

CREATING APPROPRIATE SCHOOL DISTRICTS

A Method of Creating An Appropriate  
Organization for Education in  
Oklahoma

By

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## PREFACE

This study has required the examination of a large amount of material. Many hours have been spent in analyzing books, bulletins, pamphlets, statistical reports, and magazine articles which describe methods of redistricting in the several states. This analysis has been an appraisal of research and observations of authorities on school district reorganization, and an appraisal of the methods used in many states in creating more appropriate school districts.

This study is an attempt to abstract out of these experiences those procedures of redistricting which seemed to work best, and to adapt those procedures into a method of creating an appropriate organization for education in Oklahoma.

My special thanks go to Dr. Helmer E. Sorenson, who proved to be a hard and beneficent taskmaster. His kind, yet firm, advice kept me close to the main issues of the study. Among many others who gave me information and helpful advice were Dr. J. Andrew Holley, Dr. Oliver Hodge, Dr. Raymond D. Thomas, Roy Emans, Clay Kerr, and Dr. Howard A. Dawson.

Garland Godfrey

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## CHAPTER I

### INTRODUCTION

The inadequacy and inefficiency of many local school units in Oklahoma have been studied for many years. Recommendations for larger school districts and attendance units have been made by both professional educators and laymen. Generally speaking, those recommendations have gone unheeded for there are still a large number of small districts and schools in the state.

The organization for education in Oklahoma consists of the local district, the intermediate unit, and the state level organization. In order to understand the present educational structure it is necessary to review the origin of that structure. The organization for education was created during territorial days for:

The first attendance areas were established by the Territorial Legislature in 1890. Each township was divided into four elementary areas with the provision that one high school could be established in each township and in each town of 500 or more population by a vote of the electors of such township or towns and cities.<sup>1</sup>

The elementary school districts were three miles square or nine square miles. Then, the Territorial Legislature took a backward step for, "In 1893 the Territorial Legislature made the attendance area or district coterminous with that of the elementary attendance area or district."<sup>2</sup>

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<sup>1</sup>J. Andrew Holley et al. "A Study of Local School Units In Oklahoma," State Department of Education (Oklahoma City, 1937), p. 13.

<sup>2</sup>Ibid.

Hence, from the early history of the state there have been a large number of small school districts and attendance units or schools. The creation of many districts and schools was in keeping with the idea of providing educational opportunities within easy walking distance of the home of every child.

The curricula of the early rural schools varied little. They consisted of the "3 R's" which were sufficient to prepare the pupils for a simple way of life. Even such limited curricula were considered as an adequate basic education for a majority of the pupils, who would continue a simple way of life. Almost all the pupils lived on farms, and would continue to live on farms after attending the little schools. A few continued their education in preparation for the ministry, the law, or some other profession.

Our society has changed since the creation of these small school districts and small schools. Communication and transportation facilities have developed with unexpected rapidity. The once small, self-contained communities have pushed out their boundaries. Population has become more mobile and has shifted from rural to urban areas. The economy has changed from one of agriculture to one of industry and agriculture. In this changed socio-economic pattern it is believed that the present organization for education cannot provide a comprehensive program of education and services.

#### The Problem

While previous studies have proposed larger school districts, they did not propose a definite specific method of creating them. The purpose of this study is to propose a method whereby an appropriate organization for education in Oklahoma may be created at the local, the intermediate, and the state levels.



The need for proposing a definite method of creating a more appropriate organization for education in Oklahoma has been apparent for many years. This need has become more pointed since the late 1930's because the tremendous shift in population has caused a decrease in the pupil population of many districts so that these districts now do not have enough pupils to offer a comprehensive program of education and services, economically and efficiently.

In 1935 the Brookings Institution made a survey of the organization and administration of the government of Oklahoma. A considerable part of this survey dealt with school district organization. This survey report suggested, in part, that the county should be the unit of school district administration. In reporting on school organization and administration this report said, in part:

If the school organization were such that the entire county population might obtain the most from it, Oklahoma could have an efficient school system with the present expenditure. But so long as it is manacled with an extravagant form of organization there is no hope of securing anything approaching equal educational opportunities regardless of the amount of money the tax-payers put into the system.<sup>3</sup>

Similar recommendations concerning the need for improving the school district organization were made by Holley et al in 1937,<sup>4</sup> by Bender in 1941,<sup>5</sup> and by Pugmire in 1951.<sup>6</sup>

Since the time of the Brookings Institute Report in 1935 the number of school districts has been reduced from 4,951 to 1,655 in

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<sup>3</sup>Brookings Institute, Report of Survey of Organization and Administration of Oklahoma (Washington, D. C., 1935), p. 19.

