating the operation of the state's 617 school districts. The agency is divided into a number of departments, called sections, each of which is responsible for one aspect of regulation. Sections which supplied data for this study are described in the following sections.

Data Center. In order to facilitate its duties, the OSDE compiles descriptive statistical material on each of its operations and stores the data in the Data Processing Center. For purposes of this study, data on number

of first-year teachers, school districts employing them, and credentials of the respective new teachers were made available to the researcher.

Teacher Education/Staff Development. This section of the OSDE has dual functions of monitoring approved programs for teacher education at twenty institutions in the state and of providing an entire series of ongoing staff development programs for the state's approximately 40,000 classroom teachers. This section supplied data relating to number of first year teachers, type of certificate, and existence or nonexistence of an EYAC.

Teacher Certification. This section of the OSDE provides perhaps the most critical functions of the agency: It issues and makes policy relating to issuance of individual teaching certificates. According to Feistritz, "Professional standards that apply to teacher education programs and the rules and regulations that govern certification decisions determine in large part the quality of beginning teachers..."¹ The Certification Section of the OSDE assisted in this study by supplying information on types of certificates issued from the years 1976 through 1983. Information on temporary certificates was obtained from this data.

Accreditation. "Quality of education" has long been a functional concept in Oklahoma, and the OSDE has attempted to ensure quality to the state's school children

by supervising and regulating individual districts' compliance with state school law and with OSDE regulations. Information on school population and on number of course offerings, measured in terms of "units," was obtained from annual OSDE Accreditation Reports.

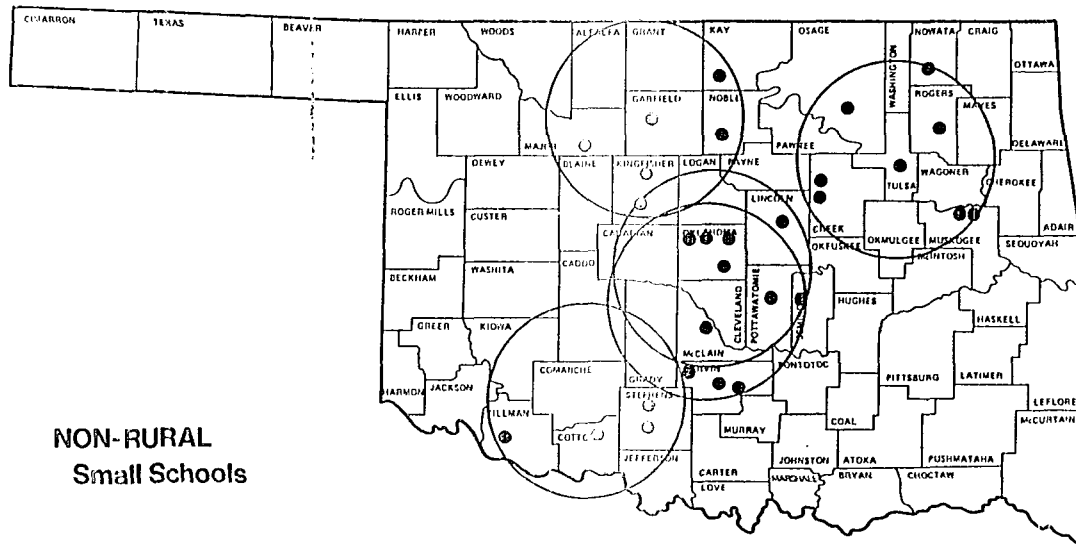
Other sources of data collection were the 1984 Official Oklahoma State Transportation Map, and numerous issues of the Statistical Abstract of Oklahoma, published by the Center for Economic and Management Research, College of Business Administration, University of Oklahoma.

Statistical Analysis

Chi-square, the non-parametric statistic, was used in this study. The reasons for this choice were that the data are independent, and the categories into which data were placed are mutually exclusive. A frequency was placed in one and only one category. Also, all of the observed data were used.² Because all of the data obtained for this study were discrete, and because only one degree of freedom (1df) was used with each of the fourteen hypotheses, the Yates correction factor was applied.³ The following chi-square formula was used, including the Yates correction factor:
$$X^2 = \sum \frac{(|O-E|-.5)^2}{E}$$

The computations were done by hand, rather than with a computer, but use was made of a small calculator. A second chi-square formula was used to check the findings where two-by-two contingency tables existed, as in H_{02} ,

and H_{013} . This formula is : $X^2 = \frac{N (ad-bc)^2}{klmn}$ The latter formula avoids the computation of expected frequencies. Because the Yates correction factor was not used in the second formula, the obtained chi-square values were slightly different from each other, where both formulae were used. A confidence level of .05 was obtained for each computation.



**NON-RURAL
Small Schools**

Scale 0 20 miles

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

This chapter contains a presentation of the data, with tables demonstrating the null hypothesis testing, including the chi-square results, and the rejection or failure to reject the null in each hypothesis. Tables listing in-state institutions conclude the presentation of the data. These tables contain numbers of post-H.B. 1706 graduates among first-year teachers currently teaching in small rural and non-rural Oklahoma schools and the institutions from which they were graduated.

The Oklahoma version of an educational reform law appears, at preliminary testing, to be working in some respects. Some of the fears about negative effects of implementation of the bill are apparently unwarranted. Small rural schools in the state may be inconvenienced by the law, but the effects are essentially no different in small rural than in small non-rural schools, in terms of measurable change related to H.B. 1706 mandates.

An overview of the hypothesis testing, an analysis of the results, and presentation of the chi-square table for each hypothesis follows. The first hypothesis dealt

with the number of first-year teachers in small Oklahoma rural and non-rural secondary schools, before, versus after, implementation of H.B. 1706. For purposes of this research, before H.B. 1706 includes the school years 1979-80 and 1980-81. After H.B. 1706 includes the school years 1982-83 and 1983-84.

The school year 1981-82 was deleted from the study for two reasons. First, school year 1981-82 was thought to be a transition year, or a time during which school districts were implementing parts of H.B. 1706. In such a transition period, it was thought that some school district administrators might tend to over-react, or to under-react, to the new requirements. Second, data were not available for that school year for some of the sampled districts.

The finding of statistical significance on this null hypothesis, with concomitant decision to reject the null, means that, among the small rural and non-rural schools used in the study, there was a difference in number of first-year teachers hired before, as opposed to after, implementation of H.B. 1706. The prediction upon which the hypothesis was based was that there would be a difference. That prediction was supported by this finding.

H₁ There is no statistically significant difference
 ^o in number of first-year teachers in small Oklahoma rural and non-rural secondary schools before H.B. 1706 (school years 1979-80 and 1980-81) and after H.B. 1706 (school years 1982-83 and 1983-84).

Chi-Square Table for H_{O1}

$X^2 = 68.73$	Table value, .05 = 3.84
Finding: Significant	Decision: Reject H_{O1}

In the second hypothesis, the prediction was made that there would be a difference in the number of first-year teachers in rural versus non-rural, before and after, H.B. 1706. That prediction was not supported, as the chi-square finding was not statistically significant. This means that there was no difference in number of first-year teachers hired to teach in rural, as opposed to non-rural, secondary schools, in the years before and after H.B. 1706.

H_{O2} There is no statistically significant difference in number of first-year teachers in small Oklahoma rural versus non-rural secondary schools before and after H.B. 1706.

Chi-Square Table for H_{O2}

$X^2 = 2.3748$	Table value, .05 = 3.84
Finding: Not significant	Decision: Fail to reject H_{O2}

A two-by-two contingency table could be constructed to demonstrate H_{O2} :

	Non-rural	Rural	Totals
Before	218	233	451
After	107	127	234
Totals	325	360	685

The third hypothesis related to a prediction that the number of major assignments given first-year teachers would be different for rural, as opposed to non-rural, teachers in the sample. That prediction was not supported. The rationale for the prediction was that major assignments would tend to be concentrated more on teachers in the non-rural small schools, because new teachers would need to be multiply-certified before they would be considered for employment in rural schools. The year represented only the second year after H.B. 1706.

H₀₃ There is no statistically significant difference in number of first-year teachers teaching in only their major assignment areas in small rural vs. non-rural Oklahoma secondary schools for the school year 1982-83.

Chi-Square Table for H₀₃

$X^2 = 1.7768$

Table value, .05 = 3.84

Finding: Not significant

Decision: Fail to reject H₀₃

It was believed that perhaps a third year after H.B. 1706, an appreciable difference in major assignments could be discerned between the two groups, rural versus non-rural first-year teachers. Again, the prediction was not born out by the data, so that the fourth hypothesis, H₀₄, was not rejected.

- H₀₄ There is no statistically significant difference in number of first-year teachers teaching in only their major assignment areas in small rural vs. non-rural Oklahoma secondary schools for the school year 1983-84.

Chi-Square Table for H₀₄

$X^2 = 1.7768$

Table value, .05 = 3.84

Finding: Not significant

Decision: Fail to reject H₀₄

The next prediction related to the dichotomy of rural and non-rural first-year teachers, and combined the two post-H.B. 1706 school years. H₀₅ was predicated on the assumption that there would be a substantial difference between the two groups on this variable. The assumption was not supported. If there was a difference between rural and non-rural numbers of first-year post-H.B. 1706 teachers, that difference was not discernible from these data.

- H₀₅ There is no statistically significant difference in number of first-year teachers teaching in only their major assignment areas between those two groups for the school years 1982-83 and 1983-84.

