Blueprint for Change in Oklahoma

2010 State Teacher Policy Yearbook



National Council on Teacher Quality

Acknowledgments

STATES

State education agencies remain our most important partners in this effort, and their extensive experience has helped to ensure the factual accuracy of the final product. Although this year's *Blueprint for Change* did not require the extensive review typically required of states, we still wanted to make sure that states' perspectives were represented. As such, each state received a draft of the policy updates we identified this year. We would like to thank all of the states for graciously reviewing and responding to our drafts.

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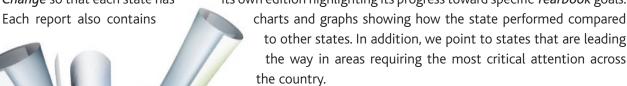
About the Yearbook

The 2010 *Blueprint for Change* is the National Council on Teacher Quality's fourth annual review of state laws, rules and regulations that govern the teaching profession. This year's *Yearbook* takes a different approach than our past editions, as it is designed as a companion to the 2009 *State Teacher Policy Yearbook*, NCTQ's most recent comprehensive report on state teacher policies.

The comprehensive *Yearbook*, a 52-volume state-by-state analysis produced biennially, examines the alignment of states' teacher policies with goals to improve teacher quality. The 2009 report, which addressed key policy areas such as teacher preparation, evaluation, alternative certification and compensation, found that states had much work to do to ensure that every child has an effective teacher. Next year we will once again conduct a comprehensive goal-by-goal analysis of all aspects of states' teacher policies.

In 2010, an interim year, we set out to help states prioritize among the many areas of teacher policy in need of reform. With so much to be done, state policymakers may be nonplussed about where to begin. The 2010 *Yearbook* offers each state an individualized blueprint, identifying state policies most in need of attention. Although based on our 2009 analyses, this edition also updates states' progress in the last year, a year that saw many states make significant policy changes, largely spurred by the Race to the Top competition. Rather than grade states, the 2010 *Blueprint for Change* stands as a supplement to the 2009 comprehensive report, updating states' positive and negative progress on *Yearbook* goals and specifying actions that could lead to stronger policies for particular topics such as teacher evaluation, tenure rules and dismissal policies.

As is our practice, in addition to a national summary report, we have customized this year's *Blueprint for Change* so that each state has its own edition highlighting its progress toward specific *Yearbook* goals.



We hope that this year's *Blueprint for Change* serves as an important guide for governors, state school chiefs, school boards, legislatures and the many advocates seeking reform. Individual state and national versions of the 2010 *Blueprint for Change*, as well as the 2009 *State Teacher Policy Yearbook*—including rationales and supporting research for our policy goals—are available at www.nctq.org/stpy.

Blueprint for Change in Oklahoma

he 2009 State Teacher Policy Yearbook provided a comprehensive review of states' policies that impact the teaching profession. As a companion to last year's comprehensive state-by-state analysis, the 2010 edition provides each state with an individualized "Blueprint for Change," building off last year's Yearbook goals and recommendations.

State teacher policy addresses a great many areas, including teacher preparation, certification, evaluation and compensation. With so many moving parts, it may be difficult for states to find a starting point on the road to reform. To this end, the following brief provides a state-specific roadmap, organized in three main sections.

- Section 1 identifies policy concerns that need critical attention, the areas of highest priority for state policymakers.
- Section 2 outlines "low-hanging fruit," policy changes that can be implemented in relatively short order.
- Section 3 offers a short discussion of some longer-term systemic issues that states need to make sure stay on the radar.

Current Status of the Oklahoma's Teacher Policy

In the 2009 State Teacher Policy Yearbook, Oklahoma had the following grades:



Area 1: Delivering Well Prepared Teachers	C-
Area 2: Expanding the Teaching Pool	C-
Area 3: Identifying Effective Teachers	D+
Area 4: Retaining Effective Teachers	C-
Area 5: Exiting Ineffective Teachers	D+

2010 Policy Update:

In the last year, many states made significant changes to their teacher policies, spurred in many cases by the Race to the Top competition. Based on a review of state legislation, rules and regulations, NCTQ has identified the following recent policy changes in Oklahoma:

Teacher Evaluation:

Recent legislation has established a teacher evaluation system that bases 35 percent of a teacher's score on student academic growth using multiple years of standardized test data, and an additional 15 percent on other academic measurements. Teachers will be evaluated at least once a year and scored as "superior," "highly effective," "effective," "needs improvement" or "ineffective." Tenured teachers rated "ineffective" for two consecutive years will be terminated; those rated as "needs improvement" for three years will be terminated; and those who do not average at least an "effective" rating over a five-year period will be terminated. S.B. 2033

Oklahoma Response to Policy Update:

States were asked to review NCTQ's identified updates and also to comment on policy changes that have occurred in the last year, other pending changes or teacher quality in the state more generally.