<sup>4</sup>J. Andrew Holley et al, "A Study of Local School Units In Oklahoma," State Department of Education (Oklahoma City, 1937), p. 40.

<sup>5</sup>John F. Bender, Problems in Financing the Common Schools of Oklahoma (Norman, 1941), p. 245.

<sup>6</sup>Ross G. Pugmire, Oklahoma's Children (Oklahoma City, 1951), p. 331.

1956.<sup>7</sup> This great decrease in the number of districts clearly indicates that significant progress has been made in the elimination of school districts. There has been significant progress in this respect, but a careful study of the facts will reveal that most of the districts eliminated were small rural districts. These small rural districts were attached to small high school districts which themselves were unable to offer a comprehensive program of education. What was stated by Holley et al in 1937 could be stated as fact today, "The reorganization of high school attendance areas into units large enough to offer broad programs of study economically and efficiently administered remains an unsolved problem."<sup>8</sup>

#### Scope of the Study

This study encompasses a critical analysis of the pertinent literature in the area of school district organization and reorganization. Many states, not satisfied with the existing organizations for education, have attempted in recent years to create more efficient and economical administrative and attendance units. This study analyzes those methods with the intention of developing a method for Oklahoma with due consideration being given to the socio-economic, the educational, and the geographical patterns. The development of a method of creating an appropriate organization for education in Oklahoma is done in the light of selected criteria. The methods used in other states were very helpful in developing these criteria.

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<sup>7</sup>Records in the offices of the State Board of Education, School Year 1955-56.

<sup>8</sup>J. Andrew Holley et al. "A Study of Local School Units In Oklahoma," State Department of Education (Oklahoma City, 1937), p. 16.

Also, this study encompasses the drafting of statutes and a constitutional amendment which would implement the method suggested herein.

#### Basic Assumptions of the Study

Obviously, in making this study some basic assumptions are made.

The four made in this study are as follows:

1. A comprehensive program of education and services is desirable for all of Oklahoma's children and youth.
2. A comprehensive program of education and services cannot be provided with existing resources for many of Oklahoma's children and youth, under the existing organization for education, and under the present provisions for changing the organization.
3. A comprehensive program of education and services for all Oklahoma's children and youth may be provided by an appropriate organization for education and with adequate legal provisions for changing it.
4. There is a present urgent need for a method of creating an appropriate organization for education in Oklahoma.

#### Organization of the Study

This study is organized into five chapters. In addition to these chapters there are three appendices, which consist of two proposed statutes and one constitutional amendment whose adoption will be necessary to vitalize the method proposed in this study. Tables and figures are inserted at appropriate places to illustrate and clarify the printed matter.

The background, need, scope, assumptions, and organization of the study are presented in Chapter I.

Many factors affect the organization for education in a state. The most important of those factors are the socio-economic pattern, the present status of the organization for education, and the geographical-topographical pattern of the state. Those factors are discussed in Chapter II.

In Chapter III are presented the structure and functions of an appropriate organization for education in Oklahoma, at the local, the intermediate, and the state levels.

Chapter IV is presented in three parts. The first part suggests criteria for redistricting which would seem to be best adapted to Oklahoma. The second part surveys the methods of reorganization used in other states. The third part analyzes the three methods most commonly used in view of the suggested criteria for Oklahoma.

No conclusions are drawn in this study. Rather, findings and recommendations are made, in Chapter V. The findings are reported as a summary of the most significant points made in the study. The recommendations are in the form of an action program which would vitalize the method suggested in this study.

The two statutes included in the appendices propose to reorganize local school districts and intermediate units. The constitutional amendment proposes to change the methods of selecting the State Board of Education and the State Superintendent of Public Instruction.

## CHAPTER II

### THE OKLAHOMA SETTING

This chapter includes three sections, each of which is concerned with important factors affecting the organization for education. The first section presents the status and trends in the present organization for education. The second section portrays the geography and topography of the state. The third section pictures the trends in the socio-economic pattern of the state.