Chi-Square Table for H₀₅

$X^2 = .796$

Table value, .05 = 3.84

Finding: Not significant

Decision: Fail to reject H₀₅

The sixth prediction was that there would be a substantial difference in number of first-year teachers teaching in minor assignment areas between the rural and non-rural groups. The finding was statistically significant, and so the null hypothesis, H_{O6} , was rejected. This means essentially that, for one year, the second year after implementation of H.B. 1706, there was a significant difference in number of minor assignments given first-year teachers between the two groups. The finding, although it was statistically significant, was only marginally so, and would be better understood in light of the outcome of H_{O7} , the next hypothesis.

H_{O6} There is no statistically significant difference in number of first-year teachers teaching in their minor assignment areas in small Oklahoma secondary schools, rural vs. non-rural, for the school year 1982-83.

Chi-Square Table for H_{O6}

$X^2 = 4.311$	Table value, .05 = 3.84
Finding: Significant	Decision: Reject H_{O6}

For the second year after implementation of H.B. 1706, there was no statistical significance in the difference between numbers of minor assignment first-year teachers between rural and non-rural schools in the sample. This finding suggests the preliminary finding of significance on the same measure the year before was tentative

and not necessarily indicative of a trend. The finding of no significance on H_{O7} is indicative of a possible negation of significance on H_{O6} .

H_{O7} There is no statistically significant difference in number of first-year teachers teaching in their minor assignment areas in small Oklahoma secondary schools, rural vs. non-rural, for the school year 1983-84.

Chi-Square Table for H_{O7}

$X^2 = .0584$	Table value, .05 = 3.84
Finding: Not significant	Decision: Fail to reject H_{O7}

In H_{O8} , the difference in minor assignments to first-year teachers for the combined post-H.B. 1706 years is measured with a finding of no statistical significance. This finding, because it uses more data, is probably more indicative of a measurable phenomenon than are either of the two prior hypotheses tests. Essentially, the decision to reject H_{O8} indicates that there is no statistically significant difference in minor assignments to first-year teachers during two post-H.B. 1706 years, among the sampled group. It means also that the rural schools do not use the minor assignment option on first-year teachers any more than do the non-rural schools in the sample.

H_{O8} There is no statistically significant difference in number of first-year teachers teaching in their minor assignment areas between those two groups for the school years 1982-83 and 1983-84.

Chi-Square Table for H_{O8}

$X^2 = 2.7258$	Table value, .05 = 3.84
Finding: Not significant	Decision: Fail to reject H_{O8}

The ninth prediction was an attempt to show that rural and non-rural schools have different numbers of temporary certificates issued to the first-year teachers in the two groups. Such a prediction was not supported by these data. H_{O9} was found to be not significant, statistically.

H_{O9} There is no statistically significant difference in number of temporary teaching certificates issued after H.B. 1706 to teachers in small Oklahoma rural vs. non-rural Oklahoma secondary schools.

Chi-Square Table for H_{O9}

$X^2 = 3.272$	Table value, .05 = 3.84
Finding: Not significant	Decision: Fail to reject H_{O9}

Prediction number ten related to the belief that H.B. 1706 would result in a reduction in number of course offerings made available in Oklahoma small secondary schools. A before- and after-H.B. 1706 dichotomy was created, the chi-square on H_{O10} of .2913 fell short of significance, and the null was not rejected. Basically, no significant finding occurred on this measure.

H₀10 There is no statistically significant difference in number of course offerings in small Oklahoma secondary schools before and after H.B. 1706.

Chi-Square Table for H₀10

X ² = .2913	Table value, .05 = 3.84
Finding: Not significant	Decision: Fail to reject H ₀ 10

Hypothesis eleven dealt with number of post-H.B. 1706 course offerings between rural and non-rural small secondary schools. The finding, again, was not significant. What rejection of H₀11 meant was that there was no statistically significant difference in number of post-H.B. 1706 course offerings between the rural and non-rural schools in the sample. The prediction that there would be a difference, then, was not supported.

H₀11 There is no statistically significant difference in number of post-H.B. 1706 course offerings in small rural vs. non-rural Oklahoma secondary schools.

Chi-Square Table for H₀11

X ² = .2323	Table value, .05 = 3.84
Finding: Not significant	Decision: Fail to reject H ₀ 11

The prediction on which H₀12 was based was that there would be a difference in number of first-year teachers and number of entry-year teachers in the small schools

sampled. That prediction was strongly supported, with a finding of statistical significance and a rejection of the null hypothesis. This meant that, for the post-H.B. 1706 years in which measurements were taken, there was a difference in number of first-year teachers who would be subject to the entry-year committee portion of the law and first-year teachers who were not subject to that facet of H.B. 1706. Those who were not "EYAC" teachers were "grandfathered." (See Chapter II for a definition of the grandfather clause of H.B. 1706.)

H₀12 There is no statistically significant difference in number of entry-year teachers and number of first-year teachers in small Oklahoma secondary schools.

Chi-Square Table for H₀12

X ² = 31.0249	Table value, .05 = 3.84
Finding: Significant	Decision: Reject H ₀ 12

H₀13 sets up a dichotomy between rural and non-rural schools in the sample. The hypothesis is based on the prediction that there will be a difference between the two types of small secondary schools and their respective differences on entry-year and non-entry-year first-year teachers. The prediction was not supported by the data, and the hypothesis was not rejected.

- H₀¹³ There is no statistically significant difference in number of entry-year teachers and number of first-year teachers between small rural and small non-rural Oklahoma secondary schools.

Chi-Square Table for H₀¹³

X ² = 1.725	Table value, .05 = 3.84
Finding: Not significant	Decision: Fail to reject H ₀ ¹³

The supplementary, or fourteenth, hypothesis was added as a means of supporting an unexpected finding in the data gathering process: The number of temporary certificates issued, statewide, before, versus after, H.B. 1706 was significantly different. The prediction was supported by the data, the hypothesis was rejected, and the finding was significant.

Supplementary Hypothesis

- H₀¹⁴ There was no statistically significant difference in number of temporary teaching certificates issued statewide before and after H.B. 1706.

Chi-Square Table for H₀¹⁴

X ² = 272.631	Table value, .05 = 3.84
Finding: Significant	Decision: Reject H ₀ ¹⁴

Teacher Training Institutions

For Tables I, II, and III, the following twenty colleges and universities are teacher training institutions. Abbreviations will be used in the tables.

Bartlesville Wesleyan College: Bartlesville Wesleyan

Bethany Nazarene College: BNC

Cameron University: Cameron

Central State University: CSU

East Central State University: East Central

Langston University: Langston

Northeastern Oklahoma State University: Northeastern

Northwestern Oklahoma State University: Northwestern

Oklahoma Baptist University: OBU

Oklahoma Christian College: OCC

Oklahoma City University: OCU

Oklahoma Panhandle State University: Panhandle

Oklahoma State University: OSU

Oral Roberts University: Oral Roberts

Phillips University: Phillips

Southeastern Oklahoma State University: Southeastern

Southwestern Oklahoma State University: Southwestern

University of Oklahoma: OU

University of Science and Arts of Oklahoma: USAO

University of Tulsa: Tulsa

TABLE I

Teacher Training Institution
of First-Year Teachers
in Sampled Small Non-Rural
Oklahoma Secondary Schools

<u>-0-</u> Bartlesville Wesleyan	<u>3</u> OCU
<u>-0-</u> BNC	<u>2</u> Panhandle
<u>10</u> Cameron	<u>18</u> OSU
<u>7</u> CSU	<u>3</u> Oral Roberts
<u>19</u> East Central	<u>2</u> Phillips
<u>-0-</u> Langston	<u>4</u> Southeastern
<u>12</u> Northeastern	<u>9</u> Southwestern
<u>2</u> Northwestern	<u>3</u> CU
<u>3</u> OBU	<u>4</u> USAO
<u>2</u> OCC	<u>2</u> Tulsa
<u>1</u> School affiliation not available	<u>5</u> Out-of-state graduates

From these data, four of the twenty teacher training institutions in Oklahoma were responsible for producing the highest numbers of post-H.B. 1706 first-year teachers in the sampled small non-rural secondary schools. These institutions are: East Central, OSU, Northeastern, and Cameron. Three institutions had no representatives among the sampled non-rural schools: Bartlesville Wesleyan, BNC, and Langston. Five first-year teachers from the sampled schools were from out-of-state institutions.

TABLE II

Teacher Training Institution
of First-Year Teachers
in Sampled Small Rural
Oklahoma Secondary Schools

<u>-0-</u> Bartlesville Wesleyan	<u>-0-</u> OCU
<u>-0-</u> BNC	<u>3</u> Panhandle
<u>1</u> Cameron	<u>18</u> OSU
<u>4</u> CSU	<u>-0-</u> Oral Roberts
<u>10</u> East Central	<u>1</u> Phillips
<u>-0-</u> Langston	<u>18</u> Southeastern
<u>33</u> Northeastern	<u>16</u> Southwestern
<u>-0-</u> Northwestern	<u>-0-</u> OU
<u>1</u> CBU	<u>-0-</u> USAO
<u>2</u> CCC	<u>1</u> Tulsa
<u>8</u> School affiliation not available	<u>6</u> Out-of-state graduates

Eight of the twenty teacher training institutions in Oklahoma had no representatives among the sampled small rural secondary schools. Five schools contributed the greatest numbers among the sampled group: Northeastern, OSU, Southeastern, Southwestern, and East Central. At least six of the sampled school first-year teachers were graduated from outside the state of Oklahoma. For eight of the first-year teachers, the identity of their teacher training institutions was not available from the source used.

