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ADULT EDUCATION IN THE STATE OF OKLAHOMA

A DISSERTATION
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ADULT EDUCATION IN THE STATE OF OKLAHOMA

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ADULT EDUCATION IN THE STATE OF OKLAHOMA

CHAPTER I

THE CONCEPT OF ADULT EDUCATION

The concept of education as a continuing, life-long imperative has received serious consideration only within the past two decades. Certain types of remedial, vocational and technical training for short-term needs have long been recognized and programs developed to meet these immediate, occasional needs, but nothing was established in terms of sequential programing on a broad base.

Public schools in the northern and northeastern states provided Americanization courses for immigrants, particularly during the years of largest immigration from 1850 to 1910. In recent years, as techniques of management and production have experienced continuing changes, both management and labor have developed courses in general and specific education within their own organizations and within their own spheres of interest. Churches, many of which have always conducted classes for adults, have begun to re-examine course content and procedures of instruction.

Institutions of higher education entered the field of adult education in 1906, when the University of Wisconsin

began taking course work off campus to the people of Wisconsin in the local communities in what came to be known as extension services. Land grant colleges became active in the field in 1914, with the establishment of the Cooperative Extension Service, designed to carry agricultural education to the adult on the farm. Recently junior colleges have become the focus for adult education in many localities. Even the nomenclature used to describe the junior college has been changed in some localities to "Community College" to emphasize the expanding responsibility of these institutions to meet the educational needs of all of the people of the community, adults as well as young persons. Public schools below the thirteenth grade level began to accept certain phases of adult education as early as 1840, and welfare organizations early recognized the need to develop saleable skills among the indigent adults if they were to become responsible citizens.

The military has given possibly the greatest recent impetus to an awareness for the need and great possibilities for adult education. The remarkable success of the military during World War II in training civilians in an effective and rapid way to the use of sophisticated military hardware and techniques, was almost phenomenal. A great variety of teaching techniques were employed, with particular emphasis on the use of audiovisual equipment. Business and industrial organizations quickly recognized the potential through

use of these methods for upgrading their management and retraining employees to adapt to changes in equipment and methods of operation as techniques in industry changed.

The Function of Education

The function of education has long been looked upon as the perpetuation of the culture. In a democracy the additional function of working for social change is also recognized as a legitimate obligation. This is becoming more apparent and more clearly defined as our culture becomes more dynamic and change is the order of the day. For the first time in the history of civilization, the time span of drastic cultural change has been telescoped into less than the lifetime of the individual. Technological skills are changing. Sociological skills are changing. Man has more leisure time. He lives longer. Transportation and communications have vastly improved. We are now world neighbors, not community or state. Knowledge is increasing so rapidly that it has become a great task just to compile and catalog it. More knowledge has been discovered during the lifetime of the present adult population than existed at the time of its birth.¹

¹Adult Education, A New Imperative for Our Times, by the Professors of Adult Education of the Adult Education Association of the U. S., 1961, p. 5.

Traditionally each generation has assumed that each succeeding generation will be subject to the same conditions under which it lived. This is no longer true as it relates to vocations, communications, social lines and structures, and the vast increase in knowledge. As recently as thirty-five years ago nearly seventy per cent of the population of Oklahoma lived on the farms. Today nearly seventy per cent live in the cities. Industrialization is causing a change in the methods by which we earn a living. It is also creating more leisure time, more concentration of people in smaller areas, and enlarging the problems of urbanization. Oklahoma today is becoming industrialized at a comparable rate with other states based on population.

Local problems regarding social changes must be understood if people are to live together in the close relationship imposed by concentration of population within cities caused by the migration from the farm to the city for employment in industry. The problems created by urbanization must be met and solved. Solution of these problems can not wait for the present generation of school children to be educated to meet them. These problems must be met by the present generation of adults. Adult education will need to find the methods and procedures to help guide the adult population in the direction of such solutions.

The rapid means of travel and the capabilities of being able to talk by telephone with people around the world

are drawing the world closer together, making it necessary for all people to know and understand people of other nations and cultures. The potential destruction of humanity by use of the atom bomb should be reason enough for continued effort to understand and work with people of other races, religions and cultures. Education, whether formal or informal, is the process by which this understanding can be accomplished.

Purpose of Adult Education

The purpose of adult education has been described as a continuing process to aid adults to adjust to the changing needs in our rapidly expanding and changing society; and to develop them into active, participating citizens in a democratic society which recognizes the worth of the individual and expects from him intelligent contributions to the society. In all of the efforts of adult educators one area of understanding seems to have been neglected. Our efforts to train for excellence and leadership have failed to reach that person who is the follower, the ordinary citizen who must be aware of changing conditions and who must continue to inform himself in order to give strength to the system and supply the vast numbers of intelligent workers and participants. A democratic system of government and a democratic system of economy cannot exist without a total citizenry which is informed, intelligent, concerned and participating.

The Ford Foundation, The Kellogg Foundation and the Rockefeller Foundation have supported several research programs and organizations in developing the field of liberal adult education. The Federal government has initiated programs for vocational training for the unemployed, the high school drop-out, and the functional illiterate. Charts have been developed, particularly by the states of New York and Florida, to aid the adult administrator to survey his community as to its historical background, ethnic constituency, age levels, formal school attainments, labor force, unemployment figures, business and industry, and the economic outlook for the future. Studies have been developed to determine resource institutions, such as government, health, social welfare, education, religion, housing, recreation, community groups, and the community power structure. The National Association for Public School Adult Education has issued a very useable handbook for adult education administrators as a guide in developing and administering an adult education program in the public schools. The most recent issue of the handbook of The Adult Education Association of the United States covers the whole spectrum of adult education in business, industry, government, public school, higher education, church, and the military.

An Evolving Discipline

Continuing education, or education for adults beyond the presently recognized formal levels of elementary, high school, and college is still an evolving discipline. It has only begun to be recognized in colleges and universities as a field of study for professional preparation. Financing of this phase of education is most meager even in states such as California, New York, and Florida where definite appropriations are made for its support. In most states no direct financial support is provided, and in several states there is no enabling legislation to permit publicly supported schools to offer education for adults, with one state specifically prohibiting expenditure of funds for such work.

In ancient time organized education was for adults, not youth. The American educational emphasis, however, has been on youth, with the idea that adult education is desirable, even good, but optional. Changes in attitudes toward purposes of education indicate an acceptance of the realization that adult education is a legitimate enlargement of the responsibilities of any educational institution. Dr. Clark, in Overview for March, 1962, clarified this point.

We predict with good cause that the greatest increases in expenditures for education in the generation ahead will doubtless be for people over 21, those who have passed the old formal school age span of 6 - 21.

Greater leisure time, a result of automation and a shorter work week, should point toward new ways in which Americans will dispose of the \$150 to \$200 billion they have for discretionary spending. How much of this will go into education? What will be education's priority for this money? The very nature of our society depends in large part upon the answer.²

Adult education is the fastest growing segment of education in America today. Some authorities indicate that it is the largest segment. This statement is subject to question, however, since the concept of just what adult education is, is in itself ambiguous.

Many agencies are involved. County farm extension agents, libraries, labor unions, civic agencies, churches, chambers of commerce, government bureaus, business and industrial organizations, military establishments, public schools, community or junior colleges, and institutions of higher learning, especially in the fields of graduate work, extension services, and evening schools, all have programs of adult education. In addition is the great number of private vocational schools and the multitude of private foundations. Each of these has its own concept of the purposes and functions of adult education.

The point of interest in this wide approach is not the differences in concept, but in the recognition by nearly

²Harold F. Clark, "Economic Scene," Overview, Vol. 3, No. 3 (March, 1962) p. 14.

all types of organized endeavor of the need for additional learning for adults. Most of the agencies have specific approaches which identify with the needs of the institution rather than the needs of the individual. The major exceptions are public schools and institutions of higher learning. In these institutions efforts are made to determine the needs of individuals and to develop programs and courses to aid individuals to satisfy their needs.

Institutions of higher education, because of geographical locations and orientation toward academic courses, can reach only limited numbers of adults. This is true even of the non-credit, short courses, since they are developed primarily for institutional groups rather than the individual as such. The public schools, situated in the local communities, accessible, and in a position to determine local needs, would appear to present the best locus for strong adult education programs.

Background of the Study

Public school systems in the State of Oklahoma have conducted classes for the adult population from the inception of its public schools. Classes were organized in relation to demand in the time honored areas of high school courses for adults, vocational training, and Americanization classes. Each school district operated independently. There was little or no exchange of information concerning types of

courses, needs of adults, or procedures of operation. Some superintendents began to expand their offerings by developing self-improvement courses in physical education, arts and crafts, and lecture series in world affairs and citizenship. The extension divisions of the University of Oklahoma and the Oklahoma A. & M. College cooperated by making available professors from the staffs of these institutions.

There has been no coordination of adult education through the Oklahoma State Department of Education except as relates to the vocational areas, and more recently basic education for adults financed by the Economic Opportunity Act of 1964. The only real effort directed toward the defining and development of the broad field of adult education in the public schools in Oklahoma originated in the Extension Division of the University of Oklahoma. This effort was made possible by grants from the Fund for Adult Education of the Ford Foundation, and grants from the Kellogg Foundation.

Establishing and coordinating the work and experiences of adult education in the public schools in Oklahoma began in the latter part of 1958. Through the efforts of the University of Oklahoma several school superintendents appointed part-time or full-time men as directors of adult education in their systems. As a result the Oklahoma Association of Public School Adult Educators was organized on October 22, 1959. The association was organized along the

lines of the National Association of Public School Adult Educators, NEA.

OAPSAE's specific objective was to provide leadership and direction for the establishment of adult education as an integral part of the total school program in Oklahoma. Two meetings have been held annually since the date of organization in an effort to identify problems and arrive at solutions. The Oklahoma Adult Education Association of the U.S.A., the University of Oklahoma, and Oklahoma State University cooperated in all of these meetings.

At the present writing there are twenty-two adult education programs in the public schools of Oklahoma. Of these only two have a full-time person conducting the program. The remaining directors are given released time to develop, organize and conduct the program. This would indicate that adult education in the public schools of Oklahoma is receiving only token support from the local school boards, superintendents, and principals. One of the major reasons for this situation is the lack of an understanding of what adult education is, and thus a lack of criteria for the establishment of adult education programs in public schools in Oklahoma.

Too often the first approach to adult education is motivated by the fact that the community has a large investment in physical property which is used only about eight hours a day for nine months of the year. This approach

advocates the use of the buildings so that they will be in constant use, the "We have 'em, let's use 'em" idea. The board of education recommends to the superintendent that an adult education program be instituted. They are not just sure what they want, except that the national association of school boards recommends that school buildings be used at least ten to twelve hours every day. Good public relations with the local patrons often is the major consideration.

This type of reasoning has resulted in schools soliciting the use of their buildings by dance recital groups, Four-H clubs, civic meetings, religious groups, and cultural groups. This approach looks on adult education as "something to do," and does not, at least originally, take into consideration a structured, continuing program of education for adults built on their needs as they see them, or on the needs of the community as a whole.

Only a sound foundation can lay the basis for a real and contributing adult education program. Every community is different. People make their living in different ways. One community may be predominantly agricultural, another industrial, another simply a bedroom community of commuters. The level of income may differ, population nationalities may differ, and educational levels of adults may differ. Consequently the needs of the individuals and the community, both felt and latent needs, will differ with each community.

Most of the public school superintendents in Oklahoma are aware of the growing emphasis on adult education. This is inevitable in view of the recent federal legislation relating to vocational, cultural, and basic education for adults. The AASA has been recommending formal adult educational efforts by the public schools since World War II, with special emphasis being given in the 1954 issue of their handbook. Local and national organizations concerned directly with adult education have attempted to bring this phase of education to the attention of local school superintendents.

When adult education programs are established in the local communities they will vary in diversity and depth in relation to the size of the community, its economic base, and the educational level of the adults which it is designed to serve. There will also be basic needs within each person and in each community. The advancement of democracy has been coincident and concurrent with the advancement of education. Thus if our democratic society is to survive in this highly competitive and confusing world, education of all adults must include an understanding of local, state, national and international problems.

Adult education has begun to gain some strength as a recognized, legitimate function of the various school systems in Oklahoma. Public school districts, state

supported institutions of higher education, and private colleges and universities are now presenting informal, non-credit classes and formal, credit courses designed primarily for adults. Schools and colleges not now involved are becoming cognizant of the growing demands for adult learning opportunities.

Purpose and Methodology

Oklahoma does not have a clearly thought-out program or policy on adult education. There are many educational offerings directed toward the adult, but no real coordination. In an effort to understand the problem and attempt to arrive at recommendations the following approach will be used: first, to consider the literature of adult education to arrive at some understanding of what constitutes adult education; second, to examine what is now being done nationally in adult education; and third, to examine traditional attitudes in Oklahoma, with possible effects on present day educational conditions. Recommendations will then be made based on these findings.

To accomplish these ends it was first necessary to identify those persons now working and writing in the field of adult education. The best source of information is the publications of the Adult Education Association of the United States and the National Association for Public School Adult Education. The 1960 issue of the AEA handbook

identifies nearly all major writers in the field, and the Administrators Handbook of the NAPSAE refers to other practitioners and writers with particular interest in public school adult education. Additional help was secured by referring to the bibliographies of publications by these authors.

Various periodicals were of definite help, particularly those published by the above mentioned organizations. In addition, unpublished dissertations relating to adult education were secured through the cooperation of the University of Oklahoma and the El Reno Carnegie Library. These also supplied additional bibliographical material needed in the review of the literature, with particular reference to government publications.

The portion of the study concerned with demography was developed primarily through reference to the Federal census of 1960, publications of the Oklahoma State Department of Education, the Oklahoma Department of Public Welfare, Oklahoma State Regents for Higher Education, the Budget for the State of Oklahoma, and publications of the Equalization Board, and the Department of Indian Education.

The methodology employed was to review all pertinent material relating to adult education and attempt to bring it into focus in relation to the history of adult education in Oklahoma and to interpret the findings in relation to the needs and potentialities for adult education in Oklahoma today.

CHAPTER II

REVIEW OF THE LITERATURE

The literature of adult education is replete with suggestions and descriptions of just what adult education is. Some are philosophical. Some are practical. Nearly all of them reflect the background of the writer and the period of time during which he wrote. Certainly each definition is affected by the goals established by the writer in relation to his own culture and the needs of this particular institution. The military person has one set of goals; the business man another. Goals perceived by a college professor will vary from those of a superintendent in a public school system. A person involved in agricultural extension work determines goals which are different even from those of a person whose primary interest and vocation is in the field of adult vocational training. Foundations such as the Fund for Adult Education and the Great Books Foundation approach adult education in the area of liberal, or general, education. Harrison¹ states that:

¹J. F. C. Harrison, Learning and Living, 1790 - 1960, a study in the history of the English adult education movement (London: Routledge and Kegan Paul, 1961), p. 313.

. . . adult education is a jumble, or at least a mosaic, impossible to reduce to order and neatness.

He adds that all persons involved in adult education, especially the Americans, attempt to institutionalize it in order to organize and administer it. A review of the literature should help us, as Americans, to arrive at some basic understandings of the field of adult education and the responsibilities of the public schools in relation to it.

Liberal Education

The impact of World War II on the thinking of school officials lead to a realization of need for education in world affairs and local citizenship activities. Nearly every issue of the yearbook of the AASA since 1944, has some reference to citizenship training, with special emphasis toward adults. Each reference to such training advocates the acceptance by public school officials of the responsibility of citizenship training for adults. More recently such trade journals as School Management, School Executive, and Overview have presented articles on the need for adult education, particularly in the fields of citizenship, world affairs and liberal education.

Most programs in Oklahoma began on this theme. Notable exceptions are the vocational and high school level programs in the Tulsa and Oklahoma City systems. Other public schools and junior colleges placed their emphasis

on classes and lectures in foreign affairs and citizenship. Particularly has this been true since World War II when America began to realize its position of world leadership. An urgency began to develop toward proper acceptance of responsibility on a world wide scene. It was felt that attitudes toward world wide responsibilities pre-supposed abilities in government and citizenship at home. The feeling of urgency indicated that these attitudes and abilities could not wait for development within the then adolescent generation. These needs were immediate. The natural result was to turn to adults and their potentialities.

Foundations such as The Fund for Adult Education, The Kellogg Foundation, The Carnegie Corporation, and the Great Books Foundation took a very active interest in citizenship training and liberal adult education. C. Scott Fletcher, president of the Fund for Adult Education, in a speech in 1958, suggested three areas of citizenship training to meet the pressing need.² He pointed out that leadership is essential in the modern world. Fletcher's approach to education for leadership is on three levels: first, general or liberal education for those already in positions of top-flight leadership responsibilities; secondly, courses in general education for the middle echelon of leadership and

²C. Scott Fletcher, The Great Awakening (White Plains, New York: The Fund for Adult Education, 1958), p. 16 - 18.

for those showing potential as leaders; and thirdly, courses in liberal education for all adults, regardless of their roles in society. Fletcher feels the responsibility for education of the first two levels rests with the colleges and universities with the cooperation of business and industry. Education of the last level could be done by high schools, libraries, and voluntary organizations as well as by the universities and colleges. Thus Fletcher assigns the largest segment of the adult population to public schools, libraries, and voluntary organizations for leadership training.

The commission of the Professors of Adult Education of the Adult Education Association of the United States pointed out that adult education is imperative if the United States is to maintain its position of world leadership.³ It discussed the rapidity of the discovery of knowledge and emphasized the point that every person must continue his education, formally or informally, if he is to stay abreast of the new developments. It discussed citizenship and leadership training, but the commission did not confine itself to this one phase of adult education. The emphasis, however, was in this area.

It was through the avenue of citizenship training that many an adult education program was started in the

³Adult Education, A New Imperative For Our Times, by the Professors of Adult Education of the Adult Education Association of the U.S.A., 1961, p. 5.

public schools. There was no real concept of the over-all needs of the nation or of adults. There seemed to be simply a feeling of urgent need for a concerned and informed adult population to be able and willing to assume the solution of immediate and urgent problems.

Some forward looking superintendents were able to convince their boards that public education must now include all persons from childhood through adulthood. But even these superintendents had no criteria on which to establish basic guidelines for a program for adults. Normally the program was begun by relieving some day teacher of two or three hours of day teaching and giving the responsibility of "developing an adult education program." No goals were established. No surveys were made to determine educational levels of the community, methods of how people made their livings, average income, or attitudes toward education in general.

As early as 1910 Perry⁴ advocated the use of the public schools as centers for evening schools for adults, offering courses in the vocations and general education. He suggested that the facilities of the schools should be made available for recreation and physical and health education. The larger districts did open their schools for such

⁴Clarence Arthur Perry, Wider Use of the School Plant (New York: Survey Associates, Inc., 1910).

activities during the summer months in the 1920s, the 1930s, and the 1940s. Libraries of the schools were kept open in the evenings for use by adults and children. Gymnasiums and school swimming pools were made available for children during the daytime hours and reserved for adults and family groups in the evenings. Expenses were shared by the public schools and the city park departments.

History

In the NAPSAE guidebook, Dr. Mann divides the historical development of public school adult education into five periods. Elements of each of these periods exist in most programs today. Following are the periods as defined by Dr. Mann:⁵

1. The provision of educational facilities offering incidental opportunities for adults to attend. These facilities consisted of evening schools provided for youth. Adults in all cases were found to be attending these schools. This period lasted from 1823 to 1840.
2. Recognition by lawmaking bodies, state and local, that adults want to learn and will seek opportunities to learn. This period was marked by permissive legislation for evening schools for adults and lasted from 1840 to 1900.

⁵George C. Mann, "The Development of Public School Adult Education," Public School Adult Education, A Guide for Administrators and Teachers, E. Manford Evans (ed.) (Washington, D.C.: National Association of Public School Adult Educators, 1956), p. 11.

3. Recognition by representatives of the people that adults in certain categories need to learn for the good of society. This period was marked by establishment of Americanization classes and adult vocational classes. This period lasted from 1900 to 1920.
4. The extension of categories of need. This period was marked by increasing demands of adults for educational opportunities; by development of organized groups for publicizing the need for extending adult education to include the responsibilities of citizenship; and the further establishment of state and local administrators of adult education programs. This period lasted from 1920 to 1934.
5. The recognition that learning for all should continue and that the public school has not met its complete responsibility until provision has been made for opportunities for continuous learning by all people regardless of economic or social status. This development period which is getting under way has thus far been marked by increased assignments of state and local administrators, by agreements on a broad philosophy of adult education, by acceptance of professional standards, by training programs for leaders and teachers, by broader curricula to satisfy adult educational needs, by increased state and local financial aid and by the development of better lines of community intercommunication and by more dynamic professional associations.

Dr. Mann also states that a sixth phase will begin when all states make provision for state aid, when all public schools present adult education programs, and when public schools in all states accept and finance adult education as an integral part of the public school system.

Malcolm Knowles⁶ summarizes the historical development by giving the following generalizations:

1. The institutions of adult education have typically emerged in response to specific needs, rather than as part of a general design for the continuing education of adults.
2. The developmental process of adult education has tended to be more episodic than consistent.
3. Institutional forms for the education of adults have tended to survive to the extent that they become attached to agencies established for other purposes.
4. Adult educational programs have tended to gain stability and permanence as they become increasingly differentiated in administration, finance, curriculum, and methodology.
5. Adult educational programs have emerged with, and continue to occupy, a secondary status in the institutional hierarchy.
6. The institutional segments of the adult education movement have tended to become crystallized without reference to any conception of a general adult education movement.

In 1954, at a joint meeting, representatives of AASA, CSSO, NAPSAC, and NSBA prepared a statement on adult education.⁷ The statement included reasons for adult

⁶Malcolm S. Knowles, (ed.), Handbook of Adult Education in the United States (Chicago: AEA of the U.S.A., 1960) p. 26.

⁷Joint Statement of AASA, CSSO, NAPSAC, and NSBA, a mimeograph.

education, the rationale, and recommendations. The major commitment was:

. . . each school district independently or in cooperation with other school districts and agencies should provide a program of adult studies and educational activities designed to implement, in terms of adult education needs, the seven accepted cardinal principles of education . . .

They stated that in a democratic society where the maintenance of freedom and a free system of government depends upon the maximum contribution of each citizen that today's problems must be met and solved by today's adults; that in a society where rapid and momentous changes are occurring daily in all fields of human endeavor there is a compelling need for improved opportunities for adults to continue their education throughout their adult lives. "Lifelong learning is vital for every individual." They listed items of the curriculum as being health, command of the fundamental processes, worthy home membership, vocational, citizenship, worthy use of leisure, and the strengthening of the ethical character of all citizens. They concluded by recommending the use of public funds for implementation and operation of adult education programs in the public schools. They then called on all professional educational organizations to provide leadership in developing a philosophy of public school adult education in America, and to establish purposes, programs, and curriculum.

Adult education, as a recognized and distinct part of the public school system, is a comparatively recent development. Several guidelines are available for the new director, however. Notable among these is the guide for administrators and teachers of public school adult education, prepared and published by the National Association of Public School Adult Education. The book is a compilation of articles by fourteen adult education leaders. It is edited by E. Manfred Evans, Robert A. Luke, Carl E. Minich, Everett G. Preston, Robertson Sillars, Loy B. LaSalle, and Robert F. Schenz. The purpose of this book, as indicated in the introduction, is to suggest "guideposts of operation and an education 'beam' of tested procedures which will assist him (the adult educator) in his undertakings."⁸ Or, as it is stated in the foreword: "Its purpose is to make available for the ever-expanding body of public school adult educators the administrative wisdom and knowledge required for the successful execution of their responsibilities."⁹

The contents are drawn from the experiences and philosophies of the writers, and are directed toward

⁸E. Manfred Evans (ed.), et. al., Public School Adult Education, A Guide for Administrators and Teachers (Washington, D.C.: The National Association of Public School Adult Educators, 1956), p. viii.