#### Education

The basic structure for education in Oklahoma has not been changed since it was created. It consists of the local school district, under the control and direction of a local board of education; the intermediate unit embracing the dependent school districts of a county, under the supervision of the County Superintendent of Schools and under the administrative control of local boards of education; and the state level organization embracing the State Department of Education under the general control of the State Board of Education and the administrative control of the State Superintendent of Public Instruction.

The primary emphasis in this section is on the local school district units of administration and attendance. The discussion of the intermediate and state level organizations is brief, and aims to show in what ways the supplemental functions of the intermediate and state organizations affect

the ability of the local school district units to offer a comprehensive program of education and services.

### The Local School District

The local school district in Oklahoma consists of an administrative unit and one or more attendance units. The local district

. . . is defined as any area or territory comprising a legal entity, whose sole purpose is that of providing free school education, whose boundary lines are a matter of public record, and the area of which constitutes a complete taxing unit.<sup>1</sup>

The local school district has great powers as granted by the Oklahoma Constitution and statutes. The statutes say that:

Every school district shall be a body corporate and shall possess the usual powers of a corporation for public purposes, . . . and it may sue and be sued and be capable of contracting with and holding such real and personal estate as it may come into possession of by will or otherwise and as authorized by law.<sup>2</sup>

There are two types of local school districts in Oklahoma as authorized by law. The School Code states that:

All school districts in Oklahoma, now in existence or which may be hereafter created, shall be designated only as independent school districts or dependent school districts. Independent school districts shall be under the supervision and the administration of the respective boards of education thereof. Dependent school districts shall be under the supervision of the county superintendent of schools and the administration of the respective district boards of education.<sup>3</sup>

An independent school district is a district so designated by the State Board of Education and one which meets the following requirements:

(a) shall have maintained during the previous year a four (4) year high school fully accredited by the State Board of Education. (b) shall have a school plant, equipment, and faculty which meet minimum standards prescribed by the State Board of Education. Such standards shall be in keeping with those usually required by a first class high school and

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<sup>1</sup>State Superintendent of Public Instruction, The Oklahoma School Code (Oklahoma City, 1955), Art. 1, Sec. 9.

<sup>2</sup>Ibid., Art. 4, Sec. 5.

<sup>3</sup>Ibid., Sec. 1.

comparable to those required by recognized accrediting agencies. (c) shall be in good financial condition and shall give to the State Board of Education sufficient evidence of being able to administer the fiscal affairs of the district in a proper manner.<sup>4</sup>

The State Board of Education is given discretionary powers in approving any school district as an independent district which does not maintain the standards mentioned above. The State Board of Education is required by law to inspect independent school districts to ascertain if those districts are maintaining the minimum standards required of such districts. After a school district has attained the status of independent school district, it shall remain an independent school district until removed from that status by the State Board of Education, which may re-classify it if minimum standards are not maintained.<sup>5</sup>

The Oklahoma School Code defines the dependent school district in the following terms: "Dependent school districts shall be those which have not met the above enumerated standards and have not been designated as independent school districts by the State Board of Education."<sup>6</sup>

The governing body of the local school district is determined by law as the board of education. In the independent school district the executive officer of the board of education is the superintendent of schools. He is employed by the board of education for one year on a continuing contract basis. He is required by law to perform duties as may be authorized by law or as may be prescribed by the board of education. The executive officer of the board of education of the dependent school district is the County Superintendent of Schools. He

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<sup>4</sup>Ibid., Sec. 2.

<sup>5</sup>Ibid.

<sup>6</sup>Ibid., Sec. 3.

is a statutory officer and is elected for a term of two years. His duties are prescribed by law, and by request of the boards of education in the dependent school districts.

The composition of the board of education, in an independent district, and in a dependent district maintaining a high school, is defined in the law as follows: "The board of education of an independent school district and of a dependent school district maintaining a high school shall consist of five (5) members . . .<sup>7</sup>

All members of a board of education in an independent school district, and in a dependent school district maintaining a high school, are elected from the district at large for five-year terms. The terms of board members are staggered so that one member is elected each year on the fourth Tuesday in March. All board members must file for offices of members of the board of education, provided:

. . . that if there is located in an independent school district a city having four (4) wards and outlying territory, not more than one (1) member of the board of education of independent school districts shall be a resident of the same ward; but if a city has less than four (4) wards and there is no outlying territory, at least one (1) member of the board of education shall reside in each ward.<sup>8</sup>

The composition of the board of education for a dependent non-high school district is defined by law as follows:

The board of education of a dependent school district not maintaining a high school shall consist of three (3) members elected by the school district electors of the district at large. Each member shall be elected for a term of three (3) years and until his successor is duly elected or appointed and has qualified.<sup>9</sup>

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<sup>7</sup>Ibid., Sec. 7.