TABLE III

Teacher Training Institution
of First-Year Teachers
in Sampled Small Rural and Non-Rural
Oklahoma Secondary Schools

<u>-0-</u>	Bartlesville Wesleyan	<u>3</u>	OCU
<u>-0-</u>	BNC	<u>5</u>	Panhandle
<u>11</u>	Cameron	<u>36</u>	OSU
<u>11</u>	CSU	<u>3</u>	Oral Roberts
<u>20</u>	East Central	<u>3</u>	Phillips
<u>-0-</u>	Langston	<u>22</u>	Southeastern
<u>45</u>	Northeastern	<u>25</u>	Southwestern
<u>2</u>	Northwestern	<u>3</u>	OU
<u>4</u>	CEU	<u>4</u>	USAO
<u>4</u>	OCC	<u>3</u>	Tulsa
<u>9</u>	School affiliation not available	<u>11</u>	Out-of-state graduates

Five teacher training institutions contributed the greatest number of graduates from among the sampled small rural and non-rural schools. Northeastern, Southeastern, East Central, OSU, and Southwestern are the five teacher training institutions with the highest number of post-H.B. 1706 first-year teachers from among the sampled schools. Only three institutions had no representatives from among the sampled group: Bartlesville Wesleyan, BNC, and Langston. One of the two largest universities in the state, OU, had only three first-year teachers from among the sampled group. Eleven teachers from among the sampled group had attended out-of-state teacher training institutions.

Discussion of Statistical Results

Statistical significance was obtained on only four hypotheses, and was thought to have substantial value on only three, H_{O1} , H_{O12} , and H_{O14} . The finding of significance for H_{O1} meant that there was a substantial reduction in number of first-year teachers hired in the sample school districts in the two years after implementation of H.B. 1706, compared to the two years prior to implementation of the bill. The chi-square value for H_{O2} was not statistically significant, which meant, essentially, that there was no difference between the ability of small rural versus small non-rural school districts to recruit first-year teachers.

Although this could imply change brought about by H.B. 1706, because of increased standards, the testing mandate, the Entry Year mandate, and the cut-back in issuance of temporary certificates, the finding does not necessarily implicate the law. Other, unmeasured demographic, social, political, and economic changes were occurring in Oklahoma concurrently with the implementation of H.B. 1706. Some of these changes were the oil "boom," and subsequent "bust," population shifts, a social and political move to the right, with conservatism becoming the norm, the advent of an ultraconservative national government, and a mercuric state government economy, with fiscal excesses one year, and forced cut-backs the next.

The finding of no difference in ability of small rural versus non-rural school administrators to hire new first-year teachers implied that small isolated schools were not necessarily singled out for hardship in terms of their access to new teachers. It meant that small non-rural and small rural school districts had an approximate equivalency of first-year teachers in them.

On hypotheses three, four, and five, H_{O3} , H_{O4} , and H_{O5} , none were statistically significant. These findings meant: There was no difference in number of major assignments given first-year teachers in rural versus non-rural schools for the school year 1982-83 (first year after H.B. 1706); There was no difference in number for the same phenomenon for the next school year (second year after); There was no difference between rural and non-rural school district major assignments of first-year teachers for the two combined years after H.B. 1706.

In terms of hypotheses six, seven, and eight, H_{O6} , H_{O7} , and H_{O8} , for the first year after implementation of the law, there was a marginal statistical difference between minor assignments of first-year teachers in rural versus non-rural small schools, but that difference was obliterated by the second year after. There was no statistically significant difference in number of minor assignments given first-year teachers in rural versus non-rural small schools.

Hypothesis nine, H_{O9} , stated that there was no statistically significant difference, for the combined post-H.B. 1706 years, in number of temporaries issued first-year teachers in small rural versus non-rural schools. The finding meant, essentially, that the numerical difference between the groups was negligible, or not statistically significant. Small rural school administrators, then, did not obtain an appreciably greater number of temporary certificates for their first-year teachers than did small non-rural schools.

Number of course offerings were addressed in hypotheses ten and eleven, H_{O10} and H_{O11} . Basically, there was no statistically significant difference in number of course offerings in pre- and post-H.B. 1706. There also was no statistically significant difference between rural and non-rural schools used in the study in number of post-H.B. 1706 course offerings.

The chi-square obtained for H_{O12} , comparing number of entry-year teachers with number of first-year teachers in those same schools, was extremely high, causing a rejection of the null hypothesis. The result of statistical significance meant that there was a considerable difference between number of first-year teachers and number of entry-year teachers, in the schools involved in this study. Probably, school administrators in small Oklahoma schools attempted to hire "grandfathered" first-year teachers for those first two post-H.B. 1706 years, i.e., teachers who

did not fall under the entry year assistance committee mandate, or the testing mandate, of the law. If such a conjecture is true, the trend can be expected to reverse in the near future, because the pool of H.B. 1706-exempt first-year teachers will diminish year by year, until eventually, the pool will become nonexistent. The H_{O13} chi-square of non-significance merely indicated there was no difference between rural and non-rural schools on this measure.

The Supplementary Hypothesis, H_{O14} , stated: There was no statistically significant difference in number of temporary teaching certificates issued statewide before and after H.B. 1706. The chi-square for this hypothesis of 272.631 represents a significant finding. The meaning of this value may be explored in any of several ways, but one conclusion can be drawn with comfortable certainty: H.B. 1706, Section 9E, mandating that temporary certificates be substantially reduced or eliminated, was being adhered to, during the two post-H.B. 1706 years measured in this study, by the Certification Section of the OSDE. Effects of such adherence were not addressed in this study. As a general tendency, however, a more cautious policy of issuance of temporary certificates would be consistent with the intent of H.B. 1706, i.e., raising standards for teachers. If, in fact, the reduction of numbers of temporary certificates issued works a hardship on small schools, either in terms of assignments made to new teachers, or in numbers of courses offered, it was not apparent from these data.

CHAPTER V

Summary, Conclusions, and Recommendations for Further Research

Summary

The approach by Oklahoma education policymakers to ensuring the public that quality education is being built into the state system of common schools through more stringent teacher preparation is symbolized by a legislative bill, H.B. 1706. That bill addresses some concerns regarding teacher preparation that appear to ignore the needs of small rural schools in this state. This study was intended to demonstrate statistically the relationship of such concerns and their effects. The preliminary finding is that H.B. 1706 does not appear to have a punitive effect on small rural schools in terms of their ability to hire first-year teachers, to make teaching assignments, multiple or not, to obtain temporary certificates in emergency situations, or to offer courses to students in their districts. Some problems might be occurring in terms of the entry-year assistance mandate of H.B. 1706 because of isolation, funding problems, or other unknown variables. Such possibilities should be subjected to investigation

before conclusions are drawn or remedial suggestions made. In short, H.B. 1706 is making an impact on the schools of this state, and it can responsibly be asserted that the impact is a positive one.

This study attempted to answer the original questions asked in the Introduction through a testing of thirteen null hypotheses. A fourteenth hypothesis was formulated as a result of an inadvertent discovery during the data gathering process. The fourteen hypotheses were:

- H₀ 1 There is no statistically significant difference in number of first-year teachers in small Oklahoma rural and non-rural secondary schools before H.B. 1706 (school years 1979-80 and 1980-81) and after H.B. 1706 (school years 1982-83 and 1983-84).
- H₀ 2 There is no statistically significant difference in number of first-year teachers in small Oklahoma rural versus non-rural secondary schools before and after H.B. 1706.
- H₀ 3 There is no statistically significant difference in number of first-year teachers teaching in only their major assignment areas in small rural vs. non-rural Oklahoma secondary schools for the school year 1982-83.
- H₀ 4 There is no statistically significant difference in number of first-year teachers teaching in only their major assignment areas in small rural vs. non-rural Oklahoma secondary schools for the school year 1983-84.
- H₀ 5 There is no statistically significant difference in number of first-year teachers teaching in only their major assignment areas between those two groups for the school years 1982-83 and 1983-84.
- H₀ 6 There is no statistically significant difference in number of first-year teachers teaching in their minor assignment areas in small Oklahoma secondary schools, rural vs. non-rural, for the school year 1982-83.
- H₀ 7 There is no statistically significant difference in number of first-year teachers teaching in their minor assignment areas in small Oklahoma secondary schools, rural vs. non-rural, for the school year 1983-84.

- H₀₈ There is no statistically significant difference in number of first-year teachers teaching in their minor assignment areas between those two groups for the school years 1982-83 and 1983-84.
- H₀₉ There is no statistically significant difference in number of temporary teaching certificates issued after H.B. 1706 to teachers in small Oklahoma rural vs. non-rural Oklahoma secondary schools.
- H₀₁₀ There is no statistically significant difference in number of course offerings in small Oklahoma secondary schools before and after H.B. 1706.
- H₀₁₁ There is no statistically significant difference in number of post-H.B. 1706 course offerings in small rural vs. non-rural Oklahoma secondary schools.
- H₀₁₂ There is no statistically significant difference in number of entry-year teachers and number of first-year teachers in small Oklahoma secondary schools.
- H₀₁₃ There is no statistically significant difference in number of entry-year teachers and number of first-year teachers between small rural and small non-rural Oklahoma secondary schools.
- H₀₁₄ There was no statistically significant difference in number of temporary teaching certificates issued statewide before and after H.B. 1706.