⁹Ibid., p. iv.

presently practicing administrators. In this respect it is an excellent text for administrators - after the adult education program has already been put into operation. It does not attempt to develop criteria for the establishment of such a program. However, the items covered suggest areas of discussion and consideration which might lead to development of such criteria.

Dr. Mann lists ten factors which he found present in states with the more successful adult education programs.¹⁰ It is well to list these since they will give guides to determining criteria for establishment of programs on a local basis.

1. Leadership by the Chief State School Officer, actively supporting adult education.
2. A State Director of Adult Education who devotes his full time and energies to developing the program in his state.
3. Education of the public, including local school officials, on a philosophy of adult education as an integral part of the public school system.
4. The offering of courses, which meet the known urgent needs for the education of adults for the good of society as well as the individual.
5. Means of communication in local districts for consulting cross sections of the public on adult education needs.
6. Statewide organizations of professional and lay groups interested in adult education in public schools.

¹⁰Ibid., p. 4.

7. Local direction and supervision of the program by a person professionally qualified in adult education.
8. State financial aid for adult education.
9. In-service training programs for teachers.
10. Legal standards for the professional preparation of teachers.

He further states: "For the most part, the job must be that of leaders within each state, profiting as they can from the recorded experience of the past."¹¹ This leaning toward the empirical type of study is supported by other writers in the field.

The book is the result of investigation and research made possible by a grant from the Fund for Adult Education in 1954. Its immediate undertaking was to develop programs in the field of liberal adult education. Liberal education was the one area receiving more emphasis in the 1950s than any other single field. The 1955 edition of the AASA discusses adult education, with practically its only emphasis being on liberal and citizenship education.¹²

In the years immediately ahead we shall be facing problems of social policy of very great importance and the choices between

¹¹Ibid., p. 5.

¹²American Association of School Administrators: Thirty-Second Yearbook (Washington, D.C.: The Association, 1954) p. 92.

alternate courses of action must be made by the present adult population. For this generation at least, citizenship education at the adult level must be given a very high priority.

A well-organized program of adult education in a community will undoubtedly add to and strengthen the citizenship program. In order for adult education to make its greatest contribution, opportunities to study contemporary social and economic problems should be provided and efforts should be made to get people to assume their responsibilities as citizens in a democracy.

Definitions

Timken¹³ approached adult education in terms of objectives. He lists these objectives as follows:

1. Vocational Competency. 2. Family Living.
3. Maintaining Health and Safety. 4. Increasing the Fundamentals of Learning.
5. Local, State, National and International Citizenship. 6. Expression by Creating or Appreciating Beauty. 7. Adjusting to the Several Life Stages. 8. Spiritual Balance.

He states further that adult education is education for mature people and is based upon interest caused by the needs of the learner.

Powell and Benne describe two philosophies which they feel can encompass most philosophies of adult education.¹⁴ They emphasize, however, that philosophizing about

¹³Joseph E. Timken, "A Study to Determine the Adequacy of Three Selected Oklahoma Public School Adult Education Programs," (Unpublished doctoral dissertation, Oklahoma A. & M. College, 1952), p. 27.

adult education must continue. For the present they distinguish the two major schools as the developmental and the rationalist. The developmental school is characterized by its emphasis on fundamental education, stressing community development and human relations with its use of group dynamics. The rationalist group is recognized by its emphasis on liberal arts, reading-discussion, great books, and humanities.

Robert Blakely describes adult education as follows:

First, adult education implies purposeful systematic learning, in contrast to random unexamined experience; that is, it contains elements of science and art. Second, adult education implies a respect for the purposes and integrity of the learner, in contrast to attempts to fool, cheat or exploit; that is, it has an ethic.

.....

Continuing education becomes a vision of a society in which, not just its schools, but all of its parts - its government, business, unions, and organizations, its homes, neighborhoods, cities, states, and nation - are concerned with helping individuals fulfill themselves.¹⁵ This is the ideal of the educative society.

Here are two attitudes toward adult education, both expressed by the same person. In both statements are

¹⁴John Walker Powell and Kenneth D. Benne, "Philosophies of Adult Education," (Handbook of Adult Education, Knowles), p. 44.

¹⁵Robert J. Blakely, "What Is Adult Education?" (Handbook of Adult Education, Knowles), p. 4 - 6.

found an emphasis on the individual and his needs, with respect for the learner and his personal fulfillment. The second description also stresses the society, in all its facets, as a logical concern of adult education.

The individual approach of Essert,¹⁶ and the group interest approach of Sheats¹⁷ further expand this dichotomy. It seems, however, that there is no need for a divisional approach. Both are valid. Individuals usually join groups in order to fulfill individual needs. Often this is to fulfill the fellowship of Essert. At other times it is done to gain strength through numbers in order to accomplish some need which the individual feels inadequate to accomplish alone. The adult education director and teacher should be aware of these congruent needs in each participant.

Hallenbeck¹⁸ points out that one of the functions of adult education is to stimulate adults to enroll and

¹⁶Paul L. Essert, Creative Leadership of Adult Education (New York: Prentice-Hall, Inc., 1951), p. 7.

¹⁷Paul H. Sheats, Clarence D. Jayne, Ralph B. Spence, Adult Education (New York: The Dryden Press, 1954), p. 52.

¹⁸Wilbur C. Hallenbeck, "The Function and Place of Adult Education in American Society," (Handbook of Adult Education, Knowles), p. 30 - 38.

participate in educational experiences, rather than spending leisure time in pursuit of diversions. He notes characteristics of the American culture and their implications for adult education: rapidity of change ("change is terribly contemporary"); dominance of technology; intensity of specialization; complexity of human relationships; and the vastness of opportunity in this vibrant society. He then lists the functions of adult education as being:

1. Expand communication skills . . .
2. Develop flexibility . . .
3. Improve human relations . . .
4. Facilitate participation . . .
5. Expedite personal growth . . .

In an article in Adult Education¹⁹ Hallenbeck indicated two additional approaches to adult education: the scientific, to determine what it is; and the administrative, to find what can be done with or about it. He stated:

. . . differences in focus and emphasis need not become issues if it is recognized that the human problems with which adult education must cope are many and that we cannot all be coping with all of them at once.

The interrelatedness of the different projects and purposes form the real basis of unity for the adult education movement. In this same article Paul Sheats says that adult education has purpose, planned study, and organization.

¹⁹Wilbur C. Hallenbeck, "What Is Adult Education? Nine Working Definitions," Adult Education, Vol. 5, No. 3, 1955, p. 131 - 145.

Verner²⁰ discusses adult education in a broader sense than is usually applied to efforts of the public school. He feels that the term should be used to designate all educational activities that are designed specifically for adults. Presumably this would include all labor groups and patriotic groups and their auxiliaries, women's study and music clubs, libraries and other non-structured reading, educational television, adult church groups, and chambers of commerce and other business groups. Other writers in the field agree with this view, particularly Hand and Timken who approach public school adult education as a community centered responsibility.

Verner describes the present function of adult education as being that of adjustment, to help the adult learn to accommodate to the rapid technical and social change of our times.

Because of the complexity of knowledge, few individuals can judge for themselves what is significant and timely, nor can they afford the uncertainty and inefficiency of self-education.²¹

Hand's²² approach to adult education is centered

²⁰Coolie Verner, Adult Education (Washington, D.C.: The Center for Applied Research in Education, Inc., 1964), p. 4 - 6.

²¹Ibid., p. 8.

²²Samuel E. Hand, "Community Study as a Basis for Program Planning in Adult Education" (unpublished doctoral dissertation, Florida State University, 1956), p. 45.

on a complete understanding of the community.

The function of adult education, then, is the continuous reconstruction and improvement of both the human personality and the community in the light of social and technological changes. To fulfill this function, adult education must be a continuous learning process conducted within the framework of the community.

Hand says the procedure offering the best hope for attainment of this objective is to gear the adult education program to the vital processes of the community life.

Knowles²³ describes all education as a continuing process. Here he is using a term that is becoming widely accepted as the best description of adult education, "continuing education." The naming of the Kellogg Center at the University of Oklahoma "The Center for Continuing Education" is indicative of the general acceptance of this term. Knowles does not separate adult education into a fixed category of education. He considers education as a total process beginning when the child is born and ending only when the individual dies. It is only in this way that man, in our dynamic society, can avoid obsolescence. He states that the rapid increase of knowledge, and the rapidly changing social structure are forcing a change in all education. He discusses what he terms, "New Assumptions about Education for Children and Youth."

²³Malcolm S. Knowles, The Adult Education Movement in the United States (New York: Holt, Rinehart and Winston, Inc., 1963), p. 273 - 275.

1. The purpose of education for the young must shift from focusing primarily on the transmission of knowledge to the development of the capacity to learn.
2. The curriculum of education for the young must shift from subject-mastery basis of organization to a learning-skill basis of organization.
3. The role of the teacher must be redefined from "one who primarily transmits knowledge" to "one who primarily helps students to inquire."
4. A new set of criteria must be applied to determine the readiness of youth to leave full-time schooling.

Knowles then makes the following statement and lists the new perspectives for adult education.²⁴

Should it come to pass that education is redefined as a lifelong process rather than as a function of youthful years, then with the emergence into adulthood of the first generation of youth who have been taught how to learn rather than what to think, the role of adult education in society would begin to be transformed.

1. Certainly adult education would then become the largest and most significant dimension of our national educational enterprise. Almost all adults would perceive "going to school" as being as normal a part of the daily pattern of living as "going to work" . . .
2. The number of institutions providing opportunities for continuing learning would greatly increase . . .
3. A special curriculum would be constructed to provide adults with a continuous, sequential, and integrated program of life-long learning.

²⁴Ibid., p. 276.

4. An integrated adult education movement would emerge that would help to bring a sense of unity and articulation into the field of adult education equivalent to that now existing in the field of youth education.
5. We would start to create "educative communities." The social scientists are amassing evidence that the most significant and lasting changes in human behavior are achieved not by the direct instruction of individuals but by producing changes in their environment.
6. The central mission of elementary, secondary, and higher education must become, then, not teaching youth what they need to know, but teaching them how to learn what is not yet known. The substance of youth education therefore becomes process - the process of learning; and accordingly the substance of adult education becomes content - content of man's continually expanding knowledge.

The extent of the quotations is rather large, but the clarity of expression of Dr. Knowles requires direct quotation. Even so, much of the amplification of his remarks has been left out of these pertinent quotations. The situations presented by Dr. Knowles do not exist in Oklahoma; and in only a very few places in the United States.

A composite approach to public school adult education is given by Sheats²⁵ in his reference to the 1948 conference of California Adult School Administrators.

. . . (1) a public-school adult-education program is essential . . . (2) public-school adult education should be publicly financed . . .

²⁵Sheats, p. 151.

(3) adult education should be geared to the known and understood needs and interests of the community; (4) the organization of adult education at all levels must be maintained in a state of flexibility . . . (5) adult-education personnel in the public schools should encourage and work with other organizations engaged in desirable adult-education activities; (6) adult education is an integral part of the California framework of education . . . (7) adult-education programs should provide for the presentation of unbiased information in discussions of controversial issues; (8) funds provided for an adult-education program should be spent specifically for adult education rather than for education in general; (9) adult-education administrators must be free to obtain the best teaching personnel available regardless of the formal educational training of the teacher.

London and Wenkert²⁶ seek to define adult education by determining the character of education and the nature of adulthood. They contend that education takes place only when instruction and learning are involved; that adult education depends on the purposes of the organizers of the activity. They viewed adulthood as not being chronological. From the point of view of the individual, adulthood means independence. From the societal point of view it means the acceptance of social responsibility. Based on these assumptions, adult education can be considered as a legitimate continuing process.

²⁶Jack London and Robert Wenkert, "American Adult Education: An Approach to the Field," Adult Leadership, Vol. 13, No. 6, December, 1964, p. 166 - 196, p. 74.

They viewed adult education as ever-changing in function and content. It began as a response to social needs and should continue to change as rapidly as our social structure changes.

Preparation for living in a rapidly changing world requires that people must learn how to learn, and increasingly adult educators will have to concern themselves with the designing of educational programs that explore and develop the potential for intellectual, social, emotional, and aesthetic growth, and that contribute to the improvement of the individual as a human being, as a member of his society, and as a citizen of the world.

They also suggest that vocational and liberal education will become fused. Whitehead²⁷ noted this in 1929, when he said " . . . there can be no technical education which is not liberal, and no liberal education which is not technical." This point was argued vigorously by labor, management, and educators prior to the passage of the Smith-Hughes Act of 1917.

Federal Government Interest

Vocational education for adults was receiving attention beginning with the Morrill Act of 1862, and

²⁷Alfred North Whitehead, The Aims of Education and Other Essays (New York: Macmillan and Company, 1929), p. 74.

extending on through the Smith-Hughes Act of 1917, the George-Dean Act of 1936, the George-Barden Act of 1946, and the four recent acts of Congress to promote vocational education of adults: the Area Redevelopment Act; the Manpower Development and Training Act; the 1963 Vocational Act; and the 1964 Economic Opportunity Act.

The Federal program which probably gave the greatest impetus to general adult education, however, was the Emergency Educational Act of 1933,²⁸ passed as a depression measure to employ displaced teachers. These unemployed teachers were employed, through cooperation of Federal, state and local school authorities, to teach unemployed adults during the Great Depression. This was the first nation-wide effort to use the public schools as a center for the education of adults. Criteria could have been developed from this program for the establishment of successful public school adult education. The program was established as an emergency measure and was disbanded after the emergency seemed to begin to be dispelled.

Vocational education is an area in which Federal funds supplement local funds for adult education. Programs are now being started under provisions of the Manpower

²⁸The National Emergency Educational Act of 1933, 73rd Congress, 1st Session.

Development and Training Act to teach trades to the unemployed. More aid will be available in the future as this program gains momentum. An office to promote basic education for adults was established in the Oklahoma State Department of Education in July of 1965. By December, 1965, 4,000 adults were enrolled in 73 schools. The program is designed to give basic education to adults with less than a high school education. MDTA and basic education programs are remedial in nature.

One of the responsibilities of the vocational teacher in the public schools is to present courses for adults. Several public school general adult education programs began with this impetus. Many, however, never advanced into the fields of general education, civic affairs, self improvement or recreational pursuits. This may be the financial foundation on which to base a more complete and inclusive program in Oklahoma until such time as state financial aid is made available for the support of general adult education in the public schools.

Determination of Needs of Adults

Two excellent approaches to determining educational needs of adults have been prepared by the Bureau of Adult Education of the New York State Education Department and the Florida State Department of Education. The publication by New York is a composite demographic breakdown of the

community, designed to be used by the director in determining potential curricula.²⁹ The publication prepared by Florida is much more detailed, taking into consideration the history and setting of the community, its people, and the economic structure of the community.³⁰

It is pointed out that the figures used in the New York State publication apply specifically to the population of that state. It is also noted that New York ranks 26th, about midpoint, among the states in the number of years of school completed by the adult population. Thus these figures can be used as a "rule of thumb" for most communities.

For clarification of how these figures may be used in other states several examples are given. Twenty-two items of social and educational conditions are listed with program implications for each of the groupings. The figures are based on 1,000 population for easy application to large or small communities.

About 21 adults have had no formal schooling and 26 others have completed only

²⁹National Association of Public School Adult Educators, Administrators Swap Shop, Vol. X, No. 2, November, 1963, Washington, D.C.: The Association.

³⁰Samuel E. Hand, An Outline of a Community Survey for Program Planning in Adult Education, Bulletin 71F-1 (Tallahassee: Florida State Department of Education, 1960).

four years of school. A few communities have more illiterates than college graduates.

About 70 adults have more than four years of schooling but less than eight years.

About 240 adults have completed the 8th grade but did not graduate from high school.

About 11 adults reach voting age each year and this number will increase to 18 by 1968.

About 15 adults each year, chiefly young adults 19 to 25 years of age, select a mate - 15 others are learning to live together in the first year of marriage.

About 45 men and 24 women in the age-group of 55 to 64 are planning for retirement or have recently retired.

About 352 individuals will be living in different houses from those they lived in last year, 35 will have moved into the community from another state, 88 from another county within the state.

For each of these conditions program implications are given. The study was made to aid directors of adult education with programs already in operation. Such a demographic study, however, would be valuable to consider before any program is instituted. It should be pointed out that the study deals only with figures as developed from census surveys. It does not consider motivation of the population to react to their conditions. It does not even indicate the degree to which the population recognizes or feels a need for changing these conditions as they relate to individuals personally. These are conditions revealed

by a survey of the community in cold and sometimes fallible figures, and should be used in this sense.

The community survey program as developed by the Florida State Department of Education is much more detailed and comprehensive than that of New York. It appears to the writer that it is unnecessarily detailed, particularly for the use of a director of adult education. In its total scope it can best be used in a large community by a full-time administrator with adequate research staff. However, certain elements can be used by any community regardless of size. Thus the publication should be most helpful in developing this study.

Certain details can be drawn from the study by individual communities as they apply to them. Since the publication represents a sociological approach it contains elements applicable to many and differing communities. It approaches the purpose of adult education from the standpoint of community betterment through adult education program planning toward this understanding, and action programs for betterment of the community. The interests and needs of the individual must be met, but the over-all impression is that the needs and interests of the community as a whole must be met in order for individual needs to be satisfied.

A portion of the outline relating to the historical background and setting of the community may help us to see the detail to which this program devotes itself.

I. The History and Setting of the Community

A. What to Study

- a. Location (characteristics and possibilities for growth)
- b. Boundaries (identify and study their significance)
- c. Area (size and relation to neighboring areas)
- d. Climate (temperature, rainfall, length of growing season)
- e. Water Supply and Safety (current and potential)
- f. Accessibility (communication and transportation facilities in and out)
- g. Characteristics of the soil (type and fertility)
- h. Topographical characteristics (barriers to natural development)
- i. Special scenic attractions
- j. Mineral deposits (kind and extent)
- k. Wildlife (kind and extent)

The outline continues in this detailed scope through major headings of "The Original Settlement," "The First Settlers," "Early Government," and "Traditions and Values," each with its many subdivisions.³¹ Hand also lists seven factors which operate within a community: population characteristics; institutional structure; value systems; social stratification; interpersonal relationships; power structure; and ecological patterning.³²

³¹Ibid.

³²Ibid., p. 3.

Financing Adult Education

The classic study on public school adult education financing is the work of Edward B. Olds³³ through the AEA. At the close of the study he lists fifteen recommendations. Number one is most pertinent to Oklahoma since it has no public financial support for general adult education.

Support is required for adult education from governmental sources if it is to adequately meet the kind and amount of individual and community needs. Each such school district needs to work out its own plan for support, carefully considering available resources from state aid for general adult education, vocational education, veterans education and local school district funds. Experience indicates that only a few schools can depend upon complete support from fee or tuition payments.

He recommends that the implementation of financial aid should come through the state by incorporation in the foundation program on the same basis as provided for elementary and secondary education. He points out that the largest enrollment of adults occurs in states which supply substantial financial aid to the program. Only seven and seven-tenths percent of all adults enrolled in public schools are in schools financed by fee or tuition.

³³Edward B. Olds, Financing Adult Education in America's Public Schools and Community Councils (Washington, D.C.: National Commission on Adult Education Finance, AEA, 1953), p. 103.

Old's study used a sampling of 17,017 school districts. Of these 10,984 had no adult education program. About one fifth, 3,567, enrolled eighty-three percent of all adults enrolled. Adult education takes place principally in the larger school districts. It also takes place to a greater extent in schools with state aid. Olds found that only three percent of the adult population was enrolled in states with no state support, while enrollment in the ten states with substantial state aid enrolled nearly nine percent of the adult population. There are at least four possibilities for the wide variance. State aid enables a school district to employ counselors and sufficient administrative personnel, enables persons with limited income to participate, and encourages persons with otherwise sufficient income to enroll in more courses. The employment of counselors and administrative personnel are the two major factors. Olds showed that not only was enrollment larger where these two factors existed, but holding power was greater.

Verner³⁴ supports these findings, but adds that lack of financial support need not be an insurmountable barrier. Kidd³⁵ also feels that desirable and creative

³⁴Coolie Verner, Adult Education (Washington, D.C.: The Center for Applied Research in Education, Inc., 1964), p. 58.

³⁵J. R. Kidd, Financing Continuing Education, (New York: Scarecrow Press, Inc., 1962).

programs can be started and maintained on local support plus fees. All authorities recommend the starting of programs even though state financial aid is not available. At the same time they indicate that adult participation will increase by a multiple of three based on increased state aid.

Nationally adult education receives supporting funds from a variety of sources. These sources vary in type and emphasis from state to state. Major sources of finance are:³⁶

1. Local taxes. This constitutes two major areas: special taxes to operate junior colleges, such as the junior college district tax in California; and simply setting up a figure in the general budget of local school districts.
2. Federal-State vocational aid on a matching funds basis.
3. State aid which is practiced on three levels: (1) reimbursement based on ADA in relation to clock hours of attendance; (2) instructional hour basis, usually requiring maintenance of a minimum ADA; and (3) on the basis of expenditures.
4. Fees and tuition. Only one in eight public school adult education

³⁶Homer Kempfer, "Financing Adult Education," Public School Adult Education, E. Manfred Evans (ed.) (Washington, D.C.: National Association of Public School Adult Educators, 1956), p. 93 - 96.

programs depends upon fees and tuition for a majority of their support.

5. Veterans administration and gifts.

There are other sources of funds which Mr. Kempfer did not mention. Certain Federal and state agencies of government are now paying tuition (and often books and supplies) for employees to upgrade themselves in their present responsibilities. In Oklahoma this is being done by the Federal Bureau of Indian Affairs and by the Oklahoma State Highway Department. Business firms have recognized the value of education to their employees and are also assuming tuition fees, particularly for college level credit work.

This action of business firms and governmental agencies tends to increase the number of participants in adult education by substantial percentages. Western Electric, General Electric, and Southwestern Bell Telephone Company are examples of companies which pay tuition for college level courses for their employees. With some restrictions as to types of courses within the first semester, and maximum contribution per semester, these companies will pay for four years of college work. Such groups as the National Asphalt Association will pay tuition for persons in related industries for short courses as well as credit courses in such areas as speech and business communications. Some of the larger business and industrial

firms are now establishing within their plants classes for employees with less than a high school diploma. Class work, teaching and content are administered by the local school district in conformance with state regulations. Costs are born by the student and the company.

Public school districts with municipal junior colleges supported by the district should consider the development of their evening credit offerings to the point that tuition received from this source will be sufficient to cover teaching and supervisory salaries and a pro-rata share of total overhead of the college. When this is accomplished short courses can be presented on a cost basis. Expenses should include instructor's salary, if any, costs of materials, and a small additional charge to cover utilities, perhaps \$1.00 per student. By dividing this total cost by the number of enrollees the individual fee can be kept low enough to enable any interested person to enroll.

Legislation

Legislation relating to programs of education for adults in public schools began as early as 1840, when the Ohio legislature passed a law making it mandatory for a system to provide a room and a teacher when as many as twenty-five adults petitioned for a particular course.³⁷

³⁷ Knowles, Adult Education in the U.S., p. 57.