Oklahoma was helpful in providing NCTQ with additional information about recent policy changes. The state added that its new policy regarding the dismissal of ineffective tenured teachers is subject to the provisions of the Teacher Due Process Act of 1990. Also, the state's new evaluation system will not go into effect until the new criteria are adopted by December 15, 2011, and schools are not required to use it until the 2013-2014 school year.

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Section 1: Critical Attention Areas

This section identifies the highest priority areas as states work to advance teacher quality. These are the policy issues that should be at the top of the list for state policymakers. While other states need also to address connecting teacher evaluation, tenure and dismissal to teacher effectiveness and elementary teacher preparation to teach reading, Oklahoma should turn its immediate attention to the following six issues.



Critical Attention: Oklahoma policies that fail to ensure that teachers are well prepared

ENSURE THAT ELEMENTARY TEACHERS KNOW ELEMENTARY CONTENT MATH:

Aspiring elementary teachers must begin to acquire a deep conceptual knowledge of the mathematics they will teach, moving well beyond mere procedural understanding. Leading mathematicians and math educators

Preparation to teach mathematics is a critical attention area in

states.

A state on the right track is Massachusetts.

have found that elementary teachers are not well served by mathematics courses designed for a general audience and that methods courses do not provide sufficient content preparation. Although the standards Oklahoma relies on for teacher prepara-

tion as well as its own subject-matter test address areas such as algebra, geometry and data analysis, the state should specifically articulate that preparation programs deliver mathematics content geared to the explicit needs of elementary teachers. Oklahoma should also adopt a rigorous mathematics assessment, such as the one required by Massachusetts. At the very least, the state should consider requiring a mathematics subscore on its general content knowledge test, not only to ensure that teacher candidates have minimum mathematics knowledge but also to allow them to test out of coursework requirements.

ENSURE ADEQUATE SUBJECT-MATTER PREPARATION FOR MIDDLE SCHOOL **TEACHERS:**

Middle school grades are critical years of schooling, yet too many states fail to distinguish the knowledge and skills needed by middle school teachers from those needed by elementary teachers. Whether teaching a single subject in a departmentalized setting or teaching multiple subjects in a self-contained setting, middle school teachers must be able to teach significantly more advanced content than elementary teachers do. To ensure adequate content preparation of its middle school teachers, Oklahoma is urged to no longer permit middle school teachers to teach on a K-8 generalist license and instead adopt for all teachers middle-grades licensure policies that are distinguishable

from elementary teacher certification. Such policies should ensure that middle school teachers know the content they will teach by requiring that they pass a subjectmatter test in every core area they intend to teach prior to licensure.

Middle school licensure is a critical attention area in

22 states.

States on the right track include Georgia, Kentucky and Louisiana.

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3. PROGRAMS ARE ACCOUNTABLE FOR THE QUALITY OF THE TEACHERS THEY PRODUCE:

States should consider factors related to program performance in the approval of teacher preparation programs. Although the quality of both the subject-matter

preparation and professional sequence is crucial, there are also additional measures that can provide the state and the public with meaningful, readily understandable indicators of how well programs are doing when it comes to preparing teachers to be successful in the classroom. Oklahoma should

Teacher preparation program accountability is a critical attention area in

30 states.

States on the right track include Colorado and Louisiana.

make objective outcomes that go beyond licensure pass rates, such as graduates' evaluation results, retention rates and students' academic achievement gains, a central component of its teacher preparation program approval process, and it should establish precise standards for program performance that are more useful for accountability purposes.

¹ Although California has a standalone test of reading pedagogy, the ability of this test to screen out candidates who do not know the science of reading has been questioned.

² Florida's licensure test for elementary teachers includes a strong focus on the science of reading but does not report a separate subscore for this content.



Critical Attention: Oklahoma policies that license teachers who may lack subject-matter knowledge

CLOSE LICENSURE LOOPHOLES TO ENSURE THAT TEACHERS KNOW THE CONTENT THEY TEACH:

All students are entitled to teachers who know the subject matter they are teaching. Permitting individuals who have not yet passed state licensing tests to teach neglects the needs of students, instead extending personal consideration to adults who may not be able to meet minimal state standards. Licensing tests are an important minimum benchmark in the profession, and states that allow teachers to postpone passing these tests are abandoning one of the basic responsibilities of licensure.

Licensure loopholes are a critical attention area in

states.

States on the right track include Mississippi, Nevada and New Jersey.