Null hypotheses on which statistical significance was not achieved, and which, subsequently, were not rejected, were H₀₂, H₀₃, H₀₄, H₀₅, H₀₇, H₀₈, H₀₉, H₀₁₀, H₀₁₁, and H₀₁₃.

Null hypotheses on which statistical significance was achieved, and which were rejected were: H₀₁, H₀₆, H₀₁₂, and H₀₁₄.

Conclusions

Failure to reject ten of the fourteen hypotheses means that the ten predictions about relationships of some of the effects of H.B. 1706 on small rural, as opposed

to small non-rural secondary schools, could not be supported statistically at this time. It does not mean that H.B. 1706 is not working. It does not refute the theoretical framework of systems theorists regarding the impact of a force outside of a system in imposing change upon that system. It does not mean that the predictions are not accurate. It simply means that they cannot, at this time, be supported statistically.

The accurate predictions, i.e., those relating to hypotheses where the null was rejected, may be interpreted essentially as follows:

- . There was a difference in number of first-year teachers hired in the small schools sampled for the pre- and post-H.B. 1706 years tested;
- . There was a difference in number of first-year teachers teaching in their minor assignment areas in the sampled schools for school year 1982-83 only;
- . There was a difference between the number of entry-year teachers and first-year teachers in the sampled schools for the two years tested; and,
- . There was a difference in number of temporary certificates issued statewide before and after H.B. 1706.

It is apparent that the teacher reform act has achieved several intended effects which are of primary importance. Some of these are that H.B. 1706 has:

- . attempted to ensure that first-year teachers have knowledge of the curriculum areas in which they teach;

- . attempted to strengthen the bonds between higher education and common education through the EYAC program;
- . reduced the number of temporary teaching certificates, and by definition, of unqualified teachers;
- . attempted to strengthen course offerings in public schools by ensuring academically competent teachers;
- . attempted to strengthen rural schools by ensuring academically competent teachers; and
- . attempted to strengthen rural schools by making criteria for classroom teaching competence more nearly uniform throughout the state.

H.B. 1706 has possibly had some inadvertent, or secondary effects. Such effects might be revealed, using the following questions:

- . Has H.B. 1706 strengthened departments of education at large Oklahoma teacher training institutions, and diminished the importance of education departments at small colleges?
- . Has H.B. 1706 diminished the pool of teachers statewide?
- . Has H.B. 1706 encouraged undergraduates from entering the teaching profession?
- . Has H.B. 1706 demonstrated the necessity for education policymakers within the system, such as within the OSDE, in colleges and universities, and in school systems, to be the harbingers of educational reform?

- . Has H.B. 1706 focused on teachers, rather than on the entire educational system, for reform?
- . Has H.B. 1706 prevented education policymakers from conceptualizing, or dealing with, other areas of education which might warrant reform?

Recommendations for Further Research

Some recommendations for research which were conceptualized as a result of this study involve answering the following questions:

- . What were the specific reasons for the post-H.B. 1706 reduction of the population of new teachers in this state?
- . What is the correlation of teacher training institutions with placement of new teachers in small rural schools?
- . What is the correlation of teacher training institutions with rurality in the state and with the proportion of teacher education graduates from Oklahoma colleges and universities teaching in small rural schools?
- . What is the correlation of gender and race of new teachers with these demographic features of Oklahomans?
- . What are the long-range effects of the results of the correlation studies of teacher training institutions and rurality, new teacher placement and rurality, and gender and race and rural school teaching in this state?

- . How might educational equity, both in terms of funding and of quality of education, be achieved for all school districts, especially in rural schools in Oklahoma?
- . What are the long-range effects of H.B. 1706 on school administrators, as opposed to teachers, and what are some ways in which educational reform might address school administration?
- . What do the classroom teachers of Oklahoma perceive as needed reform measures in education?

Other Recommendations

Establishment of an Office of Rural Education within the OSDE should be considered, in order that the particular interests of rural educators and of rural education might best be represented. Rural educators would then have their own in-house liaison person(s) working with and in the state agency.

The OSDE and rural school encouragement of, and support for, more stringent standards (than have been held in the past) for teacher certification should continue. Such support could be strengthened by such measures as the following:

- 1) Eliminating minor assignment credentials;
- 2) Continued support for the curriculum examinations program;
- 3) Careful monitoring of course offerings, and conservative expansion of these offerings; and

4) Continued support of the Entry Year Assistance Committee mandate of H.B. 1706.

In relation to teacher salaries, which is assumed to have an effect on the size of the teacher candidate pool, and which is addressed by H.B. 1706, consideration might be given to establishing a statewide career ladder system (see Appendix A). Such a system would more realistically address the very serious problem of the gap between increased standards for teachers and current salary levels. A career ladder would have the effect of rewarding classroom teachers for remaining in the classroom. Current practice is for teachers to have to move into administration, and out of the classroom, in order to earn appreciably higher salaries than they would as classroom teachers.

The OSDE should continue its support of the mandate to reduce or eliminate the number of temporary certificates issued, and should implement an objective, impartial, politically free system for selective issuance of such emergency certificates.

The OSDE might reconsider the establishment of a statewide teacher register, as recommended in Section 12 of H.B. 1706. Such a statewide service would alleviate many of the problems of school districts in small or isolated areas, and would assist qualified teacher candidates, as well.

The Oklahoma State Department of Education should systematically study the effects of state laws affecting common education. It should also be the agency for implementation of such laws.

ENDNOTES

CHAPTER I

1. The National Commission on Excellence in Education, A Nation at Risk: The Imperative for Educational Reform (Washington, D.C.: U.S. Government Printing Office, 1983).
2. 70 O.S. 1981 §§ 6-150 through 165.
3. Daniel E. Griffiths, "Administrative Theory and Change in Organizations," in Innovations in Education, ed. Matthew B. Miles (New York: Teachers College Press, Columbia University, 1964), p. 371.
4. Don P. Dale, "An Analysis of Isolation as a Resource Allocation Factor in Financing Small Rural Schools in Oklahoma," (Ed.D. dissertation, University of Oklahoma, 1982), p. 13.
5. 70 O.S. §§ 5, part 6.
6. Sandra J. Mayfield and Marlene Ryals White, "Testing for Certification: Oklahoma's H.B. 1706," (ERIC Document Reproduction Service, ED 222 547, 1982), p. 4.
7. Ivan D. Muse, Preservice Programs for Educational Personnel Going Into Rural Schools (Las Cruces, NM: Educational Resources Information Center, March 1977), p. 6.
8. Barbara L. Schneider, America's Small Schools (Las Cruces, NM: ERIC, March 1980).

ENDNOTES

CHAPTER II

1. Schneider, p. 2.
2. Ibid., p. 18.
3. Muse, pp. 6, 7.
4. Ibid., p. 32.
5. Ibid., pp. 7, 8.
6. Dale, pp. 2, 3.
7. Diane M. Dodendorf, "The Unique School Environment of Rural Children," paper presented at the American Educational Research Association Conference, Boston, MA, April 1980, p. 2.
8. Jonathan P. Sher, ed., Education in Rural America: A Reassessment of Conventional Wisdom (Boulder, CO: Westview Press, 1977), p. 271.
9. Harry S. Margolis, "Rural Academe," Change (June 1978): 62-3.
10. Larry Thomas, "Pursuits, Problems, and Pleasures of Rural Education," paper presented at the Annual Kansas State University Rural and Small School Conference, Manhattan, KS, November 1980.
11. Susan Anne Bagby, "Rural Education: Reading Achievement in Rural Areas" (Las Cruces, NM: ERIC, 1975).
12. D. D. Seager, "Special Education in Rural Areas: The Problems...And Some Solutions" (Las Cruces, NM: ERIC, 1979).
13. U.S. Office of Health, Education, and Welfare, "Implementation of Part B of the Education of the Handicapped Act," Federal Register (Washington, D.C.: U.S. Government Printing Office, August 23, 1977), secs. 121a.1-121a.754.

14. D. D. Seager, "The Best of Both Worlds: Utilizing the School and the Home for Early Childhood Education in Rural Areas" (Las Cruces, NM: ERIC, 1978).
15. ERIC Fact Sheet, "Transportation Systems in Rural School Areas (Las Cruces, NM: ERIC, n.d.).
16. Jonathan P. Sher and Rachel B. Tompkins, Economy, Efficiency, and Equality: The Myths of Rural School and District Consolidation (Washington, D.C.: National Institute of Education, July 1976), p. 45.
17. Faith Dunne, "Small-Scale Rural Education: Prospects for the Eighties," paper presented at the Annual State Convention of People United For Rural Education (PURE), Des Moines, IA, February 1978.
18. Ibid.
19. Dale, pp. 4, 5.
20. Ibid., p. 5.
21. Peggy J. Ross and Bernal L. Green, Impact of the Rural Turnaround on Rural Education (Las Cruces, NM: ERIC, March 1979), p. 42.
22. Sher and Tompkins, p. 46.
23. Donald F. Miller and Barbara Miller, eds., Time and Resource Management for Small Schools (Austin, TX: National Educational Laboratory Publishers, Inc., 1979).
24. Sher and Tompkins, p. 46.
25. Gail Parks and Jonathan P. Sher, Imaginary Gardens? Real Problems: An Analysis of Federal Information Sources on Rural Education (Las Cruces, NM: ERIC, March 1979), p. 37.
26. Parks and Sher, p. 39.
27. Thomas, p. 4.
28. Arni J. Dunathan, "Teacher Shortage: Big Problems for Small Schools," Phi Delta Kappan (November 1980): 205-6.
29. Ibid., p. 206.
30. Robert Bibens, Charles Butler, Gerald Kidd, and Charlyce King, "Professors Pioneer Rural School Involvement," Journal of Thought (Special Edition, Norman, OK: University of Oklahoma, 1983): 141-5.