<sup>8</sup>Ibid.

<sup>9</sup>Ibid., Sec. 9.



Further provisions are made for the election of members of the board of education in an independent school district operating under a charter. In such a district the law provides that:

Any city (a) having a population of five thousand (5,000) or more and (b) having a charter form of government and (c) which is located in an independent school district may fix the number and regulate the time and manner of electing the members of the board of education of such district, and the provisions of any charter already adopted and in force or any ordinance adopted pursuant thereto prescribing the number of members or time and manner of election of the board of education are hereby validated and legalized. Provided any such ordinance which may hereafter be adopted shall not become effective until it has been submitted to a vote of the school district electors of such district approved by them.<sup>10</sup>

It is difficult to enumerate all the powers and duties, prescribed by the Constitution and statutes, of a board of education in either an independent or a dependent school district. Those powers and duties are very broad and almost unlimited within the framework of the Constitution and the statutes. The broad grant of powers to a board of education enables it, within the resources available, to develop a program of education needed in any given school district.

Area was a determining factor in the creation of elementary school districts, and population was a factor in the creation of high school districts.<sup>11</sup> Because of the factors of area and population, school districts of many types or kinds were created. Some school districts were created as Independent School Districts; some as Independent Consolidated School Districts; some as Independent Union Graded School Districts; some as Dependent Common School Districts; some as Dependent Consolidated School Districts; and some as Dependent Union Graded School Districts. The various terms used to describe the several types or kinds

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<sup>10</sup>Ibid., Sec. 10.

<sup>11</sup>J. Andrew Holley et al. "A Study of Local School Units In Oklahoma," State Department of Education (Oklahoma City, 1937), p. 1.

of school districts were merely variations of the two main types, Independent and Dependent School Districts. For the purposes of this study all school districts in Oklahoma will be referred to as either Independent or Dependent.<sup>12</sup>

Table I shows the trend in the total number of school districts from 1915 to 1955. There was a total of 5,978 school districts in Oklahoma in 1915. There were 165 independent districts and 5,815 dependent districts. By 1920 the number of districts had decreased to 5,745. The

TABLE I  
Independent and Dependent School Districts  
In Oklahoma, 1915-1955

School Year Ending	Number of Districts by Type				Total Districts
	Independent		Dependent		
	Number	Per Cent	Number	Per Cent	
1915	165	2.8	5,813	97.2	5,978
1920	376	6.5	5,369	93.5	5,745
1930	467	9.2	4,628	90.8	5,095
1940	427	9.2	4,217	90.8	4,644
1950	766	29.4	1,844	70.6	2,610
1955	566	32.5	1,172	67.5	1,738

Source: Sixth, Eighth, Thirteenth, Fifteenth, Twenty-Third Biennial Reports and Records in Finance Division, State Board of Education.

number of independent districts had increased to 376, and the number of dependent districts had decreased to 5,369. By 1930 the total number of districts had decreased to 5,095. The number of independent districts

<sup>12</sup>Ibid., p. 43.

increased further to 467 and the dependent districts decreased further to 4,628. By 1940 the total number of districts had decreased to 4,644. From 1930 to 1940 there was a slight decrease in the number of independent districts, from 467 to 427. During this same period there was a much greater decrease in the number of dependent districts, from 5,095 to 4,644. During the next decade, from 1940 to 1950, there was a sharp increase in the number of independent districts, from 427 to 766. There was a much sharper decrease in the number of dependent districts, from 4,217 to 1,844. The decade from 1940 to 1950 was the period of sharpest decrease in the total number of districts, a decrease of from 4,644 to 2,610 in 1950. The very sharp decline in the total number of districts, particularly in the number of dependent districts, was due to the so-called "piece-meal" annexation law of 1941,<sup>13</sup> to the mandatory annexation laws of 1947 to 1949,<sup>14</sup> and to the tremendous shift in population which is discussed in a later section of this chapter. By 1955, the total number of districts had declined to 1,738, the number of independent districts had declined to 566, and the number of dependent districts had declined to 1,172.