Since that time permissive legislation has been passed by all states except Kansas. In most cases such legislation occurred much later than the actual fact of establishment of such programs.

Legislation of a mandatory type began to appear in which systems were required to establish particular classes for Americanization and vocational courses for adults. By 1928, twenty-six states and the District of Columbia had such mandatory provisions. It is interesting to note that additional funds were authorized for the conduct of such classes by California, Connecticut, Florida, Louisiana, Maine, Massachusetts, Michigan, New York, Rhode Island, South Carolina, Virginia, Washington, and Wisconsin.³⁸ As has been noted previously, these are the states in which the largest percent of the adult population is involved in adult education.

Oklahoma appropriates nothing for general public school adult education. Nor is adult education recognized in the Guaranteed Minimum Program. For the past several years the OEA has listed state level financing of adult education as one of its legislative goals. In 1961, the OEA, with the support and cooperation of the Oklahoma

³⁸John B. Holden, Adult Education Services of State Departments of Education (Washington, D.C.: U. S. Department of Health, Education, and Welfare, Misc. No. 31, 1958), p. 15.

Association of Public School Adult Educators, submitted a bill to the legislature to provide for a full-time director of adult education, working directly under the State Superintendent of Public Instruction, whose duties would be:

. . . provide consultancy assistance to local public school adult education directors; assume leadership in State public school adult education matters; work toward the establishment of a sound public school adult education philosophy throughout the State; organize in-service training programs for local public school adult education directors; assist in evaluating public school adult education programs; disseminate information about new developments in adult education; interpret the nature of public school adult education; interpret the nature of the public school adult education program to citizens; and assist in organizing groups to discuss public school adult education.³⁹

The bill was passed by the House, but was lost in committee in the Senate.

The enabling legislation for the establishment of adult education in the public schools of Oklahoma is included in two articles of the School Laws of Oklahoma.

The public schools of Oklahoma shall consist of all free schools supported by public taxation and shall consist of nurseries, kindergartens, elementary and secondary schools, not to exceed two (2) years of junior college work, night school, adult and other special classes, vocational instruction and such other school classes and instruction as may be supported by public taxation or otherwise authorized

³⁹House Bill 815, Oklahoma State Legislature, February, 1961.

by laws which are now in effect or
which may hereafter be enacted. (70-1-7)⁴⁰

.....

The board of education of every school district in this State is hereby authorized to provide educational courses for all persons and said board is authorized to provide necessary buildings, equipment, and other facilities for such persons. Such educational courses may include grades one (1) to twelve (12), inclusive, for persons between the ages of six (6) and twenty one (21) years and may also include nursery and kindergarten classes, junior college grades, vocational instruction, adult and part-time classes and other special classes. The curricula and qualifications of teachers shall be determined by the State Board of Education except as otherwise provided herein. Provided any district offering educational courses above the twelfth (12) grade or for adult classes shall charge tuition fees for such courses unless the school district has funds available to pay the cost thereof, which are not needed to maintain the common school program. (70-4-36)⁴¹

In the Annual Bulletin for Elementary and Secondary Schools Dr. Hodge lists recommendations and regulations regarding the establishment of adult education in the public schools of Oklahoma. The bulletin is used as a medium for interpretation and explanation of state school laws.⁴²

⁴⁰Oliver Hodge, State Superintendent of Public Instruction, School Laws of Oklahoma, Article I, Section 7, 1963, p. 18.

⁴¹Ibid., Article 73, p. 50.

⁴²Oliver Hodge, Annual Bulletin for Elementary and Secondary Schools, (Administrator's Handbook), Bulletin No. 113-L, July, 1965, p. 33 and 34.

XV. Adult Education

It is recommended that each school superintendent designate one or more members of his staff to be responsible for the adult education program.

It is further recommended that all schools cooperate with the State Adult Education Organization.

Regulation a. An 'adult' is defined to include any out-of-school person who is under no legal compulsion, according to compulsory attendance laws to attend school.

Regulation b. 'Public School Adult Education' is defined as any more-or-less continuous or directed educational activity which is available to adults under state or local public school auspices.

Regulation c. Teachers in adult education programs for which elementary or secondary credit is allowed shall be certified in the same manner in which other public school teachers are certified.

Regulation d. Credits shall be awarded on the same basis of quality of instruction and achievement as that required for regular students in high school.

Regulation e. A course for one credit ($\frac{1}{2}$ unit) of high school work must meet a minimum of thirty-six hours of class work.

Problems Affecting Establishment of Public School Adult Education Programs

The Division of Adult Education Service of NEA made a study in 1952, as to major barriers to the development

of adult education programs in the public schools.⁴³ They divided the respondents into three groups: Communities over 100,000; communities from 30,000 to 100,000; and communities from 2,500 to 30,000. Seventy-three and eight-tenths per cent of the larger communities listed lack of funds as a major problem. Medium sized and smaller communities responded with fifty per cent stating this was a major problem. Lack of public interest was listed by only twenty-five per cent of the larger communities, while the medium and small communities' response was fifty per cent. Competition with other agencies was listed by forty-seven per cent of the larger and medium sized communities. Only twenty-six per cent of the small communities listed this as a problem.

Drop-outs were found to be higher in the larger communities. Twenty-five per cent of enrollees failed to complete courses in the larger communities, twenty-two and eight-tenths per cent in the medium communities, and fifteen and seven-tenths per cent in the smaller communities. Major reasons for non-completion were lack of time, lack of

⁴³Division of Adult Education Service, NEA, A Study of Urban Public School Adult Education Programs of the United States (Washington, D.C.: National Education Association, 1952), p. 26 - 29.

interest, sickness, dissatisfaction with the course or subject, moving out of town, and lack of previous preparation. It is interesting to note that inability to pay fees received only two and five-tenths per cent response. This figure probably results from the fact that only seven and seven-tenths per cent of all adults enrolled in public schools are in schools financed by fee or tuition.⁴⁴

Knowles⁴⁵ points out that lack of understanding of what constitutes adult education accounts for adverse action by some legislators as well as the general public. He refers to the hearings in California in 1951, and the action of the New York legislature in 1958, when it cut the adult education budget in half, from \$4,400,000 to \$2,200,000. Both actions resulted from dissatisfaction with what legislators called "frills" in the programs. California's response was to appoint an interim committee of the state senate which conducted hearings for one year. The result was an attempt to define the appropriate areas of adult education.

A state-supported adult education program should have as its primary objectives the development of a literate and productive society. To this end, the State has a responsibility to assist the public

⁴⁴Olds, Financing Adult Education, p. 103.

⁴⁵Knowles, The Adult Education Movement in the U. S., p. 137 - 140.

schools in providing adults with the opportunity to attain education necessary for individual literacy, citizenship and productiveness. Classes which are recreational or social or predominantly for entertainment or leisure time activities should not be conducted.

In both cases it became quite apparent that adult educators needed to re-assess the meaning and goals of adult education from a societal point of view.

Again in 1958, California legislators showed their dissatisfaction with some aspects of the program by initiating an effort to reduce state aid by fifty percent. The California Teachers Association was able to block this move. In the same year, however, Pennsylvania and Oregon discontinued their appropriations for general adult education. This is all a part of the effort of adult education to determine its place in society, to define goals and functions, and to be able to substantiate such goals and functions. Problems will continue to mount, however, if over enthusiastic promoters of adult education attempt to bring all aspects of adult activities under the umbrella of adult education.

Summary

There are as many definitions of adult education as there are persons and institutions involved. Some are directed toward individual needs and goals; some are

directed toward institutional needs and goals. The review of the literature discloses a common core of thought which, it seems to the writer, constitutes a workable definition for all concerned.

Adult education is education for mature people. It is based upon interest caused by needs. It is purposeful, systematic learning. It attempts to help the participant to adapt to change, facilitate participation in all phases of social contacts, and encourages personal growth. It is a dynamic, continuing process, changing in function and content as rapidly as our social structure changes. It is a fusing of vocational and liberal education. Adult education is a spirit, a movement. If there is a goal it is to stimulate adults to think, to act, and to react to present and future conditions.

Adult education seeks to prepare persons for technological changes and vocational competence. It teaches citizenship training on the local, state and national level. It prepares people for leadership, worthy use of leisure time, parent and home life, and the ability to meet today's problems. It is ethical in character and presents the Judeo-Christian ethics of the western world. It also presents the culture and philosophies of other societies. It promotes an understanding of the fundamentals of learning and adjustment to the several life stages. It attempts to aid adults to expand their abilities and to meet and adapt to change.

Processes and methodology differ from present structures of formal education. Adults respond better in

participation groups. This is true even in formal, teacher-to-pupil type of structure. Adults like to participate actively in the learning process, drawing on past learning and experience. Classes, or learning groups, need to be smaller than normal class room situations. Thus teachers or leaders of adult groups must use different techniques.

The writers in the field of public school adult education point out many needs for the establishment of successful programs. Adult education, as considered in the above description, is relatively new in the field of public school education. Only thirteen states provide state aid for adult education; only ten of them with any degree of adequacy. There is a need for legislation to authorize appointment of state directors of adult education in each state, and proper legislation for financing state-wide programs. The lack of understanding of the purposes of adult education by educators and lay persons is retarding the movement.

Four methods of financial support have been suggested: state aid by inclusion of adult education in the guaranteed minimum program; authorization and use of local taxes; Federal-state vocational matching funds; and fees and tuition. States with state aid also have mandatory legislation requiring the establishment of adult education programs within the public school system. All of the writers advocate state aid, but they also say the establishment of such programs need not, and must not, wait for this aid.

CHAPTER III

EDUCATIONAL ATTITUDES IN OKLAHOMA

Attitudes toward any social relationship are affected by the cultural milieu to which the individual has been exposed during his life. Psychologists and social scientists indicate that influences of the environment of childhood and early youth are more lasting and fixed than those of the more mature years of the individual. No one, however, has quite determined what constitutes maturity or when learning ceases. It is generally accepted that a person or group may continue to learn and change throughout life, even though the tendency to change habits and attitudes is strongly affected by concepts learned in early childhood and youth.

Education in Oklahoma, as well as in every other state in the Union, and education throughout all other cultures, has been affected by the environmental background of the persons or groups involved. Education has been said to have as its goals one of three objectives, or a possible combination of two or more.¹ It is intended to perpetuate

¹Frank A. Balyeat, "Education in Indian Territory," (Unpublished Ph.D. dissertation, Leland Stanford University, 1926), p. 4.

the culture, instruct in natural phenomena for gradual change of the culture, or instruct for a radical change of the culture. Oklahoma education has been affected by all of these to the extent of harsh clashes and even retardation of education.

The people who settled Oklahoma brought with them a great variety of education attitudes, ranging from tribal customs of the five civilized tribes of eastern Oklahoma and the plains Indians of western Oklahoma to the influence of our New England states, the Southern states, and German, English, and French systems. Attitudes included not only who should be educated, but how. What should the curriculum be and what method should be used to teach it? Who should teach and what should be their qualifications? How much education should a child have and how far should the responsibility of the public go for this education; or should the public have any responsibility for any education? If the public had a responsibility, how should the governmental organization and control be structured? An inquiry into the geographical and social background of the people who settled Oklahoma should aid in developing an understanding of some of the attitudes toward education in Oklahoma today.

After the Civil War and the treaties of 1866, provisions of which required the Five Civilized Tribes of eastern Oklahoma to give up title to their western Oklahoma

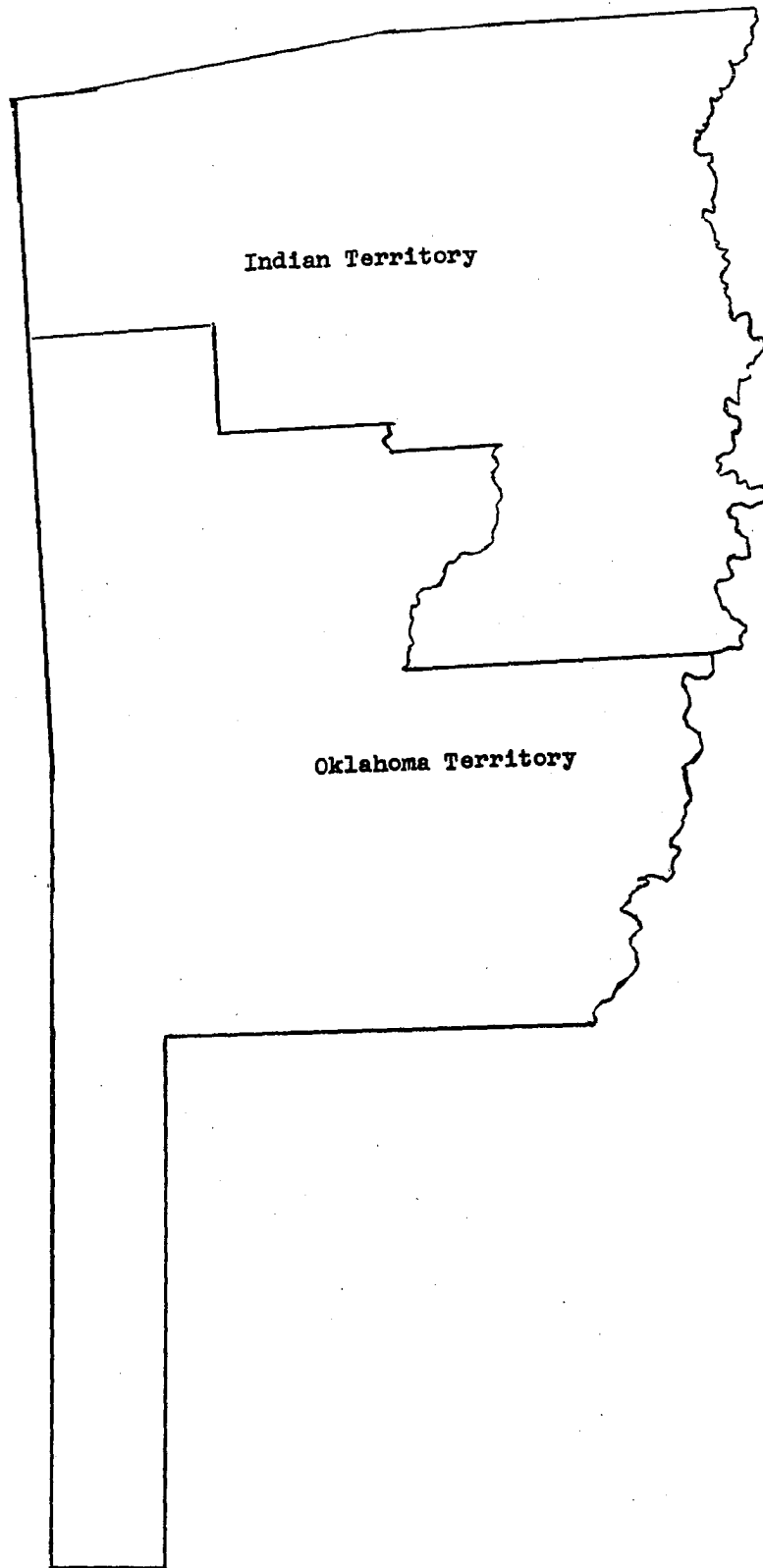
lands, the area which was later to become the state of Oklahoma was divided into two sections to be settled by people with distinctly different backgrounds of educational thought and experience. Preparatory to the review of the educational attitudes presented by these two sections three terms should be identified. For purposes of clarity the term "Indian Territory" will be used to designate that area east of the line shown on the accompanying map. The area west of this line will be referred to as "Oklahoma Territory." The entire area of what now constitutes Oklahoma will be referred to simply as "Oklahoma."

Indian Territory

The history of the removal of the Cherokees, Choctaws, Chickasaws, Creeks, and Seminoles from Georgia, Alabama, Mississippi, and Florida is well known to any person acquainted with Oklahoma history. There is no need to repeat all of it here. Aspects of their educational experiences prior to coming to Oklahoma will be discussed.

Cherokees

The people of the Cherokee tribe are related to the Iroquois Indians of New York. It is thought that at one time the Cherokee were members of the great Iroquois Nation, but migrated south to what later became the



Carolinas, Georgia, and eastern Tennessee. Not only do these people resemble each other in stature, bearing and physiognomy, but in language and tribal organization and customs. Both groups were matriarchal as to family lineage and rearing of children. The Iroquois even left the selection of their chiefs to the head woman of the clan. There is little evidence this system existed among the Cherokee, but it is well known that the Cherokee women exerted their thoughts and wishes through their brothers and parents.

Prior to the coming of the white man the American Indians of all tribes were food gatherers. There was some agriculture in the form of small plantings of corn and certain types of beans, but nothing in terms of what is generally understood as agriculture. Their only domesticated animal was the dog, although the plains Indians rapidly became acquainted with and used the horse which the Spaniards brought to this country. To the white man they were savages to be driven away, exterminated, or educated to accept the white man's concept of civilization. The Cherokee were subjected to all three of these solutions.

Rearing of Children

The Cherokee male, prior to white influence, was never charged with rearing his children. In practice the Cherokee male might take a series of three or four wives

during his lifetime. The children of any such union were to be reared by the mother and her oldest brother. Often the other brothers and the mother's parents would take part in the child's education. The boys received their instructions from their maternal uncles and the girls received their education from their mother and maternal grandmother. The boys were instructed in the art of hunting and nature lore, and were constantly reminded that every Cherokee male was a free person, free to develop himself, free to express himself, guided only by the customs of the tribe. The girls were taught household duties and the necessary amount of agriculture. Punishment was not corporal, but was accomplished through ridicule by extremely praising a person before an assembly for virtues opposite to the misconduct he had committed.²

The early missionaries to the Cherokees ran into trouble with these two attitudes toward freedom and punishment, as well as the difficulty of female responsibility for education. Attendance at school was affected by these attitudes. If a child were physically punished he might not appear at school the next day, or even come back at

²Abraham Eleazer Knepler, "Education in the Cherokee Nation," The Chronicles of Oklahoma, Vol. XXI, No. 4, (December, 1943), p. 378 - 380.

all. After all, he was a free person and physical punishment was degrading to a Cherokee. There was very little reason to appeal to the father. He had no real control over the child. The mother and uncles would most frequently support the action of the child. These attitudes were brought by the Cherokees to Indian Territory and were evident in the early efforts to maintain schools in that Territory. Elements of resistance to, or at least withdrawal from the white man's culture, still exist today among eastern Oklahoma Indians, creating a definite need to educate the adult Indian toward acceptance of white culture. This pertains primarily to full-bloods and persons of predominant Indian extraction.

As the Cherokee, Creek, Choctaw, and Chickasaw began to intermarry with the whites a more positive attitude began to develop toward formal education. The desire and objective now became to prepare themselves and their children to be able to participate in the better way of life of the white man. Part of the desire for additional education came from the recognized need to be able to compete with the white man on his own ground. An illiterate Creek chief advised the young people of his nation to secure a good education to be used as a weapon of war against the white man.³ Eventually the Cherokee passed a compulsory attendance

³Oklahoma State Department of Education, Sixteenth Annual Report of Indian Education in Oklahoma, a mimeograph, 1963, p. 5.

law requiring all parents to send their children to school. This law was more honored in the breach than in the observance.

Schools

Originally schools were of two types: the neighborhood day schools in the rural areas; and the boarding schools, or seminaries. The impetus for the establishment of schools came from the federal government and missionary societies, the object being to educate the Indians to make them "civilized in habits, English in speech, and Christian in Religion."⁴ By so doing the Indian could become civilized and assume a position in the new civilization evolving in the United States.

As early as 1785, in the wording of the Hopewill Treaty, it was suggested that "a small sum . . . be . . . appropriated to the purpose of teaching some useful branches of mechanics" to the Cherokee.⁵ This treaty marks the beginning of training for adult Indians, both male and female. The Hopewill Treaty anticipated that male Indians would receive training in agriculture, carpentry, metal work, and the training related to agriculture, while the women would be trained in cording, weaving, and sewing.

⁴Balyeat, p. 4.

⁵Knepler, p. 382.

This was an effort to create a radical change in the Indian culture, particularly as it related to the Indian male, who strenuously resisted any change of their historical role of hunter and warrior.

When the missionaries went among the Indians the federal government welcomed them as allies in their effort to civilize the Indian. The Federal Civilization Fund of March 3, 1819, set aside \$10,000.00 per year to help educate the Indians through benevolent and missionary societies. This contribution was continued until 1873. Most of the funds were used with the plains Indians, but some was allocated to missions working with the five civilized tribes. Thus with the aid of the federal government and the work of the missionaries and the financial aid of the missionary societies, the Cherokee Indians, prior to removal to Indian Territory, had developed a cultural and educational system equal in many respects to that of the white man of the time. Many of their most promising young men had been sent to eastern universities to complete their education. These were mostly Indians with considerable white blood. It is interesting to note that the cost of this additional education was born either by the parents of the boy, or by funds supplied by the tribes from their national treasuries. John Ross, one of the great leaders of the Cherokees, was educated at Harvard.

As a result of the fine work by the missionaries the Cherokees were far from savages when they came to Indian Territory. They had a well developed system of government patterned after that of the United States. The educational section of their July 4, 1827 constitution was taken almost in whole from that of the state of Ohio and was reflected later in the educational codes of Oklahoma. With the final removal to Indian Territory additional emphasis was given to education, both for children and adults.

Methods of Financing Education

The Cherokee Nation received funds from three sources for educational purposes. Two have already been mentioned and the third alluded to. In addition to funds received from missionary societies and the federal government the Cherokee Nation itself supplied money for operation of its schools. When reference is made to the Cherokee Nation it should be understood by the reader that each of the five civilized tribes was organized into a governing body which considered itself as representing an independent nation. The federal government did not recognize this status, but the Indians maintained their position and continued to consider themselves as independent nations until the dissolution of the separate tribal governments in 1899.

Each tribe held all land in common. There was no actual deeding of land to individuals. Individuals could use the land, plant crops, and build homes, but they never held title to the land. All receipts from sale of the land, rentals, and royalties from timber and minerals went into the treasury of the particular Indian nation. The Cherokees set aside for educational purposes the interest on the money received from the sale of their lands in the east. In addition, certain royalties went directly into the school funds.

Thus we find the Indians financing the operation of their schools from funds received from missionary societies and other benevolent groups, and two national governments. The only local taxation that took place within the Cherokee Nation for support of schools came in the form of funds raised locally for the erection and furnishing of the neighborhood day schools. This could hardly be considered a tax, however, since a group of rural people desiring a school usually combined their efforts to erect the school, each parent then supplying his child with a chair, box, or powder can to sit on. Salaries for teachers were paid by the Cherokee Nation.

As a result of this system of financing the schools and the central control of appointment and accreditation of the teachers, the local patron thought of school financing in terms of money supplied by a central rather than a local

government. This attitude was strengthened by the practice of the Cherokee Nation in contracting with local missionaries to supply teachers and to operate the schools. Thus most of the teachers in the early years were white. By 1899, however, all but two of the thirty-two teachers in the neighborhood day schools were Cherokee. The change over to the use of Indians as instructors was accomplished as quickly as possible at the insistence of the Council of the Cherokee Nation. It was this Council, through its Board of Education, that examined teachers and issued certificates. It is little wonder that the Cherokees thought of education as being the obligation of a central government or a benevolent society, rather than a responsibility of the local people or of the individual family.