31. Muse, p. 15.
32. Thomas, p. 6.
33. Wayne Craig, "Six Vital Relationships in Rural Education," Education Digest (March 1982): 32-3.
34. Sarah A. Peterson, "Small Schoolhouses that Won't Fade Away," U.S. News and World Report (September 10, 1979).
35. Stanley M. Elam, "The Lingering Lure of the Little Red Schoolhouse," Phi Delta Kappan (December 1978): 265.
36. Robert E. Skenes and Carolyn Carlyle, "CAL Community School--Small, Rural, and Good!" Phi Delta Kappan (April 1979): 589-93.
37. Dale, p. 2.
38. Oklahoma State Board of Education, Teacher Supply and Demand in Oklahoma Public Schools, 1981-82 (Oklahoma City: Oklahoma State Department of Education, November 1982), p. 25.
39. A Nation at Risk: The Imperative for Educational Reform, by the National Commission on Excellence in Education (Washington, D.C.: U.S. Department of Education, April 1983).
40. Ernest L. Boyer, High School: A Report on Secondary Education in America (New York: Harper and Row, Publishers, 1983).
41. John I. Goodlad, A Place Called School: Prospects for the Future (New York: McGraw-Hill Book Company, 1984).
42. C. Emily Feistritzer, The Condition of Teaching: A State by State Analysis (Lawrenceville, N.J.: Princeton University Press, 1983).
43. 70 O.S. 1981 §§ 6-150 through 165.
44. Mayfield and Ryals White.

ENDNOTES

CHAPTER III

1. Feistritzer, The Condition of Teaching, p. 92.
2. N. M. Downey and R. W. Heath, Basic Statistical Methods, 4th ed. (New York: Harper and Row, Publishers, 1974), pp. 188-9.
3. Downey and Heath, pp. 196-7.

APPENDIX A

THE CAREER LADDER SYSTEM

The career ladder system. This system creates tiers from entry level through master teacher with varying pay and responsibilities at each level. The designation of master teacher is judged by panels composed of teachers, administrators, school board members and parents or variations of this combination. The master teacher has an extended contract, along with a substantial salary differential from lower levels of teachers. A master teacher might have responsibilities which include developing curriculum, aiding other teachers in the classroom and serving on panels to evaluate others to be master teachers.

An example of a career ladder would be:

Apprentice Teacher - must meet all state requirements for initial certification and hold degree from an accredited college or university. Entry-level salary of at least \$15,000.

Professional Teacher - fully certified teacher with five years' experience and at least four positive annual evaluations and some in-service training or postgraduate course work Base Fifth Year Salary \$20,000.

Senior Teacher - certified teacher. Master's degree in discipline taught or area of concentration, and at least 8 of 10 positive annual evaluations. Base Tenth Year Salary \$30,000.

Master Teacher - certified teacher, "best practice" demonstrated, additional study beyond Master's degree, more than ten years of consistently positive evaluations, willing to accept in-service or summer-training responsibility for other teachers. Base Pay after Tenth Year when requirements met \$35,000. Minimum Annual Bonus for continuing positive evaluations and in-service contribution \$10,000.

The experience of proposed and existing systems merit pay raises many questions that must be carefully examined, including:

What criteria are to be used to determine merit?

Who is to establish and judge merit?
How are teachers to be involved in the establishment of a merit pay or career ladder plan?

What appeal mechanism is included in the process?

Can these plans address other problems in the classroom and school system?

Polls show that both the public and educators are willing to move ahead with some form of performance-based pay, and we applaud that attitude, but no one should be deceived that its achievement is easy. Experience suggests that it is not. There is no plan that is acceptable to all. But the fact that there are problems should not cause immediate rejection of the idea.

[From the Committee on Education and Labor, House of Representatives, "Merit Pay Task Force Report." (Washington, D.C.: U.S. Government Printing Office, October 1983), pp. 5-6.]

APPENDIX B

TABLE I
Sample of Non-rural Small Schools

<u>County</u>	<u>School</u>	<u>ADM</u> (1982)	<u>Population</u> (1980 Census)
Noble	Perry	301.19	5,796
Muskogee	Fort Gibson	291.92	2,483
Garvin	Pauls Valley	291.19	5,664
Seminole	Seminole	298.79	8,590
Stephens	Marlow	280.25	5,017
Garvin	Lindsay	276.81	3,454
Oklahoma	OKC - Millwood	274.95	403,213
Pottawatomie	Shawnee - Bethel	267.17	26,506
Garfield	Enid - Chisholm	264.41	50,363
Tillman	Frederick	261.89	6,153
Kingfisher	Kingfisher	260.02	4,245
Nowata	Nowata	250.01	4,270
Muskogee	Muskogee - Hilldale	229.87	40,011
Lincoln	Chandler	220.04	2,926
Creek	Drumright - Olive	114.69	3,162
Stephens	Duncan - Empire	104.15	22,517
McClain	Purcell	214.80	4,638
Rogers	Claremore - Sequoyah	214.83	12,085
Kingfisher	Hennessey	209.09	2,287
Garvin	Wynnewood	192.60	2,615
Oklahoma	Edmond - Deer Creek	191.59	34,637
Oklahoma	Bethany	186.57	22,130
Major	Fairview	185.32	3,370
Oklahoma	OKC - Crooked Oak	185.05	403,213
Creek	Drumright	178.55	3,162
Tulsa	Berryhill	168.02	360,919
Cotton	Walters	165.10	2,778
Kay	Tonkawa	164.45	3,524
Osage	Hominy	140.33	3,130

TABLE II

Sample of Rural Small Schools

<u>County</u>	<u>School</u>	<u>ADM</u>	<u>Population</u>
Sequoyah	Roland	297.06	1,472
Leflore	Spiro	286.86	2,221
Pittsburg	Hartshorne	274.12	2,380
McCurtain	Valliant	245.71	927
Adair	Westville	230.92	1,049
Sequoyah	Vian	210.35	1,521
Payne	Perkins-Tryon	192.78	1,762
McCurtain	Haworth	180.90	341
Kay	Newkirk	177.57	2,413
Bryan	Colbert	176.59	1,122
Ottawa	Wyandotte	176.46	336
Ottawa	Quapaw	172.14	1,097
Pawnee	Pawnee	169.30	1,688
Delaware	Kansas	169.02	491
Marshall	Kingston	159.02	1,171
Caddo	Hinton	156.79	1,432
LeFlore	Panama	156.16	1,425
Pittsburg	Savanna	155.92	828
Stephens	Velma-Alma	153.03	831
LeFlore	Talihina	148.38	1,387
Muskogee	Warner	174.31	1,310
Hughes	Wetumka	147.06	1,725
Sequoyah	Gore	141.19	445
Coal	Coalgate	136.07	2,001
Blaine	Canton	134.48	854
Okfuskee	Weleetka	133.02	1,195
Ottawa	Picher-Cardin	132.34	2,180
McCurtain	Wright City	125.85	1,168
Pushmataha	Rattan	125.80	332
Delaware	Colcord	124.81	530
Haskell	Keota	124.61	661
Carter	Wilson	123.34	1,585
Pushmataha	Clayton	123.31	833
Adair	Cave Springs (Stilwell)	121.33	2,369
Okmulgee	Dewar	120.19	1,048
Jefferson	Ringling	119.98	1,561
Muskogee	Oktaha	118.94	376
Washita	Burns Flat	118.87	2,431
Pontotoc	Allen	118.81	914
Pittsburg	Indianola	118.78	254
Beaver	Beaver	118.20	1,939
LeFlore	Arkoma	117.43	2,175
Carter	Fox	114.88	...
Seminole	Butner (Cromwell)	114.49	337

TABLE II - Continued

<u>County</u>	<u>School</u>	<u>ADM</u>	<u>Population</u>
McCurtain	Smithville	112.59	133
Nowata	Lenapah	110.41	350
Pittsburg	Kiowa	109.85	866
Ottawa	Fairland	109.65	1,073
Payne	Yale	107.67	1,652
Custer	Thomas	105.62	1,515

APPENDIX C

§ 6-151. Qualifications of teachers—Intent of Legislature—Exemptions

It is hereby declared to be the intent of the Legislature to establish qualifications of teachers in the accredited schools of this state through licensing and certification requirements to ensure that the education of the children of Oklahoma will be provided by teachers of demonstrated ability. It is further declared to be the intent of the Legislature that this act shall be in addition to existing laws governing teachers, and nothing herein shall be construed as repealing or amending any protection to teachers prescribed, nor as removing or diminishing any existing power, authority or responsibilities of the local board of education and the State Board of Education not in conflict with the provisions of this act. Nondereed vocational teachers and school nurses certified under rules and regulations promulgated by the State Board of Education shall be exempt from the provisions of this act, excepting those provisions concerning the staff development programs.

Laws 1980, c. 284, § 4, emerg. eff. June 10, 1980.