On a percentage basis the decrease in the total number of districts from 1915 to 1955 was 243.9 per cent. For the same period of time the increase in the number of independent districts was 243.0 per cent, and the decrease in the number of dependent districts was 396.2 per cent. The decade from 1940 to 1950 was the period of greatest decrease in the total number of districts and in the number of dependent districts. Also

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<sup>13</sup>State Superintendent of Public Instruction, School Laws of Oklahoma (Oklahoma City, 1943), Art. XI, Secs. 247-52.

<sup>14</sup>Ibid., Art. VII, Sec. 117 (A).

this period was the period of greatest increase in the number of independent districts. During this decade the total number of districts decreased 77.9 per cent, the number of independent districts increased 79.4 per cent, and the number of dependent districts decreased 129.2 per cent.<sup>15</sup>

Trends in total enrollment, and enrollment in independent and dependent districts of Oklahoma are shown in Table II. These trends are very clear. There has been a steady increase in enrollments in independent districts and a steady decrease in enrollments in dependent districts. In 1915 the enrollment in independent districts was 123,911 and the enrollment in dependent districts was 385,044. In 1915 the enrollment in independent districts comprised only 24.3 per cent of the total enrollment whereas the enrollment in dependent districts comprised

TABLE II

Trends in Enrollment in Independent and  
Dependent School Districts in Oklahoma,  
1915-1955

Year Ending	Enrollment		Total Enrollment
	Independent	Dependent	
1915	123,911	385,044	508,955
1920	238,308	350,403	588,711
1930	359,428	323,222	682,650
1940	373,119	238,699	611,818
1950	439,395	52,649	492,044
1955	472,998	56,882	529,880

Source: Sixth, Eighth, Thirteenth, Fifteenth, Twenty-Third Biennial Reports of State Superintendent of Public Instruction, and Records, Finance Division, State Board of Education.

<sup>15</sup>Percentages are figured from data found in Table I.

75.7 per cent of the total enrollment. The enrollment in independent districts increased from 123,911 in 1915 to 472,998 in 1955, an increase of 281.7 per cent. The enrollment in dependent districts decreased from 385,044 in 1915 to 56,882 in 1955, a decrease of 576.9 per cent.<sup>16</sup>

The independent school district in Oklahoma is organized for purposes of instruction into one or more attendance units or schools. It may be organized into one or more elementary schools, one or more junior high schools, and one or more high schools; or, one or more elementary schools and one or more high schools. In independent districts the organization of attendance units or schools for elementary instruction may be for grades 1-6 or 1-8, for junior high school instruction for grades 7-8 or 7-9, and for senior high school instruction for grades 9-12 or 10-12. More usually, the pattern of organizing attendance units or schools in independent districts is that of one or more elementary schools, comprising grades 1-6, one or more junior high schools comprising grades 7-9, and one or more high schools comprising grades 10-12. Usually the junior high school attendance area embraces two or more elementary attendance areas. Usually the high school attendance area embraces not only the area within the boundaries of the district, but also adjacent dependent districts in the transportation area.

There are two kinds of dependent school districts in Oklahoma; namely, the dependent high school district and the dependent non-high school district. For the purposes of instruction the dependent high school district usually is organized into an elementary attendance area, grades 1-8, embracing the same area as the school district and a

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<sup>16</sup>Percentages are figured from data taken from Table II.

high school attendance area, grades 9-12, extending beyond district boundaries into a transportation area. The dependent non-high school or elementary district and the attendance area of such district is coterminous and is served by a school, usually organized to offer instruction in grades 1-8. There were 1,147 elementary attendance units in non-high school districts in Oklahoma during the 1955-56 school year, as shown in Table III.

TABLE III

Elementary Attendance Units in Non-High School Districts of Oklahoma, Classified According to Number of Teachers Employed, 1955-56

Attendance Unit Number of Teachers	Number of Units	Per Cent of Total
1 Teacher	602	52.5
2 Teachers	392	34.2
3 Teachers	84	7.3
4-7 Teachers	62	5.4
8 Teachers or More	7	.6
Total Units	1,147	100.0

Source: Twenty-Sixth Biennial Report of the State Superintendent of Public Instruction.