Choctaws

Prior to removal to Indian Territory the Choctaws had developed an educational system similar to the Cherokees and with the same type of incentive from the missionary societies and the federal government. The same attitude of looking to a federal or central government and benevolent societies for maintenance of the schools became prevalent among the Choctaws, who had begun to develop a well organized system of control and administration. Originally the over-all control of the neighborhood day schools and the boarding schools was in the hands of a board of trustees composed of

one member from each of the three districts of the Choctaw Nation. There were also three trustees for each neighborhood day school. Later the National Board of Trustees was re-named the Board of Education and the three local trustees reduced to one.⁶

It was the duty of the National Board of Education to establish curriculum and to set standards and examine teachers for certification. The local trustees selected teachers and referred them to the National Board for certification. Some writers indicate that one of the reasons for such adamant resistance by the Choctaws to the take-over by the United States government of the Indian schools in 1899, was the loss by the members of the Board of Education and the local trustees of the power of school appointments and selection of the free textbooks and the attendant opportunities for certain monetary gains.

Rearing of Children

The matriarchal system existed among the Choctaws, Creeks, and Chickasaws as well as among the Cherokee. Here, too, the father had no control over the rearing of his children. That was the province of the mother and her older brother, as well as the mother's parents. One of the

⁶Angie Debo, "Education in the Choctaw Country After the Civil War," Chronicles of Oklahoma, Vol. X, No. III, (September, 1932), p. 383.

principle chiefs of the early nineteenth century, David Folsom, complained that this system discouraged a man from accumulating property because there was no one for him to leave it to when he died.

As a result of the matriarchal system of rearing the children it was difficult to maintain attendance at school. When the Choctaws came to Indian Territory they eventually passed a compulsory attendance law. They added a penalty of ten cents per day per child on the parent for each day the child was absent from school, a law which was impossible to enforce.

Schools

The Choctaws had the same system of schools as the Cherokees, a system of neighborhood day schools which taught only some of the elementary grades, with boarding schools for the brighter and more industrious boys and girls. The young people destined for the boarding schools were chosen each year at graduation time by the local trustees at the neighborhood schools. A very few of the graduates of the boarding schools were then chosen to be sent to universities in the States, all at tribal expense. Wealthy Indian families whose children might not be chosen, sent their children to the eastern universities at their own expense.

The Choctaws developed a system of Saturday-Sunday schools intended primarily for adults. These weekend

schools were started to teach adult Indians the English language and to be able to read and write. Attendance was very good. The instructors and the more advanced pupils from the boarding schools were the teachers. Financial support came from the Choctaw Nation through action of the General Council. The evening schools for adults in southeastern Oklahoma which were conducted shortly after statehood were a natural outgrowth of the Choctaw adult schools. The latter schools were taught by the public school teachers in the evenings without additional compensation in order that the Italian and Polish immigrants could become literate in English.

Taxation

As with the Cherokee, the Choctaws owned all land in common. Thus there was no taxation on land. In fact there was no taxation as the white man knows it. The Indians did assign to the Council all monies they would have received from the federal government in payment for their eastern lands. This was as close to a form of taxation as they came. In 1874, Edmund McCurtain, trustee of Moshulatubbee District, persuaded the voters of his district to sign a petition requesting the General Council to place a personal property tax on livestock and designate it for the support of schools.⁷ This proposal was easily defeated

⁷Debo, p. 388.

in the Council. The Chiefs and most of the local people were perfectly willing to allow the central government to supply the needed money for education. There seems to be some indication also that the members of the Council wished to continue complete control of all educational funds.

Creek, Chickasaws, and Seminoles

We shall treat these three tribes in one discussion since they are linguistically related to each other and to the Choctaws, all four tribes being from the linguistic stock of the Mushcogee. The Choctaws call the Chickasaws "elder brother" and the Creeks, "uncle." The Creeks, in turn, call the Seminoles "the lost tribe."

The Creeks, Chickasaws, and Seminoles did not accept the idea of the white man's education as rapidly or as readily as did the Cherokee and Choctaws. At the time of the removal of the Creeks to Indian Territory they had only one missionary school in their eastern territory. The same was true of the Chickasaws.⁸ The Seminoles, who resisted removal to the extent of a long war, had no white operated schools, nor did they want them.

⁸Carolyn Thomas Foreman, "Education Among the Chickasaw Indians," The Chronicles of Oklahoma, Vol. 15, No. 2, (June, 1937), p. 139.

These tribes also had the matriarchal system of descent and control and the system of common ownership of land by the tribe. Their attitude toward corporal punishment, however, differed from that of the Cherokees, particularly as it concerned adults. There was no degree of murder. Even the accidental killing of another person was looked upon as a capital crime, punishable either by the state (or tribe) or by the individual's family. Even the drawing of blood by a mere scratch required the drawing of blood from the offender, even to execution of the offender.⁹ If the offender could not be found the penalty could, and often did, fall on one of his family.

Eventually this and other stringent corporal customs were repealed when the tribes finally adopted laws similar to those of the white man. These customs prevailed among the early Choctaws as well as their kindred tribes. The laws were changed, but many of the full-bloods retained their preference for the former customs, even when the tribes were removed to Indian Territory.

When the new laws were enacted many of the members of these tribes became lawyers, specializing in the defense of offenders. These men became quite adept in the art of

⁹John Edwards, "The Choctaw Indian in the Middle of the Nineteenth Century," The Chronicles of Oklahoma, Vol. X, No. III (September, 1932), p. 397.

politics and law and brought this facility with them to the new land. Through practice they refined government and politics to a fine point. In those first early days of the middle nineteenth century all a man had to do to become a lawyer was to declare himself to be one and start practicing. This presented an easy way to enter a promising and often lucrative profession. Consequently many of the Indians entered the profession and later supplied the state of Oklahoma with some of its most able lawyers and politicians whose traditional attitudes toward education are reflected in our state laws.

The Indian's natural aversion toward manual labor is referred to several times by Dr. Balyeat in his dissertation. This was probably the natural carry-over from the indigenous days when the male was the hunter and manual labor was done by the woman. Whatever its origin this attitude was reflected in sporadic attendance at school, which to them represented a regulated and often arduous task. To a great extent the adults were able to indulge themselves in this attitude since there were no taxes and land was free to be used. The government sustained itself on money received from the federal government, royalties on coal, timber, and asphalt, and taxes and fees placed on the whites who migrated in ever increasing numbers to Indian Territory. Many members of each of the five civilized tribes were slave owners, making personal, arduous labor

unnecessary. The Creeks and Chickasaws also employed the aid of the missionaries to operate and teach in their tribal neighborhood day schools and the boarding schools to a greater degree than did the Cherokee. The Choctaws, although not so extensive as the Creeks, and Chickasaws in this practice, did turn more of the operation and teaching responsibilities to the missionaries, but retained control of the curriculum.

Attitudes toward purposes of education had been influenced by both the northern missionaries and the southern institutions of higher education. Young Chickasaw boys, sent to Delaware and Connecticut for education beyond the seminary, were taught Greek and Latin, but little English.¹⁰ Education should be for leisure and good manners. "Truth, morality, and justice, and the habits of personal cleanliness and genteel deportment in manners and speech" are "more important than grammar."¹¹ Perhaps the aversion toward manual labor encouraged this approach to the purposes of higher education.

White Population in Indian Territory

The white population which came to the Indian Territory prior to 1870, was composed mostly of missionaries

¹⁰Foreman, p. 151.

¹¹Balyeat, p. 14, quoting from records of the Cherokee Board of Education in 1873.

whose children attended the Indian schools. After 1870, and 1893, however, when the two great influxes of whites occurred, the white children had no schools and very few attended the Indian schools. The removal treaties stated that Indian Territory should be reserved for the Indians and whites were to be excluded. Consequently any whites in the Territory were there only because the soldiers were unable to keep them out. Some whites were in the Territory legally, such as railroad employees, traders, federal officials, and missionaries. There were no schools for the children of these whites except as the Indians would allow them to attend their schools.

Eventually the Indians welcomed large numbers of whites for the purpose of taxing their personal property and collecting rents on the land they farmed, all receipts going into the treasuries of the respective tribal Nation. Settlement by the whites became a source of revenue for the tribes, as well as a source of labor to replace the slaves formerly used to work the land.

The whites had no legal status. The laws of the Indian Nations applied only to the Indians. The white population had no legal right to organize local governments, establish courts, appoint police and other security persons, erect schools, or impose taxes for the support of these governmental functions. The great influx of whites began after the Civil War and again after the Dawes Commission

was appointed in 1893 to dissolve the five Indian Nations and divide the land, allotting identifiable portions of land to individual Indians. Many of the whites who came into the Territory after 1893, did so in the hopes they too would be allotted land by the Dawes Commission.

By 1900, the white population accounted for 77.2 per cent of the total population of the Indian Territory, or a total of 302,680 white persons.¹² During this period of time from the 1820s to 1900 the whites who came to the Indian Territory had only those schools which they were able to establish by mutual consent of small groups cooperating together to build, equip, and staff a few elementary schools. These schools were known as conscription schools, the patrons paying tuition for their children to attend. Unlike the Indian schools, there were no standard texts and no school systems with controls on teacher qualifications or curriculum. Consequently a great backlog of illiterate whites developed in Indian Territory during this period of nearly eighty years.

Finally, in 1902, towns of 2,000 population and over were given the right to vote bonds to erect school buildings. The first taxes to support the bonds had to be placed on buildings and personal property since the Dawes Commission had not completed its work of division of

¹²Balyeat, p. 24.

tribal lands. All land titles were still Indian titles and thus not taxable.

Even this right to vote bonds to erect school buildings in the towns was of little effect in beginning a system of education for all white children since most of the whites lived in the rural areas. It was not until 1907, the year of statehood, that a state-wide system of education was established to include whites, Indians, and Negroes, and a tax base developed for the support of free education for all children. By 1907, the white population in Indian Territory was 538,612, or 79.1 per cent of the total population of the Territory. In 1890, nearly 80 per cent of the school age children attended no school,¹³ and white adult illiteracy was estimated at greater than 20 per cent. This resulted in creating a large number of people who felt education to be relatively unimportant.

Education for Negroes

Slavery was a common practice among the Five Tribes, a form of economy which they had adopted from the southern whites prior to removal to Indian Territory. When the tribes were moved to the west they took their slaves with

¹³Frank A. Balyeat, "Education of White Children in the Indian Territory," The Chronicles of Oklahoma, Vol. XV, No. 2, (June, 1937), p. 192.

them. Slaves were owned in great numbers by a few of the more wealthy members of the Cherokee, Creek, Choctaw, and Chickasaw tribes. Robert M. Jones, a Choctaw, owned hundreds of Negro slaves whom he used to work three large plantations along the Red River. Only the few wealthy Indians in these tribes owned slaves; the poorer Indians, mostly full-bloods, owned few if any slaves. The Seminoles had very few slaves. Their original home in Florida had been a sanctuary for the Negro who had escaped from his southern white owner. Many of them had been accepted into full tribal rights and had intermarried with the Seminoles.

Prior to 1866, there were no schools for the Negro slave or his children. The treaties of 1866, however, stipulated not only that the Negroes should receive their freedom, but that they should be accepted into the separate tribes with full tribal rights. This meant that the Negro should be admitted to the Indian schools on the same basis as the Indian child.

The tribes freed their slaves, but most of them fought vigorously against providing the Negro with full tribal rights. Their response to education for the Negro was eventually to establish separate schools, particularly neighborhood schools. The Choctaws went beyond this point by establishing the Negro boarding school at Tuscalusa, the Indian name meaning "Black Warrior." The Creek, Cherokee, and Seminole cooperated by establishing several

neighborhood schools. The Chickasaws, however, long resisted providing any schooling for the Negro population.

In 1905 the Cherokees had 250 common, or neighborhood schools, 129 supported by Indian Funds for Indian children, four supported by Indian funds for Negro children, and 117 supported by federal funds. But as late as 1900, there were only five Negro schools in the Chickasaw Nation, all of which were supported by the Freedmen's Bureau, not by the Chickasaw Nation. The Chickasaw consistently refused to recognize the freed Negro as a member of the tribe, or supply schools for his education regardless of pressure from the United States.

By 1887, the Choctaws, who also had originally resisted supplying education for the Negroes, had established twenty-three schools for Negroes with an enrollment of 563 children, as well as the Negro boarding school at Tuscalusa. At the time of statehood the Choctaws had a larger percentage of their population, Indian, Negro, and white, who had received some education, than any of the other five tribes. In 1903, 6,238 white children were attending the Choctaw schools, paying tuition for this privilege.

After the Civil War Negroes began to move from the South to Indian Territory, adding to the numbers of slaves freed by the five tribes. The greatest influx of Negroes occurred between 1900 and 1907. In 1907, the Negroes constituted 11.8 per cent, or 80,649 persons, of

the total population of Indian Territory, outnumbering the Indians, who by this time represented only 9.1 per cent of the total population. The Negro population had doubled from 1900 to 1907.

The Negroes who came into the Territory after 1866 were not accorded the same privileges as those Negroes freed as slaves by the Indians after the treaties of 1866. They had no more legal rights than the whites, who, by 1907, represented 79.1 per cent of the population. If these Negroes received any education it was provided only as the white population provided education for their children, by subscription schools or tuition to the Indian schools. The Negro had one advantage over the white, however, in the schools established by the Freedmen's Bureau. The only effort made to educate the Negro adult, either the former slave of the Indian or the Negro adult who migrated to Indian Territory after the Civil War, was developed by these schools. Here he had an opportunity to secure some education, particularly literate and vocational, with federal support.

Oklahoma Territory

The western half of Oklahoma, referred to in this paper as Oklahoma Territory, was opened to white settlement in a series of land openings beginning in 1889, with the famous run into Oklahoma Land, now comprising the center

portion of the state of Oklahoma. By 1906 all of the lands formerly owned by the various plains Indians, and including the Cherokee Strip owned by the Cherokees, had been opened to white settlement. This constituted all of the land west of Indian Territory.

Some of the white people who secured land in this territory came from Texas. The largest portion, however, came from the north and northeastern part of the United States where they had been influenced by the school systems of Kansas, Indiana, Ohio, and Illinois, states which had adopted the districting system of Massachusetts for the organization, financing, and administering of schools, a system discarded by Massachusetts in 1850.

Prior to the coming of the white man to western Oklahoma missionary groups and the federal government had established schools for the Indian children and had also attempted to develop schools to train the Indian adult in a variety of vocational pursuits. None of these was very successful. The Indian of western Oklahoma was still in a state of civilization dependent upon hunting, fishing, and other methods of food gathering. The Caddoes and Washitaws did engage in some agriculture, but they also depended to a great extent on food gathering for their livelihood. None of these tribes was particularly interested in the ways of the white man or his education.

The records of the Darlington Agency indicate some of the difficulties resulting from the effort of a few Indians to adapt to the ways of the white man.¹⁴ The monthly reports for the years 1878 and 1879, all refer to the number of children in the Cheyenne and Arapahoe school at Darlington as being from 156 to 158. Since this was the main agency for these tribes the reports indicate that only a small percentage of the Indian children were enrolled in the school. Often the parents were opposed to their children's attending school, preferring to rear them in the attitudes and ancient cultures of the tribes. John H. Seger, founder of Colony, Oklahoma, recounts an organized effort on the part of a Cheyenne Indian named Hippy to keep the children from attending the school.¹⁵

Customs of the Indians mitigated against the success of the government and missionary schools, success measured in terms of numbers of Indian adults trained in vocations and children who attended elementary schools.

¹⁴Collection of Documents of Darlington Agency presented to the El Reno Carnegie Library by the Cheyenne and Araphoe Council, 1964.

¹⁵John H. Seger, Early Days Among the Cheyenne and Arapahoe Indians, edited by Stanley Vestal, (Norman, Oklahoma: University of Oklahoma Press, 1934), p. 68.

These same customs made it difficult for the more industrious adult Indians to acquire any property or a better life from the employment of the skills taught them by the government agents and school personnel.

The establishment of Colony presents one aspect of the reasons the plains Indians had difficulty in adapting to white culture, a difficulty they experience in large numbers even today. After the agency at Darlington was put under the administration of the military by President Cleveland, Captain Jesse Lee, then in charge of Darlington, called upon Seger to take a group of Indians from the area surrounding the agency and move them fifty miles west and establish a colony.¹⁶ The Indians whom Seger was called upon to move west were known as the "coffee-coolers," or "Indians who do nothing."

The "coffee-coolers," or "Indians who do nothing" were a group of Arapahoes who preferred to gamble away their lease money, hold feasts and ceremonial dances rather than work at the trades they had been taught by the whites. The group of industrious Indians who spent their lease money wisely and supplemented it with earnings from building fences for the white lessees, and cutting fence posts and hauling freight from Kansas, had become very much dissatisfied with the "coffee-coolers" and their habit of moving

¹⁶Ibid., p. 113.

into the lodges of the industrious Indians when their own resources were depleted. The industrious Indian did not feel he could turn his back on the indolent Indian when he needed help, even though his condition resulted from his own neglect and laziness. The plains Indians, and most other Indians, felt they must, through custom of the tribe, divide with the less fortunate or industrious Indian, all they had. This tribal moral obligation discouraged the industrious Indian as he attempted to adopt the white attitude of individual responsibility, private ownership, and the attendant cultural realignment toward education. This same attitude exists among many Indians in western Oklahoma today, Indians who refused to give up age old traditions and tribal customs, making it extremely difficult to educate not only the adult, but the Indian young people as well.

The same attitude can be found among the other plains Indians toward the white man's idea of education, both for children and for adults. The Indians of western Oklahoma had no system of schools such as those among the five tribes of Indian Territory. Their civilization was primitive and they wished to keep it primitive. Consequently there was no organized system of education in western Oklahoma when it was opened to white settlement. This was quickly changed, however, with the coming of the white man and the settlement of western Oklahoma.

Schools were established and buildings erected in some cases almost before homes were built. A system of administration had to be delayed, however, until the territorial government could be authorized.

Early Education of the White Population in Oklahoma Territory

When Oklahoma was opened to white settlement in 1889, the organization of a public school system was not possible until after the passage of the Organic Act and the installation of a territorial government. During the year which intervened subscription schools were maintained. There were a few subscription schools in old Greer County as early as 1886, in the southwestern part of Oklahoma Territory. Prior to 1896, when the Supreme Court of the United States fixed the northern border of Texas at the south fork of the Red River, Greer County had been considered by the whites to be a part of Texas. Consequently several white families had come into this country in 1886, and established homesteads and built a few conscription schools. The number of white people in western Oklahoma, however, was so few that the real beginning of education in western Oklahoma did not occur until the opening of the Oklahoma Lands in 1889.

When the Oklahoma Lands were opened for settlement the people began immediately to establish schools for their

children. From 1889 to 1891, nearly all of the schools were conscription schools, even though the Territorial Legislature in 1890 passed legislation providing for a system of statewide free public schools. Accommodations were meager and textbooks were of all varieties, having been brought by the settlers from their home towns and states. There was no standard adoption of books in western Oklahoma for several years.

Many interesting accounts concerning these conscription schools are preserved in issues of the Chronicles of Oklahoma and in a very interesting book called Oklahoma, The Beautiful Land.¹⁷ This latter book is a compilation of reminiscences of people who made the run into Oklahoma Territory. It contains a wealth of information of a personal and detailed nature, written mostly in sentimental terms, but containing factual and little known details of the settlement of the Oklahoma Lands area.

Articles in this interesting book relate the efforts of adults to establish various clubs and societies for the advancement and perpetuation of the arts and liberal education for the adult population. Many music societies, art groups, declamation societies, and study

¹⁷Mrs. Edith Barrows Russell, et. al., Reminiscence Committee, Oklahoma, The Beautiful Land, (Oklahoma City: The Times-Journal Publishing Co., 1943).

discussion groups were formed for adults. These societies reflect the same conditions which appear in present day liberal education adult groups. The adults who possessed a good education were attempting to retain and perpetuate their learning and skills. The adult with little or no education was not included, nor did he desire to be included.

The Organic Act of 1890 provided for the organization of a system of public schools and appropriated the sum of \$50,000.00 for their support until the necessary revenue could be raised by local taxation for their maintenance.¹⁸ The first Territorial Legislature, held in 1890, established the system of free public schools. It provided for a territorial superintendent and a county superintendent for each of the six original counties. Each of the counties was divided into districts which were governed and administered by individual boards of education composed of three members. The method of financing was set out in the Organic Act which stipulated that each township should set aside sections 16 and 36 for common schools and section 13 for colleges. Until 1911, institutions of higher education received some income from section 33. If sections 16 and 36 were not available for school use because they had been previously settled, or

¹⁸James S. Buchanan and Edward E. Dale, A History of Oklahoma, (Oklahoma City: Harlow Publishing Co., 1928), p. 376.

were Indian land, other sections were substituted. Income from rentals on these sections was placed in a territorial school fund and disbursed by the territorial government to the districts in relation to daily attendance of pupils.

Additional funds were secured by taxing personal property in the form of livestock and buildings. The same situation existed in western Oklahoma that existed in Indian Territory relative to ad valorem taxes on real property. This was not authorized by the Legislature until statehood in 1907. Thus the schools of western Oklahoma received very little financial help from the state or local governments until local taxation of real property was authorized in 1907.

In 1891 there were 358 school districts and only 109 school buildings in the Oklahoma Territory.¹⁹ The number of school districts continued to grow until in 1908, there were 5,641 rural school districts in all of Oklahoma.²⁰ This count did not include city schools or high schools. Since the laws of Oklahoma Territory were adopted for the entire state in 1907, under the state constitution, the school laws of Oklahoma Territory were then applied to the former Indian Territory where school districts were established as they had been in Oklahoma Territory.

¹⁹Ibid., p. 377.

²⁰Oscar William Davison, "Education at Statehood," The Chronicles of Oklahoma, Vol. XIII, No. 4, (Spring, 1950), p. 69.

The people in western Oklahoma showed a great interest in the establishment of schools, and in local control of the schools, as indicated by the intensive districting of the counties for the erection and administration of the schools. This was not true in eastern Oklahoma. In spite of the fact that the Legislature in 1908 provided for the consolidation of school districts, the continued tenacious desire for local control in western Oklahoma retarded much consolidation. This attitude still exists in many counties in western Oklahoma, even to the extent of acceptance of no state equalization aid in some western counties today. The local school was the local meeting place. It was, and still is, the training ground for entry into county and state politics through experience as a school board member. Thus consolidation, or more correctly the combining of school districts in compliance with present permissive legislation, is retarded today.

This adherence to local control and retention of small districts is retarding the natural growth of extended educational opportunities in elementary and secondary course offerings, and is definitely holding back recognition of the need for continuing, adult education. Recognition of the responsibility of the school district to supply adult education cannot come until a people can first recognize and pass through the phase of providing adequate education for the children and young people.

Institutions of Higher Education

Prior to 1890, the only institutions in Oklahoma which offered advanced training were private or denominational schools, presenting primarily high school and vocational subjects. Young people, both Indian and white, who received college educations were sent to the states. In 1890, however, acting under authority of the Organic Act, the first Territorial Legislature made provision for the establishment of the University of Oklahoma at Norman, the Oklahoma Agricultural and Mechanical College at Stillwater, and Central State Normal at Edmond. This action was followed in 1897, by providing for the establishment of the Northwestern Normal at Alva and the Colored Agricultural and Normal college at Langston. Again, in 1901, authorization was voted for the organization of the University Preparatory School at Tonkawa and the Southwestern Normal at Weatherford. By this time there were also twenty-eight private or denominational institutions of higher education, including five business colleges. Seven of these private institutions, or their descendants, are in existence today,²¹ distributed over both former Territories.