§ 6-152. Definitions

As used in this act:

1. "Board" means the State Board of Education;
2. "Licensed teacher" means any person who holds a valid license to teach, issued by the Board in accordance with this act and the rules and regulations of the Board;
3. "Staff development program" means the program mandated by this act for the continuous improvement and enrichment of the certified and licensed teachers of this state;
4. "Teacher education faculty development committee" means the committee recommended by this act for the continuous improvement and enrichment of higher education instructors in the colleges of education;
5. "Department" means the State Department of Education;
6. "Entry-year assistance committee" means a committee in a local school district for the purpose of reviewing the teaching performance of an entry-year teacher and making recommendations to the Board. An entry-year assistance committee shall consist of a teacher consultant, the principal or an assistant principal of the employing school or an administrator designated by the local board and a teacher educator in a college or school of education of an institution of higher learning, or a teacher educator in a department or school outside the institution's college of education. Provided that, if available, qualified teacher consultants shall have expertise in the teaching field of the entry-year teacher and, if possible, the higher education members of the entry-year assistance committee shall have expertise and experience in the teaching field of the entry-

ARTICLE VI-A.—TEACHER LICENSURE AND CERTIFICATION

§ 6-150. In-service teacher education and staff development plans and programs

Each school district shall receive an appropriate amount of funds for the exclusive purpose of in-service teacher education staff development. Such funds shall be used for in-service teacher education and staff development during the school year 1980-1981. These funds shall be expended for in-service programs and planning staff development programs within guidelines outlined by the Professional Standards Board and as approved and adopted by the State Board of Education. All funds provided local districts after the school year 1980-1981, shall be provided by and subject to the approval of plans submitted to the State Board of Education by each local district no later than July 1, 1981. Such plan shall conform to planning and implementation guidelines outlined by the Professional Standards Board and as approved and adopted by the State Board of Education, including provisions for the development of staff development guidelines in each local district as established by local district committees, as defined in this act, and approved by each local district. Beginning with the school year 1981-1982, the revised plans of each school district for the succeeding year shall be submitted by May 1st of each year.

Laws 1980, c. 284, § 3, emerg. eff. June 10, 1980.

Section 22 of Laws 1980, c. 284 provides for severability.

year teacher. However, in all cases, at least one member of the entry-year assistance committee shall have expertise and experience in the teaching field of the entry-year teacher;

7. "Entry-year teacher" means any licensed teacher who is employed in an accredited school to serve as a teacher under the guidance and assistance of a teacher consultant and an entry-year assistance committee. Any such person shall have completed the program of the college or school of education of the accredited institution of higher learning from which the person has been graduated, and shall have passed a curriculum examination in those subject areas of approval in which the entry-year teacher seeks certification;

8. "Certified teacher" or "certificated teacher" means any teacher who has been issued a certificate by the Board in accordance with this act and the rules and regulations of the Board;

9. "Teacher consultant" means any teacher holding a standard certificate who is employed in a school district to serve as a teacher and who has been appointed to provide guidance and assistance to an entry-year teacher employed by the school district. A teacher consultant shall be a classroom teacher and have a minimum of two (2) years of classroom teaching experience as a certified teacher. No certified teacher shall serve as a teacher consultant more than two (2) consecutive years, although such certified teacher may serve as a teacher consultant for more than two (2) years.

A teacher consultant shall be selected by the principal from a list submitted by the bargaining unit where one exists. In the absence of a bargaining agent, the teachers shall elect the names to be submitted. No teacher may serve as a teacher consultant for more than one entry-year teacher at a time; and

10. "Instructor" means any individual who is employed in a teaching capacity in an institution of higher education, approved by the Board for the preparation of education personnel.
Laws 1980, c. 284, § 5, emerg. eff. June 10, 1980.

§ 6-153. Screening of college applicants—Criteria for approval of teacher education programs—Intent of Legislature—Annual report

A. The Board shall require the Department and the Professional Standards Board to work with any designated authority from the schools or colleges of education of the Oklahoma State System of Higher Education for the development of a plan to strengthen the screening requirements of college student applicants for admission into the education colleges of the schools of higher education. Criteria for the approval of teacher education programs in Oklahoma colleges and universities shall include, but not be limited to, substantial evidence that persons who enter teacher education programs demonstrate:

1. Competency in the oral and written use of the English language; and

2. A minimum grade point average as established by the Professional Standards Board.

Criteria adopted by the Board shall also require that the teacher candidate satisfactorily demonstrate his ability to meet criteria established pursuant to this act at the completion of the teacher education program and provide evidence of having worked with children or youth in a variety of situations.

Criteria shall also include a greater emphasis upon field work in accredited schools by prospective teachers under the supervision of higher education instructors.

It is hereby declared to be the intent of the Legislature that the Board work with the State Regents for Higher Education and the various universities in establishing a procedure whereby all college of education instructors continue their education during their tenure at a state university to ensure that the future teachers of this state are taught by professional educators fully trained in their area of expertise. Each approved program of teacher education shall have a teacher education faculty development committee that shall include at least one public school classroom teacher as a member. The committee shall write and review faculty development plans for each faculty member directly involved in the teacher education process. Individual faculty development plans shall be submitted to the Professional Standards Board as a normal part of the five-year process of teacher education program review.

It is further declared to be the intent of the Legislature that such faculty development plans provide alternative means of education including, but not limited to:

1. In-service training programs;

2. Higher education courses;

3. Exchange programs with public school classroom teachers, administrators, and other school personnel; and

4. Programs whereby all full-time college of education faculty members, including the Dean of the college of education, are required once every five (5) years to serve in a state accredited public school the equivalent of at least one-half (½) day per week for one semester in responsibilities related to their respective college of education teaching fields.

All state-supported public school systems shall participate in the aforementioned programs when so requested by the Board.

B. On or before July 1, 1981, the Board shall adopt rules and regulations requiring specific improvements to strengthen the screening of student applicants and field activity and placement as set out in subsection A of this section, where such rules

and regulations shall be reviewed and amended or readopted by the Board at least once every five (5) years.

C. To assist the Board in setting specific requirements as set out in subsections A and B of this section, the Department shall annually prepare a statistical report showing the percentage of students from each of the Oklahoma institutions of higher learning who have passed or failed the curriculum examinations for certification which are set out in Section 9 of this act.¹ The annual report shall show the percentages for each college or university separately and shall be distributed to each member of the Board and to the Legislature, at a time to be established by the Board.

Laws 1980, c. 284, § 6, emerg. eff. June 1, 1980.

¹ Section 6-156 of this title.

§ 6-154. Licensure and certification—Qualifications

A. After January 31, 1982, the board of education of each school district shall employ and contract in writing, as required in Section 6-101 of Title 70, only with persons certified to teach by the Board or with entry-year teachers, in accordance with this act, except as otherwise provided by law.

B. The Board shall issue a license to teach to any person who:

1. Has successfully completed all college training and courses required by the Board;
2. Has been graduated from an accredited institution of higher education;
3. Has met all other requirements as may be established by the Board;
4. Has made the necessary application and paid a curriculum examination fee in an amount prescribed by the Board. Such curriculum examination fee shall be paid to the Board and be deposited to the Teachers' Curriculum Examination Revolving Fund created by this act; and
5. Has received a passing grade in the curriculum examination in accordance with this act.

C. The Board shall issue a certificate to teach to any person who:

1. Holds a license to teach in accordance with this act;
2. Has served a minimum of one (1) school year as an entry-year teacher;
3. Has made the necessary application and paid the certification fee as prescribed by the Board; and
4. Has been recommended for certification by the entry-year assistance committee; or
5. Holds an out-of-state certificate and meets standards set by the Board.

D. Any person holding a valid certificate, issued prior to February 1, 1982, shall be a certified teacher for purposes of this act, subject to any staff develop-

ment requirements prescribed by this act or the Board.

Laws 1980, c. 284, § 7, emerg. eff. June 10, 1980.

§ 6-155. Entry-year Assistance Program—Persons eligible—Assistance committee—Compensation and salaries—Special committee

A. On or before May 31, 1981, the Department shall develop an Entry-year Assistance Program which shall be approved by the Board. Such program shall be developed in consultation with the teacher education institutions and the local boards of education. Such programs shall include, but not be limited to:

1. Guidelines for entry-year teacher positions in the local school districts and assignments thereto;
2. Requirements and guidelines for selection and appointment of teacher consultants which must include any requirements specified in this act;
3. Guidelines for the appointment and functions of an entry-year assistance committee; and
4. An appropriate in-service program for the entry-year teacher.

B. Except as otherwise provided in this act, no person shall be certified to teach in the accredited schools of this state, unless such person:

1. Has completed one (1) school year of teaching service as an entry-year teacher in the Entry-year Assistance Program as set out in this act;
2. Has been recommended for certification by the appointed entry-year assistance committee after completion of not less than one or more than two (2) school years of entry-year teaching service; and
3. Has received a passing grade on the curriculum examination as prescribed by the Board.

C. Any person who has been issued a license to teach by the Board may be employed in an accredited school as an entry-year teacher upon appointment by the local school board.

D. Upon placement of a licensed teacher in an entry-year teacher position, the local board shall appoint the entry-year assistance committee members, as prescribed in this act, who shall have the following duties:

1. Meet with the entry-year teacher as may be required by the Board;
2. Work with the entry-year teacher to assist in all matters concerning classroom management and in-service training for that teacher;
3. Provide for meaningful parental input as one criterion in evaluating the entry-year teacher's performance;

4. Upon completion of one (1) school year of entry-year assistance, make recommendations to the Board as to whether the entry-year teacher should be issued a certificate or whether such entry-year teacher shall be required to serve as an entry-year

teacher for one (1) additional school year. In the event an entry-year teacher serves a second year, the recommendation of the entry-year assistance committee to the Board after the second year shall be for either certification or noncertification.