Of this number 602, or 52.5 per cent, employed one teacher; 395 or 34.2 per cent employed two teachers; 84 or 7.3 per cent employed three teachers; 62 or 5.4 per cent employed not fewer than four nor more than seven teachers; and only 7 employed eight teachers or more.

For the same school year there were 1,172 elementary schools and 741 high schools in high school districts of Oklahoma. Of the

TABLE IV

Elementary and High School Attendance Units  
in High School Districts of Oklahoma,  
According to Number of Teachers  
Employed, 1955-1956

Number of Teachers	Number of Schools	Per Cent of Total
<u>Elementary</u>		
Less than 6 teachers	480	40.9
6-12 teachers	461	39.3
13-18 teachers	155	13.3
19 or more teachers	76	6.5
Total Elementary	1,172	100.0
<u>High School*</u>		
Less than 12 teachers	552	74.5
13-18 teachers	94	12.7
19-30 teachers	50	6.7
31 teachers or more	45	6.1
Total High School	741	100.0

\*Includes grades 9-12 for school districts not operating a junior high school and grades 7-12 for school districts operating a junior high school.

Source: Personnel records in the files of the State Department of Education, Oklahoma City.

elementary schools 480 or 40.9 per cent employed less than 6 teachers, each; 412 or 39.3 per cent employed not less than 6 nor more than 12 teachers, each; 155 or 13.3 per cent employed not less than 13 nor more than 18 teachers, each; and 76 or 6.5 per cent employed 19 teachers or more.

Of the 741 high schools 552 or 67.8 per cent employed fewer than twelve teachers, each; 94 or 12.7 per cent employed at least 12 but fewer than 19 teachers, each; 50 or 6.7 per cent employed at least 19 but fewer than 31 teachers, each; 45 or 6.1 per cent employed 31 or more teachers.

The minimum elementary school curricula are the same, whether they be in the one-teacher school or in the multi-teacher school. The minimum curricula prescribed by the Rural and Elementary Division of the State Department of Education are the same for all elementary schools, as follows:<sup>17</sup>

<u>Grade</u>	<u>Subject</u>
1	Numbers, Social Studies, Health, Art, Science, Reading, Writing, Music.
2	Numbers, Social Studies, Health, Science, Reading, Language, Art, Spelling, Writing, Music.
3	Arithmetic, Geography, Social Studies, Health, Science, Reading, Language, Art, Spelling, Writing, Music.
4	Arithmetic, Geography, Social Studies, Health, Science, Reading, Language, Art, Spelling, Writing, Music.
5	Arithmetic, Geography, American History, Social Studies, Health, Science, Reading, Language, Art, Spelling, Writing, Music, Dictionary.

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<sup>17</sup>State Department of Education, Annual Elementary Bulletin (Oklahoma City, July 1955), No. 119-A.



<u>Grade</u> (Continued)	<u>Subject</u>
6	Arithmetic, Geography, European History, Social Studies, Health, Science, Oklahoma History, Reading, Language, Spelling, Art, Writing, Music, Dictionary.
7	Arithmetic, Geography, Health, Science, Literature, Language, Art, Music, United States History, Civics, Social Studies, Agriculture, Homemaking, Spelling, Dictionary, Oklahoma History.
8	Arithmetic, United States History, Civics, Social Studies, Health, Science, Agriculture, Homemaking, Literature, Language, Art, Music, Spelling, Writing, Dictionary.

The broad or concentrated coverage of the curricula depends largely on the number of teachers in a school. In a one-teacher school the scope of instruction is spread over all the subjects offered in eight grades, whereas in a multi-teacher school the scope of instruction for each teacher is concentrated in fewer grades. If the school is large enough to have at least one teacher for each grade, the teacher is able to concentrate her instruction on one grade level. It is very difficult for a teacher, even though she might have a small number of students, to offer instruction on many different grade levels and at many different age levels.

It is on the high school level of instruction that a great variance in the program of studies among the several high schools of the state is more noticeable. In the elementary schools the basic core of instruction is the same, at least theoretically, for the one-teacher or the multi-teacher school. But, in the high school, the curricula must be broadened because of the varying interests of high school students, and because there must be terminal education as well as education for college entrance and entrance to trade and vocational schools.