It should be noted that all seven of the state supported institutions were established in Oklahoma Territory. This was the only legal action which could be taken

²¹Ibid., p. 78, 79.

since the territorial government had been established to provide a governmental base only for Oklahoma Territory, and did not include Indian Territory. Immediately after statehood, however, the people of eastern Oklahoma asked for the development of such institutions in eastern Oklahoma. To meet this demand, and additional needs in western Oklahoma, legislation was enacted to create the normal schools at Ada, Durant, and Tahlequah, the School of Mines at Miami, and the preparatory schools at Chickasha and Claremore. Later the agricultural institutions at Tishomingo, Goodwell, Wilburton, Lawton, and Warner were begun with state financial support.

Today the state of Oklahoma owns, supports, and operates two universities, nine four year colleges, and seven junior colleges. In addition there are eight recognized independent senior colleges, one independent junior college, and five municipal junior colleges, none of which receive financial support from the state.²²

As many as thirty-five municipalities in Oklahoma have attempted to operate junior colleges, but only five have survived.²³ The fact that thirty-five municipalities

²²Oklahoma State Regents for Higher Education, Eleventh Biennial Report, Oklahoma City, June 30, 1962, p. 15, 16.

²³Frank A. Balyeat, "Junior Colleges in Oklahoma," The Chronicles of Oklahoma, Vol. XXVI, No. 1, (Spring, 1948), p. 57.

have attempted to offer their young people and adults additional education beyond high school is indicative of the desire among the people of Oklahoma to make available all levels of education. The mortality was not due to lack of enthusiasm, but rather to poor judgment occasioned by enthusiasm. Some junior colleges were started without proper financial backing or the potential of a large enough enrollment to insure an adequate offering of course work. Most of them were begun as a one year extension of the high school, with the hopes that normal growth would permit the adding of a second year.

Dr. Bruce G. Carter wrote his doctoral dissertation on the districting of junior colleges in Oklahoma.²⁴ He concluded that a community must have a minimum of one hundred graduating seniors each year to justify consideration for beginning a junior college. He based his conclusions both on potentials for financing and proper development of course offerings for the benefit of the students. Local school boards would do well to consult Dr. Carter's study before making a definite decision to start a junior college in their districts. Before the junior college can be of service to the adult it must be strong enough to

²⁴Bruce G. Carter, "A Proposed Distribution of Junior Colleges for Oklahoma," (Unpublished Ed.D. dissertation, University of Oklahoma, 1950), 241 pages.

present an adequate program for the young person planning to extend his education beyond high school.

The enthusiasm exhibited in the 1890s and the first decade of the 1900s in the establishment of state supported institutions of higher learning in Oklahoma developed into a political struggle by legislators to secure an institution for their districts. This carried over into bitter battles concerning the appointment of administrative officers and professors. Later the fight for finances developed many political battles which involved the alumni of the various schools. Operating funds for each school were acted upon by the legislature on a biennial basis, but the fight was carried on between sessions. This often resulted in some institutions receiving more funds than they could properly use, and others receiving less than a minimum of their needs.

Oklahoma matured somewhat in 1941, when the Oklahoma State System of Higher Education was set up as a coordinating board of control over all of the state supported universities, colleges, and junior colleges. The board is better known as The Oklahoma State Regents for Higher Education. The following specific powers are enumerated:

- (1) it shall prescribe standards of higher education applicable to each institution;
- (2) it shall determine the functions and courses of study in each of the institutions to conform to the standards prescribed;
- (3) it shall grant degrees and other forms of

academic recognition for completion of the prescribed courses in all of such institutions; (4) it shall recommend to the State Legislature the budget allocations to each institution; and (5) it shall have the power to recommend to the Legislature proposed fees for all of such institutions, and any such fee shall be effective only within the limits prescribed by the Legislature.²⁵

All other powers are left to the control of the boards of regents of the individual institutions.

With the establishment of this coordinating board much better liaison has been developed among the institutions and with the Legislature, to the mutual benefit of all the state supported institutions. In addition, the private and municipal colleges and universities now cooperate with all other institutions through this board. The creation of the board represents a long step forward in aiding the people of Oklahoma to secure a better education. It has smoothed the path of accreditation, financing, and research in the field of higher education in Oklahoma.

Present Day Attitudes Toward Education in Oklahoma
Compared with Early Day Attitudes

The attitudes toward education of the various ethnic and geographical groups, which later combined to form the state of Oklahoma, have been noted in the previous

²⁵State of Oklahoma, Constitution of the State of Oklahoma, Article XIII-A.

remarks in this study. Many of these attitudes continue to exist today; some tend to retard the progress of education; some definitely aid the progress. Other early attitudes have changed or have faded away as new processes, procedures, and objectives have been introduced. Attitudes toward financing, control, administration, and purposes of education may have shown a reversal in some geographical areas, resulting in part from the adoption for the entire state of the school laws in effect in western Oklahoma in 1907.

The previous comments and findings exemplify the fact the people who settled Oklahoma were interested in education for their children and for themselves. The degree and type of interest varied with the background of a very heterogeneous grouping of people. Probably no other state in the Union was settled by persons representing more diversified backgrounds, with the possible exception of Alaska. These backgrounds of experience caused varying, and often controversial, attitudes toward education which are still prevalent in Oklahoma. There is very good reason to believe that education in Oklahoma has been retarded because of varying attitudes towards purposes, methods, governing, and financing of education.

In eastern Oklahoma the Indians were accustomed to the financing of their schools by the Indian Nation, the Federal Government, or church or private groups. They looked to a central government for such finances. The

white people in eastern Oklahoma had to depend on subscription schools, or pay tuition to the Indian schools, or send their children to the states for their education. Most of these people could do none of these, so there grew up nearly three generations of whites in Indian Territory who had little if any education. This left a mark of indifference to education which is still evident today. This is reflected by the chart on page 117 which shows that the educational median of eastern counties is lower than that of the western counties. It is also reflected in the amount expended per child and the percentage of increase in money raised locally by these counties between 1950 and 1964. This becomes more apparent when the comparison relates to the state average and the efforts of central and western counties. The percentage of local funds to state and federal funds varies greatly with that of the western part of the state. Western counties, as a whole, depend more on local support and less on state support than do those of the eastern part of the state. The chart on the following pages supports this conclusion.

The differences in attitudes toward financing of public education in Oklahoma have created many conflicts in the Legislature and in local communities. Real valuation of property has always been a point of disagreement. The amount of millage levied is no real criteria for measurement of support if land valuations are unrealistically low.

Precincts with large parochial schools are generally opposed to any type of governmental taxation for support of public schools. Patrons of these schools feel they are being taxed twice for education, once by the church and once by the State. Two other reasons are evident in their lack of support of public schools. One concerns their attitude towards the purposes of education. The other is resentment of state control of accreditation of schools and teachers, together with stipulations of required curriculum which constitutes a part of consideration for accreditation. The recent rulings concerning the restriction of the use of public school transportation for transportation of parochial students has served to further alienate these patrons in their support of public education.

Comparison of Total State, Local and Federal Support for
Years 1950-1951 and 1963-1964, Showing State
Average Increase for Each Category

State total ad valorem, 1950-51, \$33,890,626.67
State total ad valorem, 1963-64, 65,044,691.00
1963-64, compared with 1950-51, in percentage--
192%

Total local support, 1950-51, \$ 37,254,701.85
Total local support, 1963-64, 109,891,784.00
1963-64, compared with 1950-51, in percentage--
294%

1963-64 figures include capital outlay and debt service as well as four mill levy. Eliminating these figures would bring total local support down to \$69,998,266.00, or 190% of 1950-51, a truer comparison.

Total State aid, 1950-51, \$42,212,815.00
 Total State aid, 1963-64, 87,509,058.00
 1963-64, compared with 1950-51, in percentage--
 206%

Total Federal aid, 1950-51, \$ 3,276,306.00
 Total Federal aid, 1963-64, 15,566,124.00
 1963-64, compared with 1950-51, in percentage--
 475%

Total support all sources, 1950-51, \$ 82,743,823
 Total support all sources, 1963-64, 212,966,966
 1963-64, compared with 1950-51, in percentage--
 258%

The table on pages 101, 102, and 103 further develops the distribution of these funds on percentage basis by each county in relation to local, state and federal support. The expenditure per student on ADA is also listed, permitting further comparison of support by each county for educational purposes.²⁶

Indian Education

The situation concerning Indian education of the Indian Territory days has undergone a complete reversal so far as control, financing, and establishment of schools is concerned. With the establishment of the districting system over all of Oklahoma in 1907, Indian children were sent either to public schools or to federally supported and controlled Indian schools. The Indian Nations had been

²⁶Information taken from unpublished reports of the Finance Division of the State Department and information compiled by the State Excise Board.

TABLE I
COMPARISON OF STATE, LOCAL, AND FEDERAL SUPPORT BY
COUNTIES, COMPARING 1950-51 WITH 1963-64
AND EXPENDITURE PER CAPITA BASIS ADA

County	1950-51 (in percentages)			1963-64 (in percentages)			Per Cent of Dollar Increase Over 1950-51 in Local Support	Expenditure Per Capita ADA 1963-64
	Local	Fed.	State	Local	Fed.	State		
Adair	13	11	76	20	14	66	192	\$319
Alfalpa	71	3	26	74	3	23	141	558
Atoka	23	4	73	26	3	71	100	322
Beaver	76	2	22	76	2	22	215	673
Beckham	37	3	60	58	3	39	169	387
Blaine	49	3	48	58	7	35	159	414
Bryan	24	4	72	34	3	63	143	328
Caddo	34	4	62	40	13	47	176	384
Canadian	55	4	41	62	7	31	202	377
Carter	37	3	60	46	3	51	187	304
Cherokee	15	7	78	22	13	65	194	313
Choctaw	17	3	80	24	4	72	159	314
Cimarron	70	2	28	76	5	19	167	518
Cleveland	38	5	57	34	34	32	300	305
Coal	21	4	75	40	4	56	191	347
Comanche	28	16	56	27	24	49	233	326
Cotton	36	4	60	44	9	47	140	376
Craig	50	2	48	51	3	46	136	352
Creek	30	3	67	44	3	53	158	315
Custer	39	3	58	57	5	38	233	367
Delaware	17	8	75	26	9	65	231	349
Dewey	38	3	59	61	4	35	224	498

TABLE I--Continued

County	1950-51 (in percentages)			1963-64 (in percentages)			Per Cent of Dollar Increase Over 1950-51 in Local Support	Expenditure Per Capita ADA 1963-64
	Local	Fed.	State	Local	Fed.	State		
Ellis	60	3	37	70	3	27	165	\$461
Garfield	68	3	29	65	5	30	167	344
Garvin	40	2	58	54	2	44	110	336
Grady	40	2	58	51	3	46	164	350
Grant	61	2	37	77	2	21	170	606
Greer	36	3	61	49	2	49	132	366
Harmon	34	4	62	45	2	53	148	365
Harper	58	3	39	72	2	26	245	578
Haskell	19	3	78	27	5	68	172	338
Hughes	28	4	68	40	6	54	136	363
Jackson	42	2	56	35	15	50	195	330
Jefferson	37	3	60	57	2	41	136	379
Johnston	27	4	69	32	6	62	131	362
Kay	63	1	36	70	2	38	172	324
Kingfisher	71	3	26	71	2	27	167	518
Kiowa	45	3	52	54	6	40	150	414
Latimer	22	5	73	31	4	65	140	352
LeFlore	20	3	77	23	6	71	141	321
Lincoln	39	2	59	48	6	46	151	373
Logan	48	5	47	55	5	45	142	333
Love	31	4	65	45	2	53	147	357
Major	46	3	51	62	2	36	178	413
Marshall	34	4	62	44	2	54	153	351
Mayes	26	9	65	37	5	58	223	317
McClain	32	3	65	44	5	51	161	344
McCurtain	14	6	80	23	4	73	177	312
McIntosh	22	5	73	23	9	68	112	340
Murray	39	2	59	57	3	40	207	349
Muskogee	39	5	56	41	4	55	152	316

TABLE I--Continued

County	1950-51 (in percentages)			1963-64 (in percentages)			Per Cent of Dollar Increase Over 1950-51 in Local Support	Expenditure Per Capita ADA 1963-64
	Local	Fed.	State	Local	Fed.	State		
Noble	67	2	31	70	5	25	124	\$431
Nowata	43	2	55	47	3	50	152	352
Okfuskee	33	4	63	39	6	55	129	372
Oklahoma	59	6	35	55	9	36	229	302
Okmulgee	35	2	63	37	3	60	126	302
Osage	56	2	42	53	2	45	134	370
Ottawa	38	2	60	45	5	50	173	316
Pawnee	41	4	55	45	11	44	143	372
Payne	56	3	41	57	3	40	159	307
Pittsburgh	27	9	64	32	9	59	146	325
Pontotoc	36	3	62	50	2	48	174	334
Pottawatomie	34	5	61	35	9	56	134	328
Pushmataha	23	4	73	32	3	65	141	333
Roger Mills	38	3	59	55	2	43	128	418
Rogers	40	3	57	52	4	44	229	357
Seminole	30	3	67	35	7	58	108	330
Sequoyah	15	5	80	22	7	71	173	301
Stephens	48	1	51	49	2	49	247	314
Texas	69	2	29	57	1	24	176	490
Tillman	49	3	48	52	2	46	137	343
Tulsa	64	1	35	70	3	27	271	308
Wagoner	31	2	67	37	3	60	140	313
Washington	62	2	36	64	1	35	218	310
Washita	41	4	55	36	28	36	173	420
Woods	65	2	33	76	2	22	165	473
Woodward	58	2	40	73	2	25	201	358

dissolved in 1898, by the Dawes Commission, resulting in dissolution of tribal support and control of their schools.

Several boarding schools of elementary and high school level were established in all parts of Oklahoma for the education of the Indian children. Chilocco and Haskell Institutes were established to make available vocational training for post high school students. These were all federally operated and supported schools.

In 1936, the Johnson-O'Malley Act authorized the federal government to set up certain funds to aid Indian children attending the public schools. This program was administered until 1947, by the Indian Bureau of the Department of Interior. In 1947, the Indian Education Division was established in the State Department of Education in Oklahoma and has been the administering agency in Oklahoma since that date, operating under a contract with the federal government.²⁷

The purpose of the Johnson-O'Malley Act was to supply funds for transportation of Indian children to school and supply lunches for indigent Indian children. According to the 1963 annual report of the State Division of Indian Education \$380,534.92 was expended in Oklahoma

²⁷ Oklahoma State Department of Education, Sixteenth Annual Report of Indian Education in Oklahoma, a mimeograph, 1963, Fwd., p. II.

for these purposes. Of this figure, 73%, or \$281,612.94, was spent for lunches.²⁸

The major portion of these funds are spent in eastern Oklahoma since 78 per cent of the Indian enrollment is in the eastern, or Muskogee, area. Average daily attendance of all the Indian children enrolled in the supported schools was 89 per cent.²⁹ Average attendance for all children in the state in 1963 was 91 per cent.³⁰ Yet in the schools receiving Indian fund aid there was twice as much absence by the whites and other enrollees as absences by the Indian children.³¹

These figures indicate that some of the white population of eastern Oklahoma are still suffering from a poor attitude toward education, or they do not attend because of financial difficulties. They also indicate that financial aid in the form of noon meals for the child who cannot afford the cost of the meal, aids in keeping the child in school. Certainly the practice of the Division of Indian Education in visiting in the homes of these children when they are absent also contributes to the better attendance

²⁸Ibid., p. 11 and 12.

²⁹Ibid., p. 14.

³⁰Oklahoma State Department of Education, Original Entries Oklahoma Public Schools, K through 12, 1963, a mimeograph, p. 1.

³¹Sixteenth Annual Report, p. 8.

of the Indian child. Perhaps white attendance in eastern Oklahoma could be improved if there were sufficient funds to supply lunches for them and to free school personnel to make home calls. It would appear that attitudes are influenced by action; in this case the action of the federal government on behalf of the Indian in the public schools of Oklahoma.

Here is reflected today certain early day attitudes toward education in Oklahoma. A central government should supply the funds, and now even the incentive, to support education. Some evidence of resistance to education by the white population is exhibited by absenteeism of the children. This situation has continued for generations and will not likely be solved until the adult begins to impart to his child the need for education. Our culture cannot be changed with any degree of rapidity until the adult attitude is changed.

Financing Schools in Oklahoma in 1965

It has been noted that sections 16 and 36 were set aside for purposes of financing the common schools, and section 33 was set aside for the financing of institutions of higher education. This was done under the Organic Act of 1890, and confirmed in the 1907 constitution. In addition, \$5,000,000.00 was given the state by the federal government in lieu of Indian holdings of these sections in Indian

Territory. Funds from these sources were to be placed in a permanent account with earnings from these monies and lands to be used for the support of schools. Today these earnings amount to only 1.6 per cent of all funds available for expenditure by the common schools of Oklahoma. Consequently, other sources supply the bulk of such operating costs.

In 1965, these funds came from the following three sources: direct appropriation from the state general fund, amounting to \$50,874,580.36; dedicated funds such as auto license, gross production tax, R.E.A. tax, and federal aid in the form of vocational aid, special education, Indian education, federal impact under P.L. 874, and defense education, amounting in all to \$46,159,178.58; and local funds from county apportionment, county 4 mill levy, intangible tax, miscellaneous and tax in process, and ad valorem tax, amounting to \$90,474,100.00.³² Higher education receives its major income from direct appropriation from the state general fund, supplemented by fee charges to students, and earnings of the various institutions from services to business and industry. The requested funds for 1965 are \$43,780,146.00 from state appropriations from general fund, and \$18,008,067.00 anticipated from student fees and

³²Oklahoma State Department of Education, Finance Division, Pamphlet prepared for each Oklahoma State Legislator, January 11, 1965, p. 1.

earnings from services to business and industry. The total figure is \$61,788,213.00 for fiscal 1964-1965.³³

Oklahoma has greatly increased its support to education from the early days to the present. This is evident when we compare the per capita ADA expenditure of \$64.12 in 1919-20, to the per capita ADA expenditure of \$331.66 in 1963-64.³⁴ This is even more evident when we realize that the ADA support figure increased 5.2 times during this period while the total state net valuation increased only 1.6 times. This indicates that the additional sources of support mentioned above are bearing a large portion of the increased support. Certainly this is true with respect to participation by the state in the equalization program. It is also true with respect to the increased participation on the local basis. The table on pages 99-100 shows that funds from local ad valorem taxes increased by 92 per cent from 1950-51 to 1963-64, and total local support increased during this same period by 194 per cent.³⁵ The figures for total local support include funds for capital outlay and debt service, as well as the county 4 mill levy. Eliminating

³³Oklahoma State Budget for the Fiscal Years Ending June 30, 1964-65, p. 21

³⁴Finance Division, Pamphlet for Legislators, p. 12.

³⁵Oklahoma State Department of Education, Finance Division, and Oklahoma State Equalization Board mimeograph publications during 1965.

these figures brings back to the 92 per cent increase in ad valorem support. The conclusion must be that Oklahoma has greatly increased its support to education, both locally and by state appropriations.

Oklahoma is still below the national average of \$455.00 expenditure per pupil. It is making good progress, however, as indicated by the school code passed by the 29th Oklahoma Legislature, and the passage of the amendment to the constitution permitting local school districts to vote an emergency levy of up to 15 mills rather than the previous limitation of 5 mills.

The increased local support, however, is still divided on a geographical basis, with the eastern part of the state depending more on state support than local, while the western part of the state tends to depend more on local support. The increases indicated above are not reflected by the greater part of the eastern counties. Reference is made to the table on pages 101, 102, and 103. Again, 70 per cent, or 19 of 27, counties below the state ADA average are in the old Indian Territory section of the state. It is noted, however, that in those counties where institutions of higher education are located participation in local support is high.

Some of the problems facing Oklahoma education today are heritages from early attitudes toward education. The one problem mentioned most often is the system of districting

with its regulations regarding financing, organization, and administration, the system which was brought to Oklahoma by the whites who settled the western part of Oklahoma. A study of education in Oklahoma, made in 1922, by the Bureau of Education, bitterly criticized the inadequacy of equal educational opportunity for each child in Oklahoma, placing the major responsibility on the districting system. The report recommended the adoption of the county system of organization, administration, and financing, pointing out that ability to support schools, based on wealth, varied by districts in one county from \$3,000.00 to \$82,000.00.³⁶ This wide discrepancy still exists today in many counties, with per capita support varying among districts in one county from a low of \$250.00 to a high of \$1,200.00.

The report made thirty-one recommendations for improvement of Oklahoma schools.³⁷ Many of the recommendations have been adopted with variations. Others, particularly the suggestion to abandon the districting system and adopt the county system, have not been accepted. The report also recommended that state aid should be increased to

³⁶Department of the Interior, Bureau of Education, Public Education in Oklahoma, (Washington, D.C.: U.S. Government Printing Office, 1922), p. 41.

³⁷Ibid., p. 71 - 75.

assume from 65 to 70 per cent of the total cost of common school education in Oklahoma. In 1953-54, this participation was shown by the Finance Division of the Department of Education to be 48.4 per cent, with 51.6 per cent being raised locally. In 1963-64, state participation was 31.1 per cent and local participation 68.9, showing a decline of 17.3 percentage points in state participation from 1953-54. The total over-all aid to common school education has risen by monumental leaps since 1919-1920, and by 258 per cent just since 1950-51. Financial support for state institutions of higher education has risen proportionately in the same periods.

Although Oklahoma is still influenced in its educational efforts by traditional attitudes, it seems to be on the threshold of a great step forward, both for the common schools and the institutions of higher education. The traditional outlook of a positive attitude toward the benefits and need for good education of the young people of Oklahoma is still retained by the people of Oklahoma. Attitudes towards purposes of education have changed and should continue to change as the economy and culture change. This positive attitude is now being expressed in better attendance in the grades and high schools, the greatly increased enrollments in all institutions of higher education in the state, and the beginning acceptance by industry, business, and the general public of the benefits and need for life-long, continuing education.

These attitudes have always existed in Oklahoma, but they are now being expressed in a more practical and intelligent manner. Sectional and cultural differences still exist and still influence education in Oklahoma. Legislatures still fluctuate in emphasis between state support and local support. Arguments continue as to purposes of common school and higher education, but the future for education in Oklahoma should be excellent if we can recognize and eliminate the outmoded attitudes and procedures, and retain and enlarge upon the progressive and positive approaches.

CHAPTER IV
NEEDS AND PROSPECTS FOR ADULT EDUCATION
IN THE STATE OF OKLAHOMA

One of the major criticisms of adult education states that it reaches primarily those persons who presently have a high level of education and fails to involve persons in the lower educational levels. It contends that a greater gap will be created between the well educated and the less well educated if the trend continues. There is some validity to this argument. The review of the literature shows clearly that the greatest post-war emphasis on adult education was in the area of liberal education. C. Scott Fletcher, president of the Fund for Adult Education, placed a major emphasis on the training of leaders.¹ Many other writers and practitioners in adult education favored this philosophy. Chapter II shows the impact of this philosophy on the development of adult education programs in the public schools.

Adult education is maturing at an accelerated pace. It is a moot question as to whether this maturing process has been brought about by a discipline developing

¹Chapter II, p. 17.

itself through research, or whether it is being done through other disciplines, principally sociology. This maturing process is producing a growing realization of the over-all needs of adults for additional and continuing education from basic education to liberal education and citizenship training. Many areas still need to be explored.