Upon recommendation from the entry-year assistance committee for noncertification or an additional year in the Entry-year Assistance Program, such entry-year assistance committee shall, upon request of the entry-year teacher, supply a list to said entry-year teacher of the reasons for such recommendation. Said list of reasons shall remain confidential, except as otherwise provided by the entry-year teacher.

In the event an entry-year teacher is required to serve an additional year in the Entry-year Assistance Program, such entry-year teacher shall not be required to be under the supervision of the same entry-year assistance committee, or any member of the committee, which supervised the entry-year teacher during the initial year in the Program; and

5. In the event the committee recommendation to the Board is for certification, an entry-year assistance committee shall also recommend a staff development program for the entry-year teacher, designed to strengthen the entry-year teacher's teaching skills in any area identified by the committee.

All entry-level years shall count toward salary and fringe benefit adjustments and tenure.

The Speaker of the House of Representatives and the President Pro Tempore of the Senate are requested to appoint a special committee of three (3) members from each house to deliver to the Legislature one (1) year after the effective date of the provisions of this act a report evaluating the effectiveness of this act in accomplishing its objectives and recommending necessary changes.

Laws 1980, c. 284, § 8, emerg. eff. June 10, 1980.

§ 6-156. Curriculum examinations—Temporary certificates

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.

A teacher candidate may take the curriculum examination as many times as he or she desires, subject to any limit imposed by the Board.

C. 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.

D. 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.

E. 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 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 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.

Laws 1980, c. 284, § 9, emerg. eff. June 10, 1980.

§ 6-157. Staff development procedure—Intent of Legislature

It is hereby declared to be the intent of the Legislature to establish a staff development procedure whereby all teachers of the state continue their education beyond initial licensing and certification by the state to ensure that the children of the state are taught by professional educators, fully trained in their areas of expertise. Furthermore, such staff development procedure shall provide alternative means of education, including one or more of the following: In-service programs, higher education courses, or other alternative means of education designed to help teachers enrich their professional abilities.

Laws 1980, c. 284, § 10, emerg. eff. June 10, 1980.

§ 6-158. Staff development programs—Staff development committee—Content of program—Approval—Failure to meet requirements

A. Prior to July 1, 1981, the local boards of education of this state shall establish staff develop-

ment programs for the certified and licensed teachers and administrators employed by said board. Such programs shall be adopted by each local school board based upon recommendations of a staff development committee appointed by the school board for said district. Such staff development committee shall include classroom teachers, administrators and parents of the local school district and shall consult with higher education instructors. A majority of the members of the staff development committee shall be composed of classroom teachers. The teacher members shall be selected from a list of names submitted by the bargaining agent where one exists. In the absence of a bargaining agent, the teachers will elect a list of names to be submitted to the local board of education. The programs adopted may include, but not be limited to:

1. In-service training programs; and
2. Higher education courses.

Such programs shall be submitted for approval to the Board. No local school shall receive state funds for staff development until such time as said local board's program has been approved by the Board.

Beginning with the school year 1981-1982, the revised plans of each local school board shall be submitted by May 1st of each year.

B. Any licensed and certified teacher in this state shall be required by the local school board to meet the staff development requirements established by said local school board, or established through the negotiation process. Failure of any teacher to meet local school board staff development requirements may be grounds for nonrenewal of such teacher's contract by the local school board. Such failure may also be grounds for nonconsideration of salary increments affecting said teacher. Laws 1980, c. 248, § 11, emerg. eff. June 10, 1980.

§ 6-159. Teacher Register

A. The Board shall cause the Department to prepare on or before May 15, 1981, and maintain a preliminary Teacher Register for the purpose of determining the feasibility of such register. The Teacher Register shall include the name, address, type of certificate, college academic major and each certified teaching subject of each and every person licensed and certified to teach by the Board. The Department shall initiate and conduct a pilot program between July 1, 1980, and July 1, 1981, which shall establish a job availability list for a limited number of local school districts as prescribed by the Board. Such program shall include a cross section of the state's local districts. By December 31, 1981, the Board shall submit to the Legislature a summary of the pilot program, its strengths and weaknesses and the Board's recommendation as to whether a job availability list should be established as a permanent basis for the entire state.

B. The Teacher Register shall be maintained at the state offices of the Department, and be open to public inspection during regular office hours. Copies of the Teacher Register shall be provided to local school boards upon request.

C. On or before May 15 of each calendar year, the Department shall revise and update the Teacher Register.

D. The Board may prescribe any requirements, as it deems proper, for the preparation and revision of the Teacher Register and the job availability list, and for providing copies thereof to the requesting local school boards. Provided, a local board of education shall not be charged in excess of actual duplicating costs, without labor services, for copies of the Teacher Register or job availability list. Laws 1980, c. 284, § 12, emerg. eff. June 10, 1980.

§ 6-160. Teachers' Curriculum Examination Revolving Fund

There is hereby created in the State Treasury a revolving fund for the State Board of Education, to be designated the "Teachers' Curriculum Examination Revolving Fund". The fund shall consist of curriculum examination fees paid to the Board pursuant to statutory authority. The revolving fund shall be a continuing fund not subject to fiscal year limitations and shall be under the control and management of the administrative authority of the State Board of Education. Expenditures from said fund shall be made to maintain the curriculum examination process as set out in Section 9 of this act¹ and without legislative appropriation. Warrants for expenditure shall be drawn by the State Treasurer on claims signed by an authorized employee or employees of the State Board of Education and approved by the Director of State Finance. Laws 1980, c. 284, § 13, emerg. eff. June 10, 1980.

¹ Section 6-156 of this title.

§ 6-161. Citizens Commission on Education—Function—Membership—Reports—Assistance

There is hereby created the Oklahoma Citizens Commission on Education, which shall have the primary function of meeting the requirements specified in the agreement between the National Conference of State Legislatures and the State Legislative Council providing for the Oklahoma Legislature School Finance Project. The Oklahoma Citizens Commission on Education shall be composed of twenty-seven (27) members.

One member of the Citizens Commission shall be the Chancellor of the State Regents for Higher Education, or his designee; and one member of the Citizens Commission shall be the State Superintendent of Public Instruction, or his designee. Thirteen members of the Oklahoma Citizens Commission on Education shall be appointed by the President Pro Tempore of the Oklahoma State Senate no later than July 1, 1980, one of whom shall be designated

by the President Pro Tempore to serve as the Vice Chairman of the Oklahoma Citizens Commission on Education. Twelve members of the Oklahoma Citizens Commission on Education shall be appointed by the Speaker of the House of Representatives no later than July 1, 1980, one of whom shall be designated by the Speaker to serve as Chairman of the Oklahoma Citizens Commission on Education. The Oklahoma Citizens Commission on Education shall commence on July 1, 1980, and shall complete its work by December 31, 1981. Progress reports shall be issued by the Oklahoma Citizens Commission on Education to the Speaker of the House of Representatives and to the President Pro Tempore of the Senate as are necessary, and a final report shall be issued by the Oklahoma Citizens Commission on Education to the Speaker of the House of Representatives and to the President Pro Tempore of the Senate no later than January 1, 1982. The Oklahoma State Department of Education and all local school districts in Oklahoma are hereby directed to assist in providing information to the Oklahoma Citizens Commission on Education in the performance of the Commission's work throughout the project.

Laws 1980, c. 284, § 14, emerg. eff. June 10, 1980.

§ 6-162. Persons subject to licensure and certification procedures

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 4 through 11 of this act.¹ All students graduating from an accredited college of education prior to February 1, 1982, shall be subject to the certification requirements in effect before the effective date of this act.

Laws 1980, c. 284, § 17, emerg. eff. June 10, 1980.

¹Sections 6-151 to 6-158 of this title.

§ 6-163. Cooperative programs

Nothing in this act shall prohibit two or more school districts from establishing, cooperatively, programs to carry out the provisions of this act, subject to rules and regulations of the Board.

Laws 1980, c. 284, § 18, emerg. eff. June 10, 1980.

§ 6-164. Adoption of rules, regulations and curriculum examinations

In developing all rules and regulations as required by this act, the Board shall not adopt said rules and regulations until such time as each has been submitted to the Professional Standards Board for review and recommendations, nor shall it adopt curriculum examinations until such time as they have been reviewed by the Professional Standards Board in format and in general content. The Board shall consider said recommendations before approving rules, regulations and curriculum examinations.

Laws 1980, c. 284, § 19, emerg. eff. June 10, 1980.

§ 6-165. Emergencies—Investigation and evaluation

The State Board of Education is authorized to investigate and evaluate emergency situations which may exist in individual school districts that prohibit compliance with the provisions or intent of this act. If it is determined by the State Board of Education that an emergency exists, said Board may give special consideration on an individual case basis.

Laws 1980, c. 284, § 20, emerg. eff. June 10, 1980.

ARTICLE VII. ANNEXATION AND CONSOLIDATION

Sec.

- 7-101. Boundaries—Petition or resolution to change—Election.
- 7-102. Repealed.
- 7-103. Annexation or disorganization—Assumption of bonded indebtedness.
- 7-104. Division of property—Debts and obligations.
- 7-105. Consolidation—Studies—Petition—Election.
- 7-106. Buildings—Rented, moved, or sold.
- 7-107. Disposition of property.
- 7-108. Federally-owned reservations—Annexations.