During the school year 1954-55, there were 761 accredited high schools in Oklahoma, including schools which belonged to the North Central

Association of Colleges and Secondary Schools.<sup>18</sup> Table V shows the scope of offerings in those high schools. In the area of Language Arts 61 high schools offered three units; 441 high schools offered four units; 195 high schools offered five units; 28 high schools offered six units; 17 high schools offered seven units; 4 high schools offered eight units; and 7 high schools offered ten units or more.

In the area of Mathematics 6 high schools offered no units; 94 high schools offered one unit; 275 high schools offered two units; 250 high schools offered three units; 103 high schools offered four units; 34 high schools offered five units; and 1 high school offered six units.

In the area of Social Science all the high schools offered some credit. The largest number of high schools, 220, offered four units; 29 high schools offered one unit; 114 high schools offered two units; 215 high schools offered three units; 140 high schools offered five units; 33 high schools offered six units; 8 high schools offered seven units; and 2 high schools offered eight units or more.

There were 15 high schools which did not offer any units of credit in Science. There were 238 high schools which offered only one unit; 319 which offered two units; 115 which offered three units; 45 which offered four units; 19 which offered five units; 6 which offered six units; 1 which offered seven units; 2 which offered eight units; and only 1 which offered ten units or more.

Foreign Language was not offered in 641 of the 761 high schools. Only 4 high schools offered as many as seven units and only 2 high schools offered ten units or more.

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<sup>18</sup>State Department of Education, Annual High School Bulletin (Oklahoma City, June 1955), No. 113-D.

TABLE V

High Schools in Oklahoma Offering Specified Number of Units  
of Credit in Each of the Instructional Areas for the  
761 Accredited High Schools in Oklahoma, 1954-55

Area	Number of High Schools Offering Specified Number of Units of Credit											
	None	$\frac{1}{2}$	1	2	3	4	5	6	7	8	9	10 or more
Language Arts	0	0	0	0	61	441	195	28	17	4	8	7
Mathematics	6	0	94	275	250	103	34	1	0	0	0	0
Social Science	0	0	29	114	215	220	140	33	8	1	1	0
Science	15	0	238	319	115	45	19	6	1	2	0	1
Foreign Language	641	0	24	51	5	27	1	6	4	0	0	2
Commerce	46	1	23	34	120	250	197	69	9	2	5	5
Industrial Arts	280	1	73	227	117	44	9	6	3	0	0	1
Industrial Education	612	4	51	33	10	15	9	3	3	4	1	16
Vocational Education	57	1	59	116	81	67	36	135	67	136	3	3
Driver and Safety Education	418	214	129	0	0	0	0	0	0	0	0	0
Fine Arts	365	12	156	109	65	17	18	12	4	1	1	1

Source: Annual High School Bulletin, Number 113-D, June 30, 1955.

There were 280 high schools which did not offer credit in Industrial Arts; 612 which did not offer credit in Trade and Industrial Education; 418 which did not offer credit in Driver and Safety Education; and 365 which did not offer credit in Music or Fine Arts. Fifty-seven high schools did not offer credit in Vocational Education, whereas 135 high schools offered as many as six units of credit, and 136 high schools offered as many as eight units of credit in Vocational Education.

Many of the services for pupils and staff members in the public schools of Oklahoma are provided jointly by the local district, other agencies of government, the intermediate unit, and the State Department of Education.

Much of the supervision of instruction in elementary and secondary schools of Oklahoma is done by principals and superintendents. Only a few of the larger school districts, like Enid, Lawton, Midwest City, Muskogee, Oklahoma City, Ponca City, and Tulsa provide specialized supervision of the instruction.<sup>19</sup> The State Department of Education is limited in the amount of direct supervision of instruction which it can provide. The Division of Vocational Education provides area supervisors in the fields of Vocational Agriculture, Trade and Industrial Education, Distributive Education, Vocational Home Economics, and Vocational Rehabilitation. Also, some direct supervision is provided by the Division of School Lunch, and by the Division of Special Education.<sup>20</sup>

With the purpose of improving instruction at the local level, many of the state colleges provide workshops, short courses, and seminars for

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<sup>19</sup>Personnel Records in the State Department of Education, 1954-55.

<sup>20</sup>State Superintendent of Public Instruction, Oklahoma School Services (Oklahoma City, 1952), Bulletin No. R-1, pp. 50-1.

teachers. In addition, professional organizations and the local school districts provide many professional services for teachers. Some state colleges provide materials centers which include library of films, and libraries of professional materials. The State of Oklahoma encourages teachers to use instructional films and appropriates money to purchase films which are deposited in regional libraries located at the state colleges.<sup>21</sup> Some colleges, particularly Oklahoma A. and M. College and the University of Oklahoma, provide consultative services in many areas, some of which are curriculum improvement, school plant facilities, extension services, testing, and adult education.