Emphasis by the federal government since 1958 in the area of vocational education has focused attention on this phase of adult education. The Area Redevelopment Act, the National Defense Education Act of 1958, the Manpower Development and Training Act of 1962, the 1963 Vocational Education Act, and the 1964 Economic Opportunity Act all contain provisions for education and training of adults. These programs are directed at a particular segment of the adult population, the unemployed or unemployable adults.

Colleges and universities are reaching increasing numbers of adults through enlarged offerings of academic work in evening schools, correspondence, and public service programs of the extension divisions of the schools. Public schools and business and industry are beginning to present expanded programs of education for adults.

It is estimated there are between forty and fifty million adults enrolled in some type of formal adult education programs in the United States at any one time. These are rather fluid figures. It is admitted by estimators that much overlap occurs in computing these figures. It is

recognized that the great majority of these programs are of short duration and are offered only sporadically. In arriving at these figures it is also difficult to differentiate between persons and enrollments.

Adult Education Is a Highly Promising
Public Service in Oklahoma

Basic Education

The term "basic education" as used in the Economic Opportunity Act of 1964 refers to education for adults with less than a sixth grade education. The 1960 federal census showed that in the age bracket above 25 years of age, 19,883 persons in Oklahoma had received no schooling and a total of 103,620 had less than a sixth grade education.² These people are referred to as "functional illiterates," people who make little or no contribution to society but tend instead to become welfare cases.

Welfare loads and educational levels of attainment bear a striking relationship. With only a few exceptions counties with the lowest median of education years completed have the highest percentage of the population on the welfare rolls. The density of the non-white population also bears out the same relationship with respect to welfare rolls.

²U. S. Department of Commerce, Bureau of the Census, United States Census of Population, 1960, Oklahoma, PC (1) 38A, Oklahoma, p. 38-8.

The following chart supports these statements. The data presented was compiled from material in the United States Census of Population, 1960, Oklahoma and the 1964 Annual Report of the Oklahoma Department of Public Welfare.³

Columns one and three show data from the census, and column two is data from the Report.

The median educational level in Oklahoma for men is 9.2, ranging from 7.8 in McCurtain county to 12.3 in Washington county. The median for women is 9.8, ranging from 8.3 in Adair, Haskell, McCurtain, and Pushmataha counties to 12.2 in Washington county. It is interesting to note that Adair, Haskell, McCurtain, and Pushmataha counties also have the lowest median of income, while Washington county has the highest. It is also interesting to note that the counties with the lowest median of education have the largest percentage of families with less than a \$3,000.00 yearly income, ranging to 66.1 per cent in Pushmataha county. Washington county has the lowest percentage in this category, 15.1.

Washington county also has the largest per cent of its population who make more than \$10,000.00 per year. This percentage is 20.5. Cimarron county is second in this category with a figure of 17.1 and an educational median of 11.2.

³Oklahoma Department of Public Welfare, Annual Report Fiscal Year Ending June 30, 1964, Chart 11.

TABLE II

County	Median School Year Completed, 1960 8.0 to 8.9	Per Cent of Civilian Population Receiving Assistance, 1964	Per Cent Non-White
Adair	8.8	19.6 and over	23
Atoka	8.3	15.6 to 19.5	10
Bryan	8.9	11.1 to 15.5	4.5
Caddo	8.9	11.1 to 15.5	13
Cherokee	8.6	15.6 to 19.5	19
Choctaw	8.4	19.6 and over	23
Coal	8.3	15.6 to 19.5	8
Craig	8.8	6.3 to 11.0	7
Creek	8.9	6.3 to 11.0	10
Delaware	8.5	15.6 to 19.5	16
Garvin	8.9	6.3 to 11.0	6
Haskell	8.2	15.6 to 19.5	4.8
Hughes	8.5	11.1 to 15.5	13.5
Jefferson	8.8	11.1 to 15.5	2
Johnston	8.5	15.6 to 19.5	11
Latimer	8.4	15.6 to 19.5	10
Le Flore	8.3	15.6 to 19.5	6
Lincoln	8.7	6.3 to 11.0	7
Love	8.7	11.1 to 15.5	8
McClain	8.7	6.3 to 11.0	3.7
McCurtain	8.1	19.6 and over	21
McIntosh	8.3	15.6 to 19.5	24
Major	8.9	2.0 to 6.5	0.3
Marshall	8.8	11.1 to 15.5	6.4
Mayes	8.8	6.3 to 11.0	9
Murray	8.8	11.1 to 15.5	5
Okfuskee	8.4	11.1 to 15.5	31

TABLE II--Continued

County	Median School Year Completed, 1960 8.0 to 8.9	Per Cent of Civilian Populating Receiving Assistance, 1964	Per Cent Non White
Okmulgee	8.9	11.1 to 15.5	20
Pawnee	8.9	6.3 to 11.0	7
Pittsburgh	8.9	11.1 to 15.5	10
Pushmataha	8.2	15.6 to 19.5	8
Seminole	8.8	11.1 to 15.5	18
Sequoyah	8.2	19.6 and over	11
Wagoner	8.6	11.1 to 15.5	18
Counties with Median of 9.0 to 9.9			
Beckham	9.4	6.3 to 11.0	2.6
Blaine	9.2	6.3 to 11.0	14
Canadian	9.9	2.0 to 6.2	7
Cotton	9.5	6.3 to 11.0	7
Dewey	9.3	2.0 to 6.2	4
Ellis	9.7	2.0 to 6.2	None
Grady	9.7	6.3 to 11.0	5
Greer	9.9	11.1 to 15.5	5
Harmon	9.3	11.1 to 15.5	8
Kiowa	9.6	6.3 to 11.0	10
Logan	9.0	6.3 to 11.0	20
Muskogee	9.7	11.1 to 15.5	22
Noble	9.7	2.0 to 6.2	6
Nowata	9.0	6.3 to 11.0	8
Ottawa	9.1	6.3 to 11.0	4.6
Pontotoc	9.1	6.3 to 11.0	6.8
Roger Mills	9.0	6.3 to 11.0	5
Rogers	9.0	6.3 to 11.0	5.8
Tillman	9.4	6.3 to 11.0	14

TABLE II--Continued

County	Median School Year Completed, 1960 10.0 to 10.9	Per Cent of Civilian Population Receiving Assistance, 1964	Per Cent Non-White
Beaver	10.5	2.0 to 6.2	0.1
Carter	10.3	6.3 to 11.0	10.3
Custer	10.5	2.0 to 6.2	8
Harper	10.5	2.0 to 6.2	0.15
Kingfisher	10.2	2.0 to 6.2	8
Osage	10.0	2.0 to 6.2	7
Stephens	10.7	6.3 to 11.0	2.5
Washita	10.6	2.0 to 6.2	1.6
Woods	10.3	2.0 to 6.2	0.02
Woodward	10.2	2.0 to 6.2	0.4
Counties with Median of 11.0 to 12.0			
Alfalfa	11.1	2.0 to 6.2	0.04
Cimarron	11.2	2.0 to 6.2	0.11
Cleveland	11.5	2.0 to 6.2	0.15
Comanche	11.9	2.0 to 6.2	11.30
Garfield	11.4	2.0 to 6.2	3.60
Grant	11.3	2.0 to 6.2	0.05
Jackson	11.4	2.0 to 6.2	6.50
Kay	11.3	2.0 to 6.2	4.70
Payne	11.7	2.0 to 6.2	3.16
Counties with Median of 12.0 to 12.3			
Oklahoma	12.0	2.0 to 6.2	10.2
Tulsa	12.1	2.0 to 6.2	9.1
Washington	12.3	2.0 to 6.2	4.6

Oklahoma and Tulsa counties follow closely behind with 14.8 and 16.9 respectively, with educational medians of 12.0 and 12.1. It is well recognized that education increases the potential for a person to raise his level of income. These findings bear out this axiom in the state of Oklahoma.

Employers in agriculture, business, industry, and government are constantly raising the standards of educational levels of prospective employees. Technological changes and the introduction of newer, more complicated and expensive machinery necessitate a higher level of education than was needed previously in these fields of employment. A farmer can no longer trust the use and maintenance of a \$7,000.00 tractor or a \$1,600.00 disc to a poorly trained person. Nor can a manufacturer trust ten to twelve \$50,000.00 lathes to a worker who has no sense of value or responsibility.

These institutions are also insisting that present employees begin increasing their formal and informal education. Promotions within government now are affected by evidence in personnel folders of the employee's continuing his education. It is quite evident that a great opportunity and challenge awaits a formally structured and administered adult education program in Oklahoma.

Welfare Expenditures

Oklahoma has not shown a rapid growth in population. In fact, there were 68,000 fewer people in Oklahoma in 1960 than in 1930, and 8,000 fewer people than in 1940.⁴ The estimated population of Oklahoma, however, had risen to 2,481,759 by November 1, 1964, or an increase of 153,475 persons in five years.⁵ Yet expenditures of the Department of Public Welfare rose from \$7,923,484.77 in 1937 to \$167,724,193.37 in fiscal 1963-64. Of the amount expended in 1963-64 fiscal year \$18,700,000.00 was paid out for medical aid to the aged, and \$77,004,487.00 in the form of old age assistance, for a total old age assistance of \$95,704,487.00. Aid to families with dependent children rose from \$789,056.00 in 1937 to \$28,064,334.00 in 1963-64. Aid to the disabled began in 1952 with an expenditure of \$634,982.00 and has risen consistently to \$13,623,782.00 in fiscal 1963-64.

These three fields of welfare represent the areas in which adult education can be of real service, both to the individual recipients and to the state as a whole in the reduction of the welfare load. At the present writing the State of Oklahoma spends more than twice as much each

⁴Census Bureau, U.S. Census, Oklahoma, 1960, p. 38-8.

⁵Oklahoma Department of Public Welfare, Monthly Bulletin, March, 1965, p. 3.

year on welfare as it does on common school education. This seems to represent a great imbalance.

The continuing increase in welfare expenditures presents one of the most cogent arguments for the need for adult education. Reference is made again to the preceding chart which reflects that the greatest welfare load rests in the counties with the lowest median of education years completed. The largest numbers, percentage-wise, of aid to families with dependent children is also found in these counties. One of the major causes for the need for aid to dependent children is lack of income from the head of the family. If this situation continues the state will merely perpetuate a condition which will represent a continuing demand for old age assistance, rather than reducing the rolls. These people who cannot now support their families are not earning enough money to build a retirement under Social Security, and thus will become state aid recipients in old age also.

The number of persons sixty-five years of age and older who receive old age assistance is declining in spite of the continuing increase of persons resident in Oklahoma who are above sixty-five. This is the result of greater numbers who now receive social security benefits. In spite of this, expenditures continue to climb. Aid to families with dependent children continues to climb, both in case numbers and expenditures. The Economic Opportunity Act of

1964 may help to reduce this load by supplying educational opportunities to Oklahoma adults who have less than a sixth grade education.

Thirty-nine per cent of the Oklahoma population sixty-five years of age and older were on the welfare rolls in 1964. This compares with the national average of twelve and a half per cent. Oklahoma ranks forty-sixth in comparison with other states as to social security recipients of the sixty-five year and older citizen. This again emphasizes the need for education of adults who are still in the productive years so that they may be eligible for sufficient social security payments when they reach sixty-five.

Figures presented above do not include monies paid out by county commissioners, about \$2,000,000.00 per year, or welfare programs of independent and private agencies.

Gerontology

Education of the under-educated and retraining of the presently employed represents only one facet of the need and challenge for adult education in Oklahoma. Approximately ten per cent of the population of Oklahoma is sixty-five years of age or older. This amounts to 232,828 persons. The percentage increase of older persons in the United States has developed a whole new area of study in terms of gerontology. The needs for continuing education for this group alone could command a large and varied program.

Health, recreation, hobbies, often a new career, and certainly civic education are a few of the needs of the retired generation for continued education.⁶

Population Shift

The increasing necessity for a mobile population, coincident with concentrated living in cities, requires adults to re-examine value systems, to learn new patterns of living, a new sense of belonging, and new ways of achieving personal identity repeatedly within a single lifetime. Traditional havens of stability such as churches, homes, schools, governments, business, and voluntary organizations are in a constant state of change, striving continually toward greater compatibility and adjustment with modern living.

The percentage of population change in Oklahoma of persons who moved into a different home during the two year period from 1958 to 1960 varied from 25.3 per cent at Miami to 54.3 per cent at Lawton. The average for the state was 33.1 per cent. Of this 33.1 per cent over half moved from another county or state.⁷ Such mobility tends to cause

⁶Henry D. Sheldon, "America's Adults in the 'Sixties: The Demographic Picture", Hobert W. Burns, (ed.) Sociological Backgrounds of Adult Education (Chicago: Center for the Study of Liberal Education, 1963), p. 68.

⁷Census Bureau, U.S. Census, Oklahoma, 1960, p. 38-141, 38-142.

persons to avoid participation in local affairs. Adult education could present a real service to these persons in helping them to adjust to the accelerating pace of social change.

Oklahoma's total population has remained relatively constant. The distribution of the population, however, greatly increases the need for adult education. In 1930 thirty-four and three-tenths per cent of the population in Oklahoma was urban and sixty-five and seven-tenths per cent rural. In 1960 the urban percentage arose to sixty-two and nine-tenths, while the rural dropped to thirty-seven and one-tenth per cent, nearly a complete reversal of positions.⁸

This large migration of rural people to the cities represents another major challenge to adult education. Many of these people find themselves in a new and strange environment. Their method of earning a living has changed. Their whole mode of living, their set of values, and their philosophy of life are undergoing stress and confusion in this often frightening new environment. Often they withdraw from society and reinforce their ebbing security by clinging to rural concepts of education, taxation, speech and government.

The Agriculture Extension Division has done a remarkable job in the development of the culture of the

⁸Ibid., p. 38-8.

rural population to conform to urban attitudes, especially through the Home Demonstration Agents. Regardless of this fine work the person moving from the farm to the city to live on a fifty or seventy-five foot lot and work eight hours a day in an office or factory has difficulty in adjusting. If the community is to benefit from this influx of excellent people they must be brought into the life of the community. Adult education can be of great service to these people and the community by offering courses designed to acquaint them with urban living.

Increase in Knowledge and Technology

The set of facts the present adult generation learned about nature, the human personality, the arts, and the ordering of human affairs has today been supplanted by a more complete and extensive set of facts. Knowledge becomes obsolete in essence. Persons in the professions have become acutely aware of this. Consequently they are looking for renewed knowledge in the areas of their disciplines. They also are frequently the ones who give an impetus for the establishment of liberal education programs and study discussion groups to supplement the technical knowledge of their own disciplines. Colleges and universities are attempting to fill this need. Libraries and public schools can be of great assistance in the liberal education and study discussion groups.

Not only are technological changes requiring adults to adapt to new methods of work, and often new vocations; such everyday skills as those involved in child rearing, food preparation, transportation, communication, health maintenance, and leisure time activity are constantly being modified.

Intensity of Specialization

The division and redivision of jobs in labor, business, and the professions is beginning to create a people who are unable to converse with each other. Lines of communication begin to fall. Misunderstanding results because of no common ground for discussion. The spark needed to create conversation becomes more and more the cocktail party, or the pool room, or the spit and whittle club. To combat this trend industry in the United States and Oklahoma has developed intra-company study groups and recreation facilities to involve not only employees, but their families as well. The upper and middle echelons of management have for several years been given an extended approach to company procedures and objectives by in-service training in various types and levels of jobs within the company. This is now being attempted on a limited basis with employees on the assembly lines and in clerical positions. These efforts can reach only a small number of the total employed adults, leaving a large number who must be reached in their local communities.

Minority Groups

The problem of minority groups and race relations has its impact in Oklahoma as it does in other states. This varies radically from county to county, however. The 1960 census showed 217,733 non-whites in Oklahoma. This figure includes foreign born as well as native born non-whites and represents slightly over nine per cent of the population. The distribution varies from none in Ellis county to over twenty-three per cent in Adair county. The northwestern counties have very few non-whites. There are only sixty-one non-whites in Cimarron, Texas, Beaver, Harper, Woods, Alfalfa, Grant, Ellis, and Major counties combined.

The largest number of non-whites are found in the metropolitan areas of Tulsa and Oklahoma City. The larger population centers have their problems because of the large numbers of non-whites. Other counties such as Adair, Alfalfa, McCurtain, and Comanche, with non-white populations of over twenty per cent, have added and different aspects of the human relations problems.

The racial background of the non-whites also present different problems and suggest possible different approaches for solution. The major non-white group in Oklahoma, Tulsa, and Logan counties is Negro. In the other counties with large percentages of non-white population the dominant non-white group is of Indian extraction. Problems

of integration with the white population will necessarily vary according to the ethnic background of the non-white groups. Adult education faces a great challenge in the field of human relations in Oklahoma. The prejudices and suspicions of the white and non-white groups rest primarily with and are transmitted to the younger generations by the present adult population.

Churches and Adult Education

Unfortunately the ethical standards within a culture vary with the amount of pressures sustained and crises which occur. Attendance in churches decreases in periods between wars and depressions. Oklahoma churches are experiencing a decline in attendance and financial support today.

The Oklahoma State Council of Churches reports that approximately one million adults in Oklahoma are members of some church as of 1964.⁹ This figure includes all listed adult members of twenty-three major Protestant denominations and the Catholic church. Protestant denominations with less than a state-wide membership of two hundred were not included in the count. The one million adults represents approximately sixty-five per cent of the adult population of Oklahoma. This compares favorably with the national average of sixty per cent.

⁹Oklahoma State Council of Churches, List of Oklahoma Denominations and Their Executives, 1965, a mimeograph.

Most denominations were reluctant to estimate the percentage of enrolled members who are active in the work of the church, active in terms of attendance, financial contributions, or teaching or holding offices in the church. Churches which did offer this information indicated that from thirty to fifty per cent were active according to the above definition. Most churches did report, however, that they are beginning to work out well developed and forceful adult education programs. Content material of present programs is being revised and new methods of approach and teaching are being discussed and pilot groups started.

St. Luke's Methodist Church in Oklahoma City has started an effective program for retired persons which may well serve as a model for other churches. The program was started two years ago with an enrollment of 135 persons, and has grown to an enrollment in excess of 700 persons within one year, only one third of whom are members of St. Luke's. Classes range from bridge and golf to study and discussion groups, painting, and creative writing, with classes meeting every Friday, May through September. The entire day, including lunch, is devoted to adult education activities. So outstanding is the program it has received national recognition. It may well represent an excellent approach for other churches in their efforts to reach their retired adult membership, and also involve many other retired persons in the community.

This type of program, however, does not reach the adult who has not retired. The effort to develop new content and methodology is designed to reach all adults. It is in this area that the church can meet the needs of a vast majority of young and middle group adults. This approach needs to be broadened and accelerated if the church is to take advantage of its opportunity to create social change through the adult population.

The Catholic Church has a strong adult education program directed primarily toward the study of the Catholic faith. The program includes some subject areas beyond the sectarian approach. The many changes now occurring within the Catholic faith indicate additional subjects will be added to the program. At present the efforts are isolated and represent only examples of what could be done.

The National Academy for Adult Jewish Studies has developed an intensive, well structured educational program for adults based on a four year cycle of study. The methodology of instruction includes study discussion groups supervised by qualified, well trained lay leaders. The basis of the program is predicated on the belief that adult Jewish education is co-extensive with life, a continuing education concept.

Objectives of the program are stated as follows:

- A. To provide an organized program for the transmission of the Jewish heritage - Bible, Prayerbook, Mishnah, Talmud, the

ethical literature, the philosophical literature of the Middle Ages and modern times, and the Haskalah literature of the modern period.

- B. To deal with modern philosophical problems and the raison d'etre of Judaism and the Jewish experience in a modern democratic society.
- C. To answer the question of how to live intelligently as a Jew in terms of observance and participation.
- D. To encourage the habit of regular study¹⁰ of Torah in its broadest perspectives.

Business and Industry

Business and industry represent one of the largest participants in adult education. Nationally they conduct an adult education program twice the size of that conducted by the schools if all their programs are included which are designed for retraining employees in the use of new machinery and new methods, along with general education offerings and executive training. This ratio is not true in Oklahoma at present because of lack of industrialization. Officials in industry report that an industrial institution must have a large number of employees before a profitable educational program can be established. Experience has shown that a

¹⁰National Academy for Adult Jewish Studies of the United Synagogue of America, Objectives, Standards and Program for Adult Jewish Education in the Congregation, 1961, New York: A mimeograph, p. 4.

large portion of their employees will not participate in such a program even when the firm bears most of the expense.

Those firms which do have such programs in Oklahoma are seeking help from the public schools and institutions of higher education. Western Electric Company in Oklahoma City has established courses at its plant to enable non-high school employees to complete their high school education. Instructors and curriculum are supplied by the Oklahoma City Public School system. Western Electric also conducts classes in its plant to upgrade high school and college graduates in the particular subjects applicable to their employment and the needs of the company. Instructors are secured from institutions of higher education to conduct the classes. In addition, Western Electric pays tuition for employees to attend colleges and universities for the purpose of securing college degrees. In 1964 they contributed \$40,000.00 toward such tuition in Oklahoma and \$1,002,000.00 nationally. General Electric, Southwestern Bell Telephone Company, International Business Machines, and General Motors have similar programs which affect employees in Oklahoma.

Business and industrial firms are concerned with educational facilities of a community. Some firms have moved out of communities because of inferior educational systems or lack of ability of the community to supply advanced learning facilities for technical people. Executive secretaries of chambers of commerce are acutely aware of the

demands of industry and business for proper facilities for education of not only the children of their employees, but their demand that an educational climate exist in the community. The following excerpt from the April 30, 1965 Bulletin of CSLEA is indicative of business interest in adult education.¹¹

According to a report in the May 15, 1965 issue of "Educational Summary," individual businesses throughout the nation will spend a combined total of \$4.5 billion on employee training in 1965. Many large firms in the United States today hire personnel and then send them to their own schools to learn the specifics - both mechanical and organizational - of the job. At IBM, for example, a college graduate spends 13 per cent of his first five years in IBM classrooms; in addition, later formal training in relation to new products takes 10 per cent to 15 per cent of his time. Beyond this, it is even possible for an employee to be sent to a non-company school for management training to earn a Ph.D. In addition to IBM other firms with commitment to employee education are General Motors Corp., Radio Corporation of America, Philco Company, and Sears-Roebuck and Company.

Counseling Services

It is quite evident there is a great need for all types of education for adults in Oklahoma. To make this

¹¹Center for the Study of Liberal Education for Adults, Continuing Education for Adults. April 30, 1965, No. 74, Boston University, p. 3.

education effective there must be adequate and competent counseling service available for the adults. There is very little such counseling service available now on the local level. The Oklahoma City and Tulsa school systems do some counseling of adults who enroll in high school and vocational subjects in their adult education programs. The Vocational Rehabilitation Division of the State Department of Education supplies some psychological testing for vocationally handicapped persons seeking additional education. The recently established Adult Education Division of the State Department of Education recognizes the need for counseling services as indicated in the following quotation.¹²

Each program of instruction will be accompanied by guidance and counseling services of the State Department of Education and/or the local district level sufficient to enable such programs to meet, and to continue to meet, the requirements and objectives of the State Plan.

The University of Oklahoma maintains a testing and counseling service which is available to adults. It is also available to adult education programs in public schools, business and industry, government, and other institutions involved in adult education.