§ 7-101. Boundaries—Petition or resolution to change—Election

A. The territory comprising all or part of a school district may be annexed to an adjacent school district, or to a school district in the same transportation area authorized to furnish transportation, or to two or more such districts, when approved at an annexation election called by the county superintendent of schools, but an annexation election may not be held unless the boards of education of the affected districts concur therein. Provided, that such concurrence of the boards of education affected shall not be required in cases of mandatory annexation by the State Board of Education:

1. In pursuance of a petition for annexation signed by a majority of the school district electors in the territory proposed to be annexed, hereinafter referred to as the area affected, as provided in this section, or

2. In pursuance of a resolution adopted by the board of education of the district in which the area affected is situated.

Such election shall be held within fifteen (15) days after the county superintendent of schools receives such petition, at some public place in the school district in which the area affected is situated, between the hours of 7 a.m. and 7 p.m., and notice thereof shall be given by the county superintendent of schools in the same manner as notice of special elections of the school district electors of school districts is given, provided, that the county superintendent of schools shall not be required to call an election for the purpose of annexing a part of a school district more than once during any twelve-month period. Such elections shall be conducted by the county election board.

BIBLIOGRAPHY

- Abt, Wendy Peter; Bock, Geoffrey; English, Pamela, and Marx, Thomas Jakob. One Year Out: Reports of Rural High School Graduates. Las Cruces, NM: ERIC Clearinghouse on Rural Education and Small Schools, 1977.
- Bagby, Susan Anne. Rural Education: Reading Achievement in Rural Areas. Las Cruces, NM: ERIC Clearinghouse on Rural Education and Small Schools, 1975.
- Bibens, Robert; Butler, Charles; Kidd, Gerald; and King, Charlyce. "Professors Pioneer Rural School Involvement." Journal of Thought. Special ed. Norman, OK: The University of Oklahoma.
- Boyer, Ernest L. High School: A Report on Secondary Education in America. New York: Harper and Row, Publishers, 1983.
- Craig, Wayne. "Six Vital Relationships in Rural Education." Education Digest 47 (March 1982): 32-3.
- Dale, Don P. "An Analysis of Isolation as a Resource Allocation Factor in Financing Small Rural Schools in Oklahoma." Ph.D. dissertation, University of Oklahoma, 1982
- Dodendorf, Diane M. "The Unique School Environment of Rural Children." Paper presented at the American Educational Research Association Conference, Boston, MA, April 1980.
- Downey, N. M. and Heath, R. W. Basic Statistical Methods. 4th ed. New York: Harper and Row, Publishers, 1974.
- Dunathan, Arni J. "Teacher Shortage: Big Problems for Small Schools." Phi Delta Kappan 62 (November 1980): 205-6.
- Dunne, Faith. "Good Government vs. Self-Government: Educational Control in Rural America." Phi Delta Kappan (December 1983): 252-6.

- Dunne, Faith. "Small-Scale Rural Education: Prospects for the Eighties." Paper presented at the Annual State Convention of People United for Rural Education (PURE), Des Moines, IA, February 1978.
- Elam, Stanley M. "The Galley Education Surveys: Impressions of a Poll Watcher." Phi Delta Kappan (September 1983): 26-32.
- "The Lingering Lure of the Little Red Schoolhouse." Phi Delta Kappan 60 (December 1978): 265.
- Feistritzer, C. Emily. The Condition of Teaching: A State by State Analysis. Lawrenceville, NJ: Princeton University Press, 1983.
- Folks, John M. "An Analysis of Opinions of House Bill 1706 as Perceived by Certain Selected School-Related Groups." Ph.D. dissertation, University of Oklahoma, 1982.
- Gallup, George H. "The 15th Annual Gallup Poll of the Public's Attitudes Towards the Public Schools." Phi Delta Kappan (September 1983): 33-47.
- Goldberg, Milton and Harvey, James. "A Nation at Risk: The Report of the National Commission on Excellence in Education." Phi Delta Kappan (September 1983): 14-18.
- Goodlad, John I. A Place Called School: Prospects for the Future. New York: McGraw-Hill Book Company, 1984.
- "A Study of Schooling: Some Findings and Hypotheses." Phi Delta Kappan (March 1983): 465-70.
- "A Study of Schooling: Some Implications for School Improvement." Phi Delta Kappan (April 1983): 552-8.
- Griffiths, Daniel E. "Administrative Theory and Change in Organizations." In Innovations in Education. Edited by Matthew B. Miles. New York: Teachers College Press, Columbia University, 1964.
- Hampel, Robert L. "The American High School Today: James Bryant Conant's Reservations and Reconsiderations." Phi Delta Kappan (May 1983): 607-12.
- Husen, Torsten. "Are Standards in U.S. Schools Really Lagging Behind Those in Other Countries?" Phi Delta Kappan (March 1983): 455-61.

- Margolis, Harry S. "Rural Academe." Change 10 (June 1978): 62-3.
- Massey, Sara and Crosby, Jeanie. "Special Problems, Special Opportunities: Preparing Teachers for Rural Schools." Phi Delta Kappan (December 1983): 265-9.
- Mayfield, Sandra J. and White, Marlene Ryals. "Testing for Certification: Oklahoma's HB 1706." ERIC Document Reproduction Service, ED 222 547, Resources in Education, 1982.
- Miller, Donald F. and Barbara, eds. Time and Resource Management for Small Schools. Austin, TX: National Educational Laboratory Publishers, Inc., 1979.
- Muse, Ivan D. Preservice Programs for Educational Personnel Going Into Rural Schools. Las Cruces, NM: Educational Resources Information Center, March 1977.
- Nachtigal, Paul M. Improving Rural Schools. Washington, D.C.: U.S. Department of Education (September 1980): 3-4.
- Oklahoma Department of Transportation. Official State Transportation Map, Oklahoma: 1984. Oklahoma City: Inland Lithographing Company, 1984.
- Oklahoma State Board of Education. Teacher Supply and Demand in Oklahoma Public Schools, 1981-81. Oklahoma City: Oklahoma State Department of Education (November 1982).
- Parks, Gail and Sher, Jonathan P. Imaginary Gardens? Real Problems: An Analysis of Federal Information Sources on Rural Education. Las Cruces, NM: ERIC, March 1979.
- Peterson, Sarah A. "Small Schoolhouses that Won't Fade Away." U.S. News and World Report (September, 10, 1979).
- Rosenfeld, Stuart. "Something Old, Something New: The Wedding of Rural Education and Rural Development." Phi Delta Kappan (December 1983): 270-3.
- Ross, Peggy J. and Green, Bernal L. Impacts of the Rural Turn-around on Rural Education. Las Cruces, NM: ERIC, March 1979.
- Seager, D. D. "Special Education in Rural Areas: The Problems . . . and Some Solutions." Las Cruces, NM: ERIC, 1979.

- . "The Best of Both Worlds: Utilizing the School and the Home for Early Childhood Education in Rural Areas." Las Cruces, NM: ERIC, 1978.
- Schneider, Barbara L. America's Small Schools. Las Cruces, NM: ERIC, March 1980.
- Sher, Jonathan P. "Bringing Home the Bacon: The Politics of School Reform." Phi Delta Kappan (December 1983): 279-83.
- Sher, Jonathan P. "Education's Ugly Duckling: Rural Schools in Urban Nations." Phi Delta Kappan (December 1983): 257-62.
- , ed. Education in Rural America: A Reassessment of Conventional Wisdom. Boulder, CO: Westview Press, 1977.
- . "Ending Federal Neglect of Rural Schools." Education Digest 44 (February 1979): 10-13.
- Sher, Jonathan P. and Tompkins, Rachel B. Economy, Efficiency, and Equality: The Myths of Rural School and District Consolidation. Washington, D.C.: National Institute of Education, July 1976.
- . "The Myths of Rural School and District Consolidation." Education Digest (April 1977).
- Sher, Jonathan P. and Rosenfeld, Stuart A. Public Education in Sparsely Populated Areas of the United States. A Country Paper Prepared for the Center for Educational Research and Innovation Organization for Economic Co-Operation and Development, Paris, France, April 1977.
- Skenes, Robert E. and Carlyle, Carolyn. "CAL Community School - Small, Rural and Good!" Phi Delta Kappan 70 (April 1979): 589-93.
- Statistical Abstract of Oklahoma: 1982. Center for Economic and Management Research, College of Business Administration, University of Oklahoma. Norman, OK: University Printing Services (August 1982).
- The National Commission on Excellence in Education. A Nation at Risk: The Imperative for Educational Reform. Washington, D.C.: U.S. Department of Education, April 1983.

Thomas, Larry. "Pursuits, Problems, and Pleasures of Rural Education." Paper presented at the Annual Kansas State University Rural and Small School Conference, November 1980.

"Transportation Systems in Rural School Areas." Clearinghouse on Rural Education and Small Schools. Las Cruces, NM: ERIC, nd.

Tyler, Ralph W. "Studies of Schooling: A Place Called School." Phi Delta Kappan (March 1983): 462-4.

U.S. Department of Commerce, Bureau of the Census. 1980 Census of the Population, vol. 1.

Weckstein, Paul. "Democratic Economic Development is the Key to Future Quality Education." Phi Delta Kappan (February 1983): 420-3.