Oklahoma should ensure that all teachers pass all required subject-matter licensure tests before they enter the classroom so that students will not be at risk of having teachers who lack sufficient or appropriate content-area knowledge. However, the state allows teachers who have not met licensure

requirements to teach under an emergency certificate, which is valid for an unspecified duration. If conditional or provisional licenses are deemed necessary, then Oklahoma should only issue them under limited and exceptional circumstances and for no longer than a period of one year.

ENSURE THAT ELEMENTARY 5. CONTENT TESTS ADEQUATELY **ASSESS CONTENT KNOWLEDGE IN EACH SUBJECT AREA:**

Oklahoma requires that all new elementary teachers must pass its own Certification Examination for Oklahoma Educators general subject-matter test. Although this Oklahoma Subject Area Test consists of two separate subtests—one that includes reading and language arts and one that includes social studies, mathematics, science, health, fitness and the arts—it does not report teacher performance in each subject area, meaning that it may be possible to pass the test and still perform poorly in some subject areas. The state should require separate passing scores for each area because without them it is impossible to measure knowledge of individual subjects, especially given the state's current low passing score for the elementary content test. According to published test data, Oklahoma has set its passing score for this test so egregiously below the mean, the average score of all test takers, that it is questionable whether this assessment is indeed providing any assurance of content knowledge. NCTQ is aware that Oklahoma is in the process of setting new passing

scores based on changes to its subject-matter tests and encourages the state to ensure that its scores actually reflect an assurance of content knowledge.

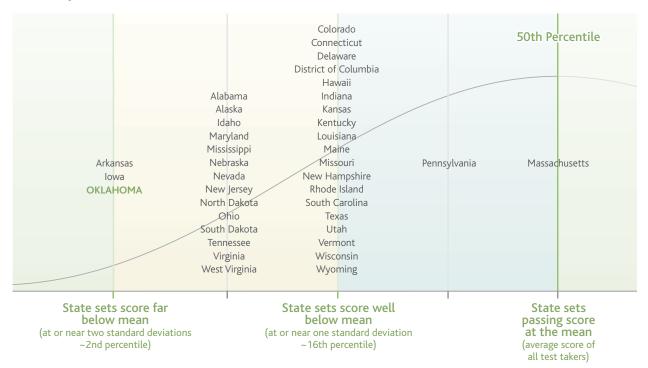
Elementary licensure tests are a critical attention area in

states.

A state on the right track is Massachusetts.



Figure 3
Where do states set the passing score on elementary content licensure tests?¹



¹ Data not available for Arizona, California, Florida, Georgia, Illinois, Michigan, Minnesota, New Mexico, New York, North Carolina, Oregon, and Washington. Montana does not require a content test. Colorado cut score is for Praxis II, not PLACE.



Critical Attention: Oklahoma policies that limit the teacher pipeline

BROADEN ALTERNATE ROUTE USAGE:

Oklahoma should allow alternate route teachers to teach across all grades, subjects and geographic areas. Currently, the state places grade-level and subject-area restrictions on its alternate route, which is only open to candidates seeking certification at the secondary level and in elementary physical education, art, foreign language or music. This limitation prevents Oklahoma's alternate route from providing a true alternative pathway into the teaching profession.

Alternate route diversity is a critical attention area in

28 states.

States on the right track include Illinois, New York and Washington.



New Mexico

North Dakota³

OKLAHOMA

Pennsylvania

Rhode Island

South Carolina

South Dakota

Tennessee

Texas

Utah

Vermont

Virginia

Washington

West Virginia

Wisconsin

Wyoming

New York North Carolina

Ohio

Oregon

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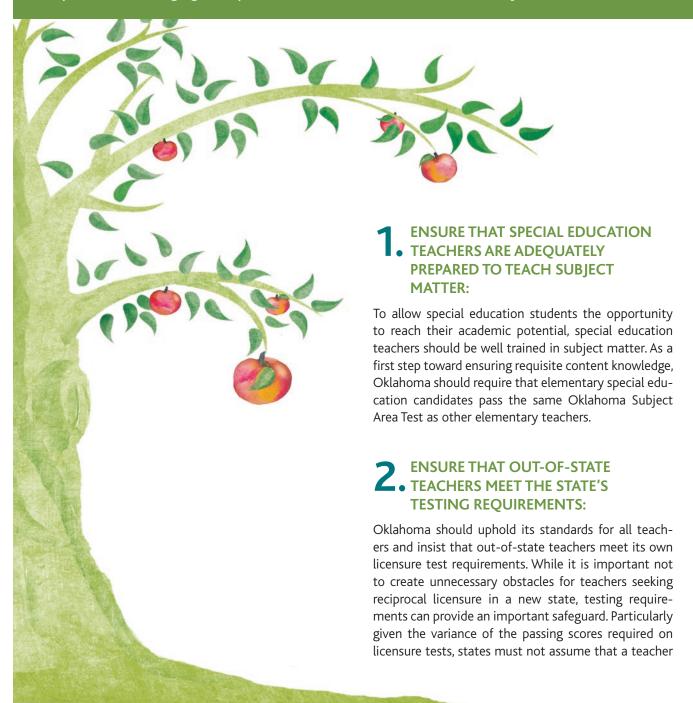
¹ Alaska's alternate route is operated by the state department of education.