¹²Oklahoma State Department of Education, Information and Regulations Relating to Adult Basic Education Title II-B Economic Opportunity Act 1964, A Mimeograph, p. 5.

For counseling to be effective, however, it must be done on a day to day basis with individuals when they can meet with the counselor and where they can meet with him. We are weak in this area in adult education in Oklahoma.

Present Levels of Service Opportunities
Are Inadequate

Present levels of service opportunities are inadequate for the development and promotion of adult education in the state of Oklahoma. Many interested and active groups are involved, but there is no coordination of effort and no central agency for direction or dissemination of information. Each institution works within its own sphere of interest with little transfer of program information or support to the other groups. Not only does this situation create inefficiency in reaching and involving adults who need and want additional education, but it also creates overlap of effort, jealousy, competition for existing funds, and continues to perpetuate the present divided approach to adult education in Oklahoma.

Oklahoma Adult Education Association

The Oklahoma Adult Education Association was organized in 1955 for the purpose of identifying organizations and institutions in Oklahoma who were offering some type of adult education. Its further effort was to create a clearing

house through which the various participating agencies could cooperate with each other in disseminating information about their own particular programs. Many individuals, representing a large number of agencies, joined. Annual meetings have been conducted since the date of organization where excellent presentations have been made by representatives of member groups. Some mid-year meetings have also been held, particularly when some national adult education figure appeared in the state. News letters have been developed and mailed to members but without any set time for publication.

An executive secretary was appointed in 1962, without salary and with only a small operating account sufficient to pay postage and telephone calls. The executive secretary, Dr. Joseph E. Timken, was the coordinator of adult education of the Extension Division of the University of Oklahoma. Through the cooperation and support of Dr. Thurman White, Dean of the Extension Division of the University, time and staff were allocated to Dr. Timken for purposes of editing and mailing bulletins and developing and organizing the annual meetings of the association.

Oklahoma Association for Public School Adult Education

The Oklahoma Association for Public School Adult Education was organized in 1959, for the purpose of promoting

adult education in the public schools of Oklahoma. Some success resulted from the formation of this organization in the area of appointment of directors in local school systems, and annual meetings and news letters through which participants were able to compare programs and benefit from source groups developed by the association.

OAPSAE was instrumental in aiding the McAlester school system to secure a \$3,000.00 grant from the national association to enable them to appoint a full time adult education director and aid in the establishment of a program in that system. The efforts of the McAlester school officials have been so successful that they now have one of the most outstanding public school adult education programs in the state.

A basis for cooperation has been developed by the organization of these two groups. OAEA and OAPSAE now hold their annual state meetings jointly. Both organizations have affiliated with their respective national organizations. Dr. Timken has also assumed the role of executive secretary of OAPSAE for the purpose of closer coordination of their efforts with those of OAEA. Their effectiveness is still handicapped, however, by lack of a strong organization with a full time state director. Dr. Timken and other volunteer workers have established guidelines and pointed the direction. Voluntary and part time services are not adequate to accomplish the goals and purposes of these organizations.

The many agencies in Oklahoma involved in adult education are staffed with competent people who are well trained for their specific fields of adult education. Offices and staff, however, are centralized and have no proper liaison with the local areas. Programs emanating from the central offices are sporadic so far as local communities are concerned. Too often a program is offered once in a community without any follow up to determine additional needs. These agencies attempt to operate locally through libraries, rest homes, chambers of commerce, civic clubs, and the vocational departments of the public schools. When one program has been completed it then becomes necessary to find another sponsor. This is time consuming and often impossible.

One of the purposes for the establishment of OAPSAE was to create a center in the local community for the coordination of all such programs. An additional function was to make the public school the center in the local community, to enlarge their effectiveness in reaching the total adult population, and act as a clearing house for securing resource state and national groups to enrich present programs. OAPSAE cannot do this job on the basis of the small number of public school systems in Oklahoma who have an adult education program and an adult education director. Of the 592 high school districts in Oklahoma, only twenty have a person assigned to adult education

activities. These people are assigned the duties of adult education director as an additional function, with the primary obligation concerned with some other duty. Only two persons are listed as adult education directors in the public schools in Oklahoma, and they also are assigned other duties.¹³

There can be no effective, coordinated adult education program in Oklahoma until it is organized from the community level to the state level. Adult education is not an infant in Oklahoma. It is still struggling to be born. The Handbook of Adult Education in the United States lists one hundred and twenty-seven national groups involved in definite programs of adult education.¹⁴ All of these groups are represented in Oklahoma. Their effectiveness, however, is handicapped because of lack of a central clearing house on the local level where needs of adults can be ascertained and directed into a participating experience. It is also handicapped by lack of a strong, well financed, well staffed state central office.

Present Expenditures by the State of Oklahoma on
Adult Education, Training, and Rehabilitation

The state of Oklahoma spends approximately

¹³Oliver Hodge, State Superintendent of Education of Oklahoma, Oklahoma Educational Directory, 1964-65, p. 32 and 68.

¹⁴Knowles, Adult Education in the U.S., p. 565-603.

\$4,068,119.00 yearly through its various agencies on the education, training, and rehabilitation of its adults. These funds are expended by the State Department of Education, institutions of higher education, the Public Health Department, mental hospitals, the Veterans Department, the Department of Public Safety, and the Conservation Department.

The Division of Vocational Education in the State Department of Education spent approximately \$500,000.00 in 1963 on education of adults. The Division is divided into sections for agricultural education, home economics education, practical nurse training, trade and industrial education, distributive education, and area technical training. Each of these areas has programs for high school level students, but also has programs for adults. Their combined expenditures in 1963 was \$1,728,522.00 which included programs for adults and youth. Involvement of adults varies from twenty-five to thirty-five per cent of the total according to localities and needs of adults. In 1963, enrollment of adults totaled 27,045 in 420 classes. Based on estimated population of 2,400,000 persons in Oklahoma in that year and a sixty per cent adult population, this figure represents one and nine-tenths per cent of the adult population.

Some counties of the state find an overlap of the State Department's adult vocational program with that of the Agriculture Extension Division and Home Demonstration

Agents. This does not seem to be a major problem. Each program is reaching a different segment of the population, with the possible exception of the agricultural programs in which considerable competition still exists. In some counties the two programs are integrated and a great amount of cooperation exists in the development of courses so that overlap will not occur. Cooperation even exists in the form of enrollment assistance by each agency in the other agency's program.

The Civil Defense Adult Education department of the State Department of Education reported an involvement of 14,436 persons in 1963, and 17,345 in 1964. Additional information shows that not all of the persons taught were adults, since many high school classes were also taught. Monies for this educational effort came direct from the federal government through the State Department of Education.

The Oklahoma Historical Society and the Oklahoma State Library both conduct services for the education of adults. They are involved in so many other specified duties it is difficult to determine what portion of their activities are devoted in any way to education of adults. A review of their specific obligations, however, indicates that perhaps ten per cent of their activities could reasonably be considered as contributing to adult education. The budget for the state library is \$332,245.00, and the historical society receives \$96,500.00. Ten per cent of these funds amounts to \$42,784.00.

Educational television is becoming more a force for adult education. Of their budget of \$100,000.00 approximately twenty-five per cent could be assigned to adult programs. This percentage estimate is based on a study of published programs. More and more adults over sixty-five years of age are turning to the educational channels for inspiration, entertainment, and knowledge.

The state institutions of higher education budget over \$1,903,242.00 of their funds for extension and public service. Expenditures range from a high of \$792,311.00 at the University of Oklahoma to no expenditure at Murray State Agricultural College and Northern Oklahoma Junior College.¹⁵

The off-campus enrollments for the fall and spring semesters of 1963-64 for institutions of higher education of the Oklahoma State System of Higher Education totaled 7,144.¹⁶ The University of Oklahoma had 3,800 enrollments; Oklahoma State University had 1,775; and Southwestern State College had 1,144. The remainder of the enrollments were divided among Langston University with 98, East Central State College with 58, Northeastern State College with 62,

¹⁵State of Oklahoma Budget for the Fiscal Years Ending June 30, 1964-65, submitted by Henry Bellmon, Governor, to the 29th Oklahoma Legislature, p. 22 - 31.

¹⁶Oklahoma State Regents for Higher Education, Mimeograph, 1965.

Northwestern State College with 77, Southeastern State College with 36, and Connors State College with 94. Enrollments averaged 19 persons per class in 373 classes.

Enrollments of adults in correspondence courses totaled 4,263.¹⁷ The University of Oklahoma showed an enrollment of 1,872; Oklahoma State University, 830; Central State College, 509; Southwestern State College, 340; East Central State College, 206; Northeastern State College, 204; Northwestern State College, 198; Southeastern State College, 88; and Langston University, 16. Short course (non-credit) enrollments reached 39,801 for the subject year. The University of Oklahoma showed an enrollment of 34,533; Oklahoma State University, 5,134; and Oklahoma Military Academy, 134. Many of the enrollments in the short courses were for high school students.

If we assume that all enrollees in the off-campus courses, correspondence, and short courses were adults and that each enrollment represented only one person, the above figures would indicate that three and four-tenths per cent of the adult population of Oklahoma were involved in this particular phase of adult education. A more realistic figure would be two per cent.

The figures given above for dollar expenditures by the state for adult education do not include the budget

¹⁷Oklahoma State Regents for Higher Education, Mimeograph, 1965.

figures of Oklahoma State University's program of Agriculture Extension Service in the amount of \$3,425,069.00, their Technical Training School at Okmulgee with a budget of \$1,369,862.00, nor the Agriculture Experiment Station with a budget of \$2,660,070.00. These amounts include federal funds but do not include county contributions.

The Public Health Department budgets \$39,970.00 for public health education. In addition the Eastern Oklahoma Tuberculosis Sanitorium lists \$700.00 for education, recreation and rehabilitation; and Oklahoma General Hospital lists \$24,597.00 for the same purpose; and the Western Oklahoma Tuberculosis Sanitorium sets aside \$10,140.00 for education, recreation, and rehabilitation.

The mental health hospitals also budget certain sums for education, recreation, and rehabilitation. The Griffin Memorial Hospital budgets \$117,876.00; Taft State Hospital, \$36,141.00; Eastern State Hospital, \$70,160.00; Pauls Valley School, \$47,400.00; Western State Hospital, \$45,800.00. The Enid State School and Hissom Memorial Center are not reported because their primary responsibilities are to children.

The State Veterans Department sets aside \$26,658.00 for education and training, while the Oklahoma Veterans Home sets aside \$6,234.00 for education, recreation, and rehabilitation; and the State Veterans Hospital budgets \$5,160.00 for education, recreation, and rehabilitation.

The Vocational Rehabilitation section of Public Welfare Department showed \$785,470.00 allocated in 1963 to vocational guidance and rehabilitation; \$400,000.00 of this money was transferred to the State Department of Education for vocational rehabilitation work under that department in 1963.

The Department of Public Safety budgets \$54,847.00 for the Oklahoma State Penitentiary for education, recreation, and rehabilitation, and \$79,405.00 to the Oklahoma State Reformatory for the same purpose.

The Conservation Department also sets aside certain funds for information and education. The Planning and Resources Board spent \$84,000.00 in 1963 on the magazine "Oklahoma Today," and \$9,950.00 for Indian expositions. The Department of Wildlife Conservation spent \$143,471.00 on films and other educational materials in the area of conservation. Most of this work was directed toward adults. The State Soil Conservation Board, the Water Resources Board, and the Securities Commission send out speakers and programs directed toward adults, but show no funds budgeted for this purpose.

Oklahoma is cognizant of the need for certain types of education for adults, primarily as it relates to the functioning of state agencies and departments. The emphasis is on academic, vocational, agricultural, and rehabilitation education. It has no concept, however, of

the need for a structured program of continuing education for the general public. Efforts are divided among many agencies without any central point of guidance and direction. Purposes and efforts are too narrow and specific to meet the needs of the vast majority of the adult population. Primary efforts are directed toward remedial education. This constitutes an extremely important part of adult education, but represents only one segment of the total problem.

The Oklahoma State Department of Education made the following statement regarding adult education in the 1964-65 state budget.¹⁸

Adult Education: This is a proposed new service. The Director would work with the local school districts to promote adult education and coordinate the work being done in this important area of education.

The Oklahoma Education Association and the State Department of Education have sought the establishment of such an office within the Department for many years. Now, with the aid of federal funds directed toward basic education, such an office may be created which can be expanded to include coordination and assistance to all adult education programs, particularly public school adult education in Oklahoma. With the aid of federal funds supplied from the Economic Opportunity Act of 1964, an office has been

¹⁸State of Oklahoma Budget, 1964-65, p. 33.

established in the State Department of Education to promote basic education for adults with less than a sixth grade education. Over seventy programs were established in the first six months. It could be hoped that this office could be expanded to include services and act as a central state office for general adult education purposes.

Federal Programs

The federal programs which contain provisions for adult education are directed in the area of remedial education and vocational training. The Area Redevelopment Administration program specifies that a community must show greater than a five per cent unemployment figure before it can qualify for funds under this act. The purpose of the act is to train unemployed persons who have no saleable skill. One of the major handicaps experienced in the effort to develop successful programs was the inability of the enrollees to read, or interpret what they read. Partly as a result of the poor experiences resulting from this situation the Economic Opportunity Act of 1964 was passed by Congress. Titles I, II, IV, and V concern adult education.

Title I, Paragraph A, establishes a Job Corps for young men and women aged 16 to 21 to be assigned to conservation camps where they will receive instruction in elementary academic skills and certain work experience.

Training centers are also provided in the Act where more advanced education and job training will be offered. Paragraph B establishes work training programs for unemployed young people 16 to 21 who will be given training in occupational skills in their home communities. This portion of the program is especially concerned with the school drop-outs.

Title II, Paragraph A, authorizes the development of General Community Action Programs for the benefit of low income individuals and families. These programs must include activities in such fields as employment, job training and counseling, health, vocational rehabilitation, housing, home management, welfare, and special remedial and other non-curricular educational assistance. Paragraph B provides for the establishment of Adult Basic Education Programs. Its purpose is to initiate programs of instruction for persons aged 18 and over whose inability to read and write English is an employment handicap. The program is directed toward adults with less than a sixth grade education. This involves 103,620 persons in Oklahoma above the age of twenty-five, according to figures of the 1960 federal census. There are no adequate figures relating to the group from 18 to 25 years of age.

Title IV provides a relaxation of credit requirements of the Small Business Administration designed to broaden the basis for loans and guarantees to very small

businesses. Borrowers will be expected to participate in management training programs, presumably those now offered by the SBA.

Title VI establishes a national corps of voluntary workers similar to the Peace Corps who will work with local and state programs combating poverty. These volunteers, known as the VISTA Corps, will be trained by the Office of Economic Opportunity, presumably by colleges and universities according to basic training programs established for the Peace Corps.

Programs under this act have not as yet been placed in operation in Oklahoma. Offices have been established and state programs are in process of preparation to be submitted to the appropriate federal offices for approval. These proposals must be approved before state and local programs are set in motion.

The Vocational Education Act of 1963 is a supplement to the Smith-Hughes Act of 1917, and follows a long line of supplements to that Act. Congress felt that the original Act and its supplements were not broad enough to meet the needs of today and the increasing needs of the future for vocational training.

The Act is designed to extend the areas of vocational training for young people and out of school youth and adults in the service phase of the vocations. The Act points out that the continuing changes in economics in the

United States has tended to reduce the number of job placements in the vocations covered by the previous vocational acts, and has brought a much greater demand for workers in the service industries. The new Act does not terminate any of the vocational education programs already in existence. It does mesh the old program with the new. It is concerned with workers of all ages at all levels for all fields except the professions or employment which demands at least a baccalaureate degree.

There is no provision in any of the present federal programs to encourage adults to complete sufficient academic work to secure a high school diploma. The programs are remedial to the extent of training or retraining persons whose education level is so low as to make them unemployable. This is good as far as it goes. It initiates a cure, but fails to carry through until the patient is well. Nor does it provide for continuing therapy. It treats the acute symptoms, but fails to consider the chronic disease. The economic world in the United States continues to change. The persons who are now being trained and retrained under present vocational acts of the federal government will need to be retrained many times in their productive lives.

A person without a high school education is five times more susceptible to unemployment than the person with the high school diploma. As noted previously, Oklahoma has over 700,000 persons twenty-five years of age and older who

have not completed high school. These people are found primarily south and east of a line drawn diagonally from the southwest corner of the state to the northeast corner. It is in this same area that the highest percentage of welfare cases are located. The present vocational and educational programs may help these people to develop a basic education and saleable skills for the immediate future only. The solution will be temporary unless there can be developed a philosophy of continuing learning on the part of the adult aided by these programs.

Oklahoma now offers a high school equivalency certificate for bona fide Oklahoma residents twenty-one years of age or older who successfully pass the General Education Development Test. The following is quoted from the 1965 Annual Bulletin:¹⁹

The certificate of high school equivalency is a credential certifying that the holder has shown evidence of general educational development equivalent to a liberal high school education as shown by scores made on the General Educational Development Test. It is equivalent to a high school diploma but cannot be exchanged for one. It may be used to secure employment or an advancement in the job already held. It is not to be used as a credential to satisfy admission requirements to colleges and universities.

A. The State Department of Education
issues a certificate of high school

¹⁹Hodge, Annual Bulletin for Elementary and Secondary Schools, July, 1965, Bulletin No. 113-L, p. 59.

equivalency on the basis of the GED tests, to service personnel, veterans, and non-veteran adults, provided applicant meets the following requirements . . .

- B. High schools are not authorized to grant credit toward a diploma for courses taken by individuals while in the armed services or issue a certificate of equivalency based upon the GED tests.

It should be noted that Paragraph B voids previous authorization for high schools to issue diplomas to veterans based on successful passage of GED tests.

The Bulletin does indicate, however, that an adult may secure a high school diploma from an accredited high school by completing the required number of units.²⁰ Page 32 of Chapter II sets out the requirements. This method requires attendance in regular classes, but of shorter duration than the regular daytime high school courses. It is designed for adults who did not complete high school.

There is also a regulation of the Oklahoma State Regents for Higher Education which enables an adult to secure additional formal education without having a high school diploma. The State Regents have stipulated that an adult twenty-one years of age and older may enter college as a probationary student provided he passes the American College Testing battery by scoring above the 25th percentile.²¹

²⁰Ibid., p. 33 and 34.

This is not a well known procedure, so few adults have availed themselves of this avenue for further formal education. The number is small of those who would take this route. Too often they would have to enroll in day classes designed for the young adult just out of high school. The adult does not want to attend classes with this group and at the same time be on probation. They will, however, enroll in evening adult classes.

Certain institutions of higher education now offer many evening courses with some thought of the adult and his needs. Every institution of higher education in Oklahoma should, and soon must, consider this avenue of education for the people of Oklahoma if the concept of continuing education is to have real meaning.

Problems in Organization and Finance

Understanding the Problem

One of the greatest problems facing the development of adult education in the United States and the state of Oklahoma is a lack of understanding by educators, legislators, public school officials, churchmen, and the lay public of two factors now existing in the American culture:

²¹Oklahoma State Regents for Higher Education, Admission and Retention Policies for The Oklahoma State System of Higher Education, January, 1963, p. 5.

first, the rapidity of change of all facets of American life; and second, the need for continuing education for all Americans to be able to understand reasons for the changes, to be able to participate adequately and comfortably in the new social and economic changes, and to be able to anticipate and help guide the types of changes and the directions they take.

Several well recognized educators in Oklahoma have stated that continuing education, or adult education, cannot and will not receive financial support through public school financing. They point out that boards of education have traditionally believed that the schools belong to the children, and that the schools should be run as economically as possible. They are still operating on the premise that a person can acquire in his youth the skills and knowledge which will serve him adequately for his entire life-time. They are unaware of the vast changes which are occurring daily around them. This is true of many school principals and superintendents as well, even though their national organizations continue to recommend public school programs for adult education.

Practitioners in adult education are often confused as to what constitutes adult education. Too often they are even unaware of existing programs of adult education conducted by agencies other than their own. They are unable in many cases to determine and recognize educational

needs of the adult. Practically every director of adult education in the public schools in Oklahoma has spent the vast majority of his teaching career with children or youth. Thus there is the tendency to approach educational needs of adults in the same way we approach traditional youth education.

These directors of adult education, particularly in the public school systems, are well trained and competent people. But they have never received any formal training in the handling of adults and adult educational needs. They are not sufficiently trained in sociology, adult psychology, methodology of adult teaching, and current governmental and economic problems. They have never received formal training to determine the vast areas of adult education. They were educated to teach youth, and have only been given released time to conduct an adult education program.

This condition exists because of the recent evolvement of adult education as a field of work, particularly in the public schools. Only fourteen colleges and universities in the United States recognize adult education in their curriculum as a specialty field. During 1962, nine American universities conferred doctorates in adult education on thirty-one men and women. The total

of those who held that degree at the end of the year was 352.²²

Most of the graduates from these schools go into government, business, or church related adult education programs. Most public school adult educators must depend on work-shops for training in the field of adult education. This situation will continue to exist until such time as adult education is recognized as a legitimate part of the public school responsibility and is financed by state legislatures in sufficient amounts to justify the employment of full time adult educators in the public schools.

As a corollary to lack of interest and understanding by principals, superintendents, and boards of education, is the attitude of teachers in the public schools. When a program is finally started in the system, friction is often created by the teachers because of use of "their" rooms. Custodians add to the confusion. Tables and desks are sometimes moved from their appointed places, and even the blackboards are used. This is another evidence of the lack of understanding of what constitutes the educational responsibilities of the public schools. Teachers often are

²²Cyril O. Houle, "Doctorates in Adult Education in America in 1962," Adult Education, Thurman White (ed.), (Chicago: The Adult Education Association of the United States of America, 1962, Vol. V), p. 26.

happy to be relieved of the responsibility of the youth at the end of the day, and cannot understand why the room should be disturbed by adults at night.

Another major obstacle to the introduction and development of any public enterprise is the lack of understanding by the general public of the need for the program, its purposes, methodology, and procedures. This creates a lethargy and even opposition in the very people adult education is trying to reach. After a program has been instituted, however, these same people often become the most ardent supporters.

Financing

We have noted that considerable sums of money are spent in Oklahoma on programs of vocational education which include adults as well as the high school student. A need for this type of education for adults has been recognized by educators, government, and business and industrial people. Churches and labor unions are beginning to invest money. Private foundations are also spending considerable sums on research on programs relating to adult education. Nothing is appropriated by Oklahoma, however, for general adult education.

It has been pointed out in Chapter II that a program of adult education is encouraged by the State

Department of Education.²³ The regulation permitting the use of public school funds for adult classes stipulates that such funds must not be needed for the common school program. Because of this regulation many superintendents are reluctant to start a program of educational offerings for adults. They feel they would have to justify the use of such funds by showing they are not needed in meeting all needs of the elementary grades and high schools. It would be difficult for most superintendents in Oklahoma to support such a premise. It should be noted that auditing practices of the State Department of Education have interpreted this regulation to mean that the minimum guaranteed program of education for children and youth is to be met.

In 1960 auditing practices of the State Department were eased to permit administrators of the local systems to use the building fund account for purposes other than the construction of new class rooms and buildings. Administrators are now authorized to use this fund for maintenance of buildings and purchase and repair of furniture. Most administrators are using the building fund as much as legally possible to relieve pressure on the general fund. By this procedure certain monies are made available in the general fund for use in activities beyond the minimum

²³Chapter II, p. 27.

program. These are the present funds used by most administrators now operating an adult education program in the public schools in Oklahoma.