² ABCTE is also an approved provider.

³ North Dakota does not have an alternate route to certification.

Section 2: Low-Hanging Fruit

This section highlights areas where a small adjustment would result in significantly stronger policy. Unlike the more complex topics identified in Section 1, the issues listed in this section represent low-hanging fruit, policies that can be addressed in relatively short order.



that passed another state's test would meet its passing score as well. Oklahoma takes considerable risk by granting a waiver for its licensing tests to any out-of-state teacher who has met another state's testing requirements. The state should not provide any waivers of its teacher tests unless an applicant can provide evidence of a passing score under its own standards. The negative impact on student learning stemming from a teacher's inadequate subject-matter knowledge is not mitigated by the teacher's having passed a test in

REPORT SCHOOL-LEVEL DATA TO SUPPORT THE EQUITABLE DISTRIBUTION OF TEACHERS:

another state

Oklahoma currently publicly reports the percentage of teachers on emergency credentials and the percentage of highly qualified teachers but only at the district level. In order to promote the equitable distribution of teacher talent among schools within districts, these data should also be reported at the individual school level.

4. STRENGTHEN SELECTIVITY OF ALTERNATE ROUTE PROGRAMS:

Because nontraditional candidates enter the classroom with little or no preparation, states should require alternative certification programs to be selective in whom they admit. Alternate route programs should require some measure of past academic performance, such as a GPA, that is higher than what is generally expected of teacher candidates in traditional preparation programs. Currently, Oklahoma's requirement of a minimum 2.5 GPA falls short of being a sufficient indicator of selectivity. The state should raise its minimum GPA requirement to at least 2.75 for alternate route candidates, making accommodations as appropriate for career changers. In addition, the state currently requires that alternate route candidates have three years of work experience after receiving a bachelor's degree. The state should reconsider this requirement, as it rules out talented recent graduates from applying to teach through alternate route programs.

Section 3: Systemic Issues

This section discusses some of the longer-term systemic issues related to teacher quality that states also need to address. While these may not be "front-burner" issues in many states, they are important to an overall reform agenda.

1. Performance Management

The critical relationship between teacher quality and student achievement has been well established, and ensuring that all students have teachers with the knowledge and skills to support their academic success has become a national priority. Yet the policy framework that governs the teaching profession in most states is almost entirely disconnected from teacher effectiveness. Although states largely control how teachers are evaluated, licensed and compensated, teacher effectiveness in terms of student learning has not been a central component in these policies.

Fortunately, this is starting to change. Fifteen states, including Oklahoma, have made progress in their requirements for teacher evaluation in the last year alone. As evaluation ratings become more meaningful, states should plan to connect teacher evaluation to an overall system of performance management. The current siloed approach, with virtually no connection between meaningful evidence of teacher performance and the awarding of tenure and professional licensure, needs a fundamental overhaul. These elements must not be thought of as isolated and discrete, but as part

of a comprehensive performance system. This system should also include compensation strategies as well as new teacher support and ongoing professional development, creating a coordinated and aligned set of teacher policies.

Evaluation that measures teacher effectiveness is at the center of a performance management system, and, as discussed in the Critical Attention section of this report, Oklahoma has taken some steps to improve its teacher evaluations. As the state continues to move forward, it should keep in mind the larger goal of creating a performance management system.

A successful performance management system—one that gives educators the tools they need to be effective, supports their development, rewards their accomplishments and holds them accountable for results—is essential to the fundamental goal of all education reform: eliminating achievement gaps and ensuring that all students achieve to their highest potential.

¹ Includes changes to state policies regulating the frequency of evaluations for probationary and nonprobationary teachers as well as requirements that teacher evaluations consider classroom effectiveness.

2. Pension Reform

State pension systems are in need of a fundamental overhaul. In an era when retirement benefits have been shrinking across industries and professions, teachers' generous pensions remain fixed. In fact, nearly all states, including Oklahoma, continue to provide teachers with a defined benefit pension system, an expensive and inflexible model that neither reflects the realities of the modern workforce nor provides equitable benefits to all teachers.

The current model greatly disadvantages teachers who move from one state to another, career switchers who enter teaching and those who teach for fewer than 20 years. For these reasons alone, reform is needed. But the dubious financial health of states' pension systems makes this an area in need of urgent attention.

\$551,743

Amount Oklahoma pays for each teacher that retires at an early age with unreduced benefits until that teacher reaches age 65⁴ Some systems carry high levels of unfunded liabilities, with no strategy to pay these liabilities down in a reasonable period, as defined by standard accounting practices. According to Oklahoma's 2009 actuarial report, its system was only 49.8

percent funded, significantly below recommended benchmarks.¹ When funding cannot keep up with promised benefits, a new approach is clearly needed. And changes must be made immediately to alter the long-term outlook for the state, as it is exceedingly difficult to reduce promised benefits once a teacher is a member of the system—regardless of whether the state can afford them.

Systemic reform should lead to the development of a financially sustainable, equitable pension system that includes the following:

■ The option of a fully portable pension system as their primary pension plan, either through a defined contribution plan or a defined benefit plan that is formatted similar to a cash balance plan²

- Reasonable district and teacher contribution rates
- Vesting for teachers no later than the third year of employment
- Purchase of time in a defined benefit plan for unlimited previous teaching experience at the time of employment, as well as for all official leaves of absence, such as maternity and paternity leave
- The option in a defined benefit plan of a lump-sum rollover to a personal retirement account upon employment termination, which includes teacher contributions and all accrued interest at a fair interest rate
- Funds contributed by the employer included in withdrawals due to employment termination
- A neutral formula for determining pension benefits, regardless of years worked (eliminating any multiplier that increases with years of service or longevity bonuses)³
- Eligibility for retirement benefits based solely on age, not years of service, in order to avoid disincentives for effective teachers to continue working until conventional retirement age.

- Public Fund Survey, http://www.publicfundsurvey.org/www/publicfundsurvey/ actuarialfundinglevels.asp.
- 2 A cash balance pension plan is a benefit plan in which participants, and their employers if they choose, periodically contribute a predetermined rate to employees' individual pension accounts. These contributions grow at a guaranteed rate. Upon retirement or withdrawal, the participant may receive the full account balance in one lump sum, so long as the benefits are fully vested. (Based on Economic Research Institute, http://www.eridlc.com/resources/index.cfm?fuseaction=resource.glossary)
- 3 The formula may include years of service (i.e., years of service x final average salary x benefit multiplier), but other aspects of the benefit calculation, such as the multiplier, should not be dependent on years of service.
- 4 Calculations are based on a teacher who starts teaching at age 22, earns a starting salary of \$35,000 that increases 3 percent per year, and retires at the age when he or she is first eligible for unreduced benefits. Calculations use the state's benefit formula for new hires, exclude cost of living increases, and base the final average salary on the highest three years. Age 65 is the youngest eligibility age for unreduced Social Security benefits.

3. Certification of Special Education Teachers

States' requirements for the preparation of special education teachers are one of the most neglected and dysfunctional areas of teacher policy. The low expectations for what special education teachers should know stand in stark contradiction to state and federal expectations that special education students should meet the same high standards as other students.

Oklahoma, like most states, sets an exceedingly low bar for the content knowledge that special education teachers must have. The state does not require that elementary special education teachers garner appropriate subject-matter knowledge relevant to the elementary classroom through mandated coursework or demonstrate content knowledge on a subject-matter test. Further, although secondary special education teachers must be highly qualified in every subject they will teach, the state does not require that teacher preparation programs graduate teachers who are highly qualified in any core academic areas.

But the problem requires a more systemic fix than just raising content requirements for elementary and

secondary special education teachers. The overarching issue is that too many states, including Oklahoma, make no distinction between elementary and secondary special education teachers, certifying all such teachers under a generic K-12 special education license. While this broad umbrella may be appropriate for teachers of low-incidence special education students, such as those with severe cognitive disabilities, it is deeply problematic for high-incidence special education students, who are expected to learn grade-level content. And because the overwhelming majority of special education students are in the high-incidence category, the result is a fundamentally broken system.

It is virtually impossible and certainly impractical for states to ensure that a K-12 teacher knows all the subject matter he or she is expected to be able to teach. And the issue is just as valid in terms of pedagogical knowledge. Teacher preparation and licensure for special education teachers must distinguish between elementary and secondary levels, as they do for general education. The current model does little to protect some of our most vulnerable students.



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¹ New policy goes into effect January 1, 2013.