There are five accounts in the suggested budget where funds could be budgeted for use in an adult education program.²⁴ Account 110-i, salaries for public relations, authorizes salaries for full-time or part-time personnel responsible for administering the public relations program for the school system, including secretarial and clerical help. Account 120-i also authorizes expenditures for supplies and other expenses incurred in connection with the administration of the public relations program.

Account 920, civic activities, is for recording direct expenses for meeting of citizens, parent-teachers' associations, public forums and lectures, civil defense planning, and other civic-center activities. Account 920-a provides for the recording of salaries of directors, custodians, maintenance staff, and any other salaries that are direct expenses for civic-center activities. Account 920-b is for expenditures for supplies, utilities, and plant operating expenses. It also includes rent and travel expenses.

²⁴State Board of Education of Oklahoma, The Thirtieth Biennial Report of the State Department of Education of Oklahoma, 1964, p. 81-B to 84.

Account 930 opens a possibility for financing adult education programs in systems which operate the public library as a part of their services to the community. It provides for recording expenses for salaries for librarians, expenses for utilities and rent, and monies spent for books, periodicals and newspapers. It is also suggested, under stipulations for this account, that the libraries be open at night for community use. Libraries have always been recognized as a vital source for adult education. A strong adult education program could be financed through this medium in systems affected by this provision.

Account 960, non-public school pupils, establishes an accounting item for any services provided non-public school pupils as authorized by Oklahoma Law, such as veterans' training, manpower development training programs, basic education programs, area redevelopment programs, and vocational programs under the 1963 Vocational Education Act.

All of these accounts provide for pro-rating of costs, including salaries of directors of the various activities and secretarial and other personnel services. They present a legal method for financing an adult education program in each public school system, either by charging all such expenses to one account or by pro-rating the cost among several of the accounts.

The activity fund offers another financing opportunity for the five municipal junior colleges. Four of these institutions now have strong adult education programs. All accounting procedures for these colleges are through the activity fund account of the respective public school districts. Salaries of administrators, teachers, secretaries, and custodians are charged against this account. Some schools pro-rate utility costs as well. Tuition and fees are charged for the support of the colleges, but are often insufficient to meet total overhead. In cases of this type salaries are often pro-rated to one or more of the accounts discussed above.

This discussion reveals there are legal methods for financing adult education programs in the public schools of Oklahoma. Some systems will be able to take advantage of these possibilities. Others will not. The problem of sufficient operating funds still exists. Fees can be charged, however, to supplement local funds in accordance with regulations of the State Department of Education.

As mentioned previously, the state code permits the establishment of adult education programs in the public schools. In Article XV, Section 1 (a) it also permits the employment of teachers of adult classes and stipulates that they need not be certificated except in those cases where adults are enrolled in classes for high school or elementary

credit.²⁵ It provides for the charging of fees for any adult class, and emphasizes that this should be done. Superintendents of the public schools in Oklahoma should examine the possibility of beginning an adult education program by means of procedures now available to them. They will find that a stimulating program can be developed within presently existing authority and funds when supplemented by fees collected from participants.

Organization

The organization of a state-wide system for adult education in the public schools in Oklahoma is handicapped by: first, a lack of understanding of the total purposes and goals of public school adult education; second, inadequate financing for such a program; third, no state director and staff; and fourth, an inadequate system of communications for coordination of programs among agencies presently involved in adult education, including federal, state, and private agencies.

Objectives and goals of any enterprise must be determined and clarified before an effective organization can be developed by the enterprise for the purpose of reaching those objectives and goals. The groundwork has been laid for such clarification for public school adult

²⁵Ibid., p. 47.

education on a national basis through the Adult Education Association of the United States of America, and the National Association for Public School Adult Education. The same work has been done in Oklahoma by the respective state chapters of these organizations. OAEA began its work in 1955, followed by OAPSAE in 1959. Annual meetings have been held jointly since 1960 during which objectives were stated, discussed, and clarified. Additional workshops have been conducted by national figures in adult education in which these objectives were modified and enlarged.

Objectives of the Oklahoma Adult Education Association were presented in 1958.²⁶ They are as follows:

1. To provide intercommunication and cooperation on adult education activities.
2. To stimulate and report research.
3. To increase participation in all adult education programs.
4. To help plan local, state and regional meetings on adult education.
5. To promote a state-wide climate for understanding adult education.
6. To look at the job of adult education and to assess the vast resources available for use.

Goals of the Oklahoma Association for Public School Adult Education are set forth in Article II of the

²⁶Mimeograph of the Adult Education Association of Oklahoma, 1958.

constitution, adopted April 30, 1960.²⁷

- A. To establish and maintain active state leadership in the promotion of all types of adult education in the public schools.
- B. To promote a closer relationship between local, state, and national agencies primarily engaged in adult education.
- C. To unify all adult education interests of the state through representative membership and active leadership.
- D. To promote local, state, and national legislation in behalf of adult education.
- E. To increase the effectiveness of adult education throughout the State of Oklahoma and to work in close connection with the national organization to accomplish this end.
- F. To encourage the development of effective programs of adult education throughout the state and to maintain a lively interest and awareness of such programs in other states.
- G. To promote the welfare of teachers of adults and in general to further interests of the people of Oklahoma.

These are the major goals and objectives of the two organizations. Each year specific goals have been adopted to implement and fulfill the general goals. One of the goals of OAPSAE for 1961 was the establishment of a Division of Adult Education in the State Department of

²⁷The Oklahoma Association for Public School Adult Education, Constitution, 1960, Article II, p. 1.

Education. With the cooperation of the Oklahoma Education Association and the Oklahoma Adult Education Association, House Bill 815 was passed by the House, but lost in committee in the Senate. It called for a full-time director of adult education working directly under the State Superintendent of Public Instruction. The bill and its contents are discussed in Chapter II, page 30.

This bill has not been reintroduced in the two subsequent legislatures because of various factors affecting public school education in Oklahoma. The failure of the twenty-ninth legislature to finance adequately the common school program and the attendant confusion affecting such financing by the thirtieth legislature has made it inexpedient to resubmit the bill at the present time. As a result the organizational structure of public school adult education in Oklahoma remains in the loosely knit professional organizations of OAEA and OAPSAE, financed by a \$2.00 annual membership fee for OAEA.

The promotion of adult education in the public schools in Oklahoma is further complicated by the diversity of state agencies involved. The Division of Vocational Education, Educational Television, Civil Defense Adult Education and Basic Education for Adults are under the State Department of Education. Other titles of the 1964 Economic Opportunity Act are found in the Executive Office of the Governor. Publications from the Manpower Development and

Training program originate in Stillwater, while the educational television program schedules are prepared and dispensed from KETA-TV in Norman. Area Redevelopment Administration programs and information also originate in Stillwater. Liberal education programs for adults in the form of prepared reading materials in the great books, anthropology, and large offerings in politics, foreign affairs, and economics are available through the Extension Division of the University of Oklahoma. The Oklahoma City Library also conducts a state-wide program of liberal education and leadership training.

There are many other agencies, both private and governmental, conducting excellent programs for the education of adults. The only state organizations now in being which are able to give some coordination to the efforts of all these groups are, again, OAEA and OAPSAE. It is basically through these two groups that program information of these agencies has been made available to the local public school for use in their adult education programs. Information on the national level reaches members of the national organizations in rather complete and useable form. The Oklahoma counterparts do not have the financing and paid staff which the national organizations have. Any dissemination of strictly state and local information must depend on the opportunities of time and dedication of the officers of the state organizations. This creates a great weakness of

coordination of the fine programs which are available in Oklahoma. Lack of communications and coordination among the various agencies for presentation of their programs represents a great deterrent to the full development of public school adult education in Oklahoma. Local programs tend to become stereotyped and ineffective when they must feed back upon themselves. The annual meetings of OAEA and OAPSAE help to infuse new ideas and action, but are not the answer to the need for a continued, year-round exchange of ideas.

Summary

The paper thus far has considered the function of education with particular reference to the evolving discipline of adult education, its purposes and goals. A review of the literature was instituted to determine the background and history of the movement, and to consider problems of organization, promotion, and financing. Chapter III discussed the unique history of education in Oklahoma and how this history affects educational efforts today. Particular emphasis was placed on the differences between eastern and western Oklahoma cultural and ethnic environments as they relate to education, and their present day effects. Consideration was given to the long lapse of education in eastern Oklahoma following the Civil War as it related to the Indian, Negro, and white population.

Differences in attitudes between the two sections toward financing education were discussed. These problems were then considered as they reflect on support of adult education in Oklahoma today.

This chapter has discussed the needs and prospects for adult education in Oklahoma. The wide variety of adult education being done through welfare expenditures and through many other departments and agencies of the state government has been explored. Programs of churches, business and industry, and the federal government have been described. Consideration has been given to the needs created by aging, population shift, the increase in technology, and the population shift from farm to city and from state to state.

Many private and public agencies in Oklahoma have excellent programs which are effective within the limited spheres for which they were developed, but are handicapped in reaching their full potential through lack of distribution to local programs in the field. Many of the programs are limited by problems of adequate financing and organization. Efforts to identify problems and suggest possible approaches to solutions have been made by two state organizations, affiliates of the corresponding national agencies: the Oklahoma Adult Education Association; and the Oklahoma Association of Public School Adult Educators. These organizations, with extensive help from the University of Oklahoma and Oklahoma State University, have also attempted

to define adult education and identify programs of the various agencies, both private and public.

The capability of any endeavor to meet its goals effectively and fully presupposes a careful definition of those goals and objectives. With goals and objectives clearly in mind, an organizational structure can be developed to meet them. Proper financing can then be considered to enable the organizational structure to function smoothly and continuously, without sputtering and jerking to a halt at crucial points in the program.

It will be the purpose of the following chapter to suggest an effective organizational structure for adult education in Oklahoma, and to present possible ways of adequate financing. Within the suggested organizational framework, properly financed, procedures for a strong program of publicity and development can be initiated congruent with the major objectives of adult involvement in continuous programs on the local level.

CHAPTER V

CONCLUSION: A PLAN FOR ADULT EDUCATION IN OKLAHOMA

The purpose of adult education is to reach the individual adult in the community where he lives and determine and meet his educational needs. Secondly, it must meet these needs effectively or its initial purpose will be lost and the adult will be left to seek, without guidance, the help he needs. Adult education must become so apparent in the community that a person is aroused to recognize that he has a need for further education or training, and seek help to meet and satisfy this need.

Thus adult education has at least four end goals to reach if it is to be effective: first, in raising the level of cultural and social living of the adult population; second, to provide a better educational atmosphere in the home for the children and thus speed, encourage, retain, and perpetuate their educational efforts; third, create an atmosphere for social advancements towards the goals of a democratic society; and fourth, supply the technical and business skills needed to keep abreast of the rapid changes in vocational pursuits in today's vibrant and changing society.

State Director of Adult Education

The most pressing need of public school adult education in Oklahoma is a full-time, competent, state director with adequate office, staff, and library. Full acceptance of adult education as a responsibility of the public schools in Oklahoma will not occur until there is a central office and an organization which will give status, continuity, coordination, direction, and continued promotion to the program. Three possible approaches should be considered.

Education and educational institutions are legally the responsibility of state government. The Oklahoma Legislature has assigned to the State Department of Education the development and maintenance of the common schools in accordance with the state code. Since this discussion relates primarily to public school adult education it is logical to assume that the office of the director of any such state program would be in the State Department of Education. All states with state directors of adult education follow this organizational procedure. It is the logical method, but not the only one. The Oklahoma Legislature and responsible educational people have not as yet given the financial support to adult education to enable the State Department to establish the office or appoint a director. We have not gone far enough in Oklahoma even to

make a job analysis and draw up a job description for the position. House Bill 815 of the 28th Oklahoma Legislature is the closest we have come to a job description for the state director of adult education.

. . .provide consultancy assistance to local public school adult education directors; assume leadership in State public school adult education matters; work toward the establishment of a sound public school adult education philosophy throughout the State; organize in-service training programs for local public school adult education directors; assist in evaluating public school adult education programs; disseminate information about new developments in adult education; interpret the nature of the public school adult education program to citizens; and assist in organizing groups to discuss public school adult education.¹

Another possibility for the appointment of a state director exists through the cooperation of the major state supported institutions of higher education. As indicated on page 123 these institutions have broad programs for extension, correspondence, and public service. Oklahoma State University and the University of Oklahoma also have departments for continuing education. It is conceivable that these two Universities, combining with other state supported institutions of higher education, could financially support the operation of a state director. A move in this direction was taken by the University of Oklahoma when they

¹House Bill 815, Oklahoma State Legislature, February, 1961.

made available space and staff to Dr. Timken in his capacity as executive secretary of OAEA and OAPSAE.

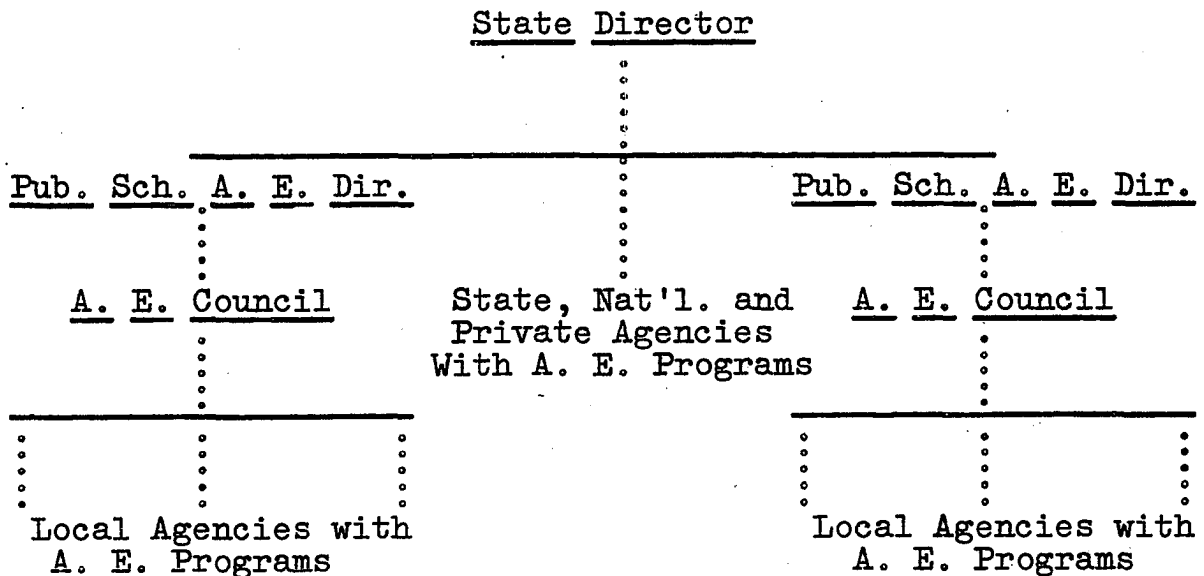
The third possibility for the appointment of a state director rests within the two potentially strong state organizations of adult education, OAEA and OAPSAE. At present neither group has the financial ability to support such an undertaking. Possibilities exist, however, through dues from members, contributions or dues from participating agencies and school districts, and funds from foundations with interest in adult education. This would constitute a most interesting and innovative approach to the organization of adult education on a state-wide basis.

It is the opinion of the writer that the state director would be of greater value in his position if the office were separate from any presently existing governmental agency. Existing programs of adult education are of such a wide variety and involve so many different institutions that a state director could not be as effective in the coordinating process as he needs to be if the office were placed under the jurisdiction of a presently existing agency. The director will necessarily need to work with the State Department of Education, the Board of Regents for Higher Education, the Welfare Department, various institutions of higher education, the Federal government libraries, and a variety of independent agencies, churches, businesses, and industries. All of these existing institutions have

developed excellent adult education programs which can be effective in the local community only if they are coordinated and interpreted to the local directors of adult education.

Organization

If the last two suggestions for the appointment of a state director of adult education were followed the use of local school facilities could still be employed as the center for continuing education. The concept of "public school adult education" might be changed, but school facilities, personnel, and directors could still act as the foundation of the state adult education organization. There would need to be no change in their activities or functions. Regardless of which method may be used the state organization could be as follows:



This type of organization contemplates that the state director will receive information from all state, national, and private organizations with adult education programs, material, or information. He would act as a clearing house and point of dissemination of such information and programs. The local director would work with the local adult education council for forwarding the information to the local agencies conducting adult education programs. This type of organization could also work on a two-flow basis, with information originating on the local level fed back through channels to the state director and through him to the state, national and private agencies. Financial support for the state office could also feed from the local agencies to the state office. Financial support could also come from the state and private agencies to the state office.

Local Adult Education Director

The local adult education director must be a democratic administrator as opposed to authoritarian. He must give credit to individuals for their creative work, thus developing an atmosphere in which all persons involved will feel encouraged to express their best abilities to the fullest. He should be a leader in the community. He must have a real concern for the community, the level of economic attainments as well as the educational and cultural aspects. He should be deeply concerned about the level of living, including the moral and social life.

His past experiences should show he has exhibited good administrative ability and has demonstrated a sincere interest in adults by voluntary, sincere, participation in community affairs affecting adult activities and interests. He should have strong, formal education and be willing to continue his own education through formal classroom study or workshops. He should be able to work effectively with all social and economic groups. Above all he must possess good physical health. The hours are often long and uncompromising.

He must determine the educational needs of the adult population and develop courses to meet these needs. He must employ and train teachers, and identify and train lay leaders. He must work with the superintendent and building principals for coordination of use of buildings. He must determine financial needs and recommend methods to obtain necessary funds.

Local Councils

The local councils should be composed of representatives from local agencies, associations conducting some form of adult education, interested citizens, and local power or influential community leaders. Its functions should be coordinative, informational and promotional under the guidance and administration of the adult education director. The council should meet not more than twice a year. The

full ability of the adult education director will be needed in managing these meetings if the work of the council is to be of value. Too often each agency is jealous of its own programs to the extent that cooperation is hampered.

Financing

It is further recommended that matching funds required to secure federal grants be supplied by appropriation by the state legislature rather than requiring the local agency to supply such funds. Local school boards are already pressed to secure sufficient funds for the operation of the primary and secondary schools. Additional obligations charged against inadequate budgets simply add to the difficulty of the local school board. This is particularly true in those districts which could best benefit from vocational and remedial adult education. In the eastern and southeastern part of the state, where the educational median is the lowest, is found the districts with the most unemployment, and the districts whose budgets are already strained to meet the educational needs of the elementary and secondary pupil.

Many of the present federal aid programs for education state that matching funds may be supplied by "services and supplies." This simply means that persons whose work loads are already too heavy are assigned the additional "services" in order that the district may avoid

an actual financial commitment. Here again the program becomes handicapped because these additional duties cannot be performed properly by personnel poorly trained in adult educational processes, and who are already working full time in fields for which they are trained and to which they naturally give their greatest attention and interest.

Promotion and Development, State-Wide

Some of the work of OAEA and OAPSAE has been discussed previously in this chapter. Two additional activities need to be presented to indicate what can be done in the area of promotion and development of public school adult education.

In the spring of 1963, OAEA and OAPSAE developed and presented a series of area meetings in eleven communities in Oklahoma. The meetings were designed to identify local sponsoring institutions, local chairmen and guiding committees, and a list of interested citizens. A total of 382 persons attended the meetings. Meetings were conducted by a team of members of the two organizations and involved representatives from public schools, vocational departments, chambers of commerce, county agriculture agents, public welfare and health, private business schools, junior and senior colleges, police, school boards, newspapers, churches, AAUW, YWCA, YMCA, local women's clubs, men's service clubs, hospitals, and libraries.

In March, 1964, the two professional organizations presented an adult education fair at the Center for Continuing Education at the University of Oklahoma. Six of the smaller meeting rooms were used to present displays and demonstrations of civic education, study discussion materials and television, occupational education, parent and family life, drama, music, art, academic, guidance, and certificate programs. The hall area was devoted to hobby and novice art shows which included woodcarving, sketching, photography, oils and water color paintings, and collectors items in stamps, coins, and books.

A policy meeting was held for key state and national persons interested in adult education. It included the Executive Secretary of the Oklahoma Education Association, two representatives of the Adult Education Branch of the U.S. Department of Health, Education, and Welfare, state senators and legislators, members of state school boards, superintendents of public schools, representatives from the Oklahoma Regents for Higher Education, business and industry, labor, parent-teacher associations, and other groups who have shown an interest in furthering continued learning for adults. It was in this policy meeting that an effort was made to gain financial support for local directors of adult education in the public school districts and the establishment of an office of State Director of Adult Education.

The area meetings and the adult education fair were developed and presented for the major purpose of promoting an understanding of and support for public school adult education. The initial impact was good, but the follow-through has been inadequate. OAEA and OAPSAE can develop excellent programs such as the ones mentioned, but find it difficult to keep a continuing program of promotion in operation. They must depend on the voluntary services of persons throughout the state whose work in the local areas makes it more difficult for them to work as a team on a state-wide basis. The need exists for a central office of a State Director of Adult Education to continue the work of promotion on a day to day basis. Advertising cannot be sporadic and be successful. It must be presented on a planned and continuing program. The same situation applies to the promotion of an idea or an organization.

Leadership development, training, and research, could best be supplied by the Oklahoma colleges and universities with their present excellent facilities. Development and presentation of programs and program materials could continue to be a function of these institutions, but with distribution of information through the state central office.

Local programs would also be facilitated and made more understandable to the public if there were one extension department and one correspondence department in the state, located in one of the state institutions of higher education.

It is becoming more and more difficult for the local assisting agency to work with all of the institutions offering extension and correspondence. Additionally, the overlap of offerings by the various institutions within the same community create confusion and embarrassment to the local director in his effort to choose among the institutional offerings those offerings best suited for his clientele. He must do this while attempting to be fair and retain good professional and personal relationships with the various institutions and their personnel. A central point of dissemination would relieve this situation.

Public school adult education in Oklahoma will never receive more than token support until superintendents and school boards recognize the need for such education and their responsibility to provide it. OAEA and OAPSAE are attempting to bring this need to the attention of school boards and superintendents. The University of Oklahoma has added material and moral resources to the effort. Through the College of Continuing Education they have secured grants which have enabled them to defray expenses for conducting the annual meetings of these organizations. They have released time, office space, and some staff to the executive secretary of the organizations for preparation and promotion of the meetings. They have sent personnel into the field to aid in the establishment of study discussion groups, leadership training programs, and extension lecture

series. They have supplied resource persons for area meetings.

Oklahoma State University has contributed by supplying space and facilities for two of the annual meetings of OAEA and OAPSAE. They have given released time to their personnel to promote and plan these meetings and to attend local and state meetings. Southeastern A & M State College held the first annual meeting of OAPSAE, supplying planning, space, and facilities. The State Regents for Higher Education have added moral support and time. Many individuals could be named who have spent hours and days in the promotion of public school adult education in Oklahoma.

All of the money spent and time devoted have merely prepared the seed bed. The future of public school adult education in Oklahoma now depends upon a proper state-wide organization, headed by a state director. No movement can succeed without proper organization and direction. Public school adult education in Oklahoma cannot even move forward slowly under present conditions. It will do well to hold what it has built. It could become a vital social force in Oklahoma if it were properly organized, financed, and promoted. This is still the challenge which faces those persons in Oklahoma who believe that public school adult education is essential to the survival of a democratic system of life and government.

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