In the areas of health education and services the local school district depends heavily on the state and county health departments. But, since many counties in the state do not have county health departments, the vital area of pupil health and health services is neglected in many sections of the state. Some school districts are able to employ school nurses, but most of the districts do not have the financial resources with which to employ nurses.

The State of Oklahoma provides a meager appropriation for special education of physically and mentally handicapped children. The appropriation is so meager that it is estimated that adequate educational opportunities are provided for slightly more than one out of every fifty physically handicapped children; for one out of every one hundred deaf and hard of hearing children; for three out of every one hundred blind and partially blind children; for approximately five out of every one hundred

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<sup>21</sup>Ibid. Twenty-Fifth Biennial Report (Oklahoma City, 1952-54), pp. 62-3.

slow learning children; and for nine out of every one hundred speech defective children.<sup>22</sup>

School lunch services were provided for only about one-third of the pupils in average daily attendance during the 1953-54 school year. The average number of children participating in the school lunch program was 146,986.<sup>23</sup> It is interesting to note that the average number of pupils participating in the school lunch program has been steadily increasing each year since the program was started.<sup>24</sup> During the 1950-51 school year, from September through May, the average number of pupils participating daily in the school lunch program was 132,955.<sup>25</sup> The average number of pupils participating daily had increased to 146,986 during the 1953-54 school year,<sup>26</sup> and to 156,009 during the 1955-56 school year.<sup>27</sup>

Oklahoma has made impressive strides in recent years in the increased amount of professional training acquired by the teachers in the public schools. In the 1939-40 school year there were 20,980 public school teachers in the state. Of this number no teachers held Doctor's degrees; 2,333 or 11.1 per cent held Master's degrees; 12,291 or 58.6

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<sup>22</sup>Ibid., pp. 57-8.

<sup>23</sup>Ibid., p. 290.

<sup>24</sup>Records in the School Lunch Division, State Department of Education, 1955-56.

<sup>25</sup>State Superintendent of Public Instruction, Twenty-Fourth Biennial Report (Oklahoma City, 1952).

<sup>26</sup>State Superintendent of Public Instruction, Twenty-Fifth Biennial Report (Oklahoma City, 1954).

<sup>27</sup>Records in the School Lunch Division, State Department of Education, 1955-56.

per cent held Bachelor's degrees; 6,366 or 30.4 per cent had less than a Bachelor's degree.<sup>28</sup> During the 1954-55 school year there were 20,075 public school teachers in the state. Of this number 40 or .2 per cent held Doctor's degrees; 5,832 or 29.1 per cent held Master's degrees; 13,758 or 69.5 per cent held Bachelor's degrees; and only 445 or 2.2 per cent had less than a Bachelor's degree.<sup>29</sup> A clearer picture of the trend in the upgrading in the professional qualifications of the public school teachers of the state is shown in Figure 1. The most improvement has been made in the upper brackets of professional training. The percentage increase in the number of teachers holding the Doctor's degree was from 0.0 in 1939-40 to .2 per cent in 1954-55. The increase in the percentage of teachers holding the Master's degree was from 11.1 in 1939-40 to 29.1 per cent in 1954-55. The increase in the percentage of teachers holding the Bachelor's degree was from 28.5 per cent in 1939-40 to 68.5 per cent in 1954-55. The decrease in the percentage of teachers with training less than is required for the Bachelor's degree was from 30.4 in 1939-40 to 2.2 per cent in 1954-55.

Adult Education services provided by the public schools of Oklahoma are limited. Until 1956 there was no Director of Adult Education Services in the State Department of Education. Local school districts have received some impetus toward establishing programs of adult education from the Division of Vocational Education, the Veterans' Training Program, the Veterans' Agricultural Training Program, and the extension

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<sup>28</sup>State Superintendent of Public Instruction, Eighteenth Biennial Report (Oklahoma City, 1938-40), pp. 307-11.

<sup>29</sup>State Superintendent of Public Instruction, Twenty-Sixth Biennial Report (Oklahoma City, 1956), p. 146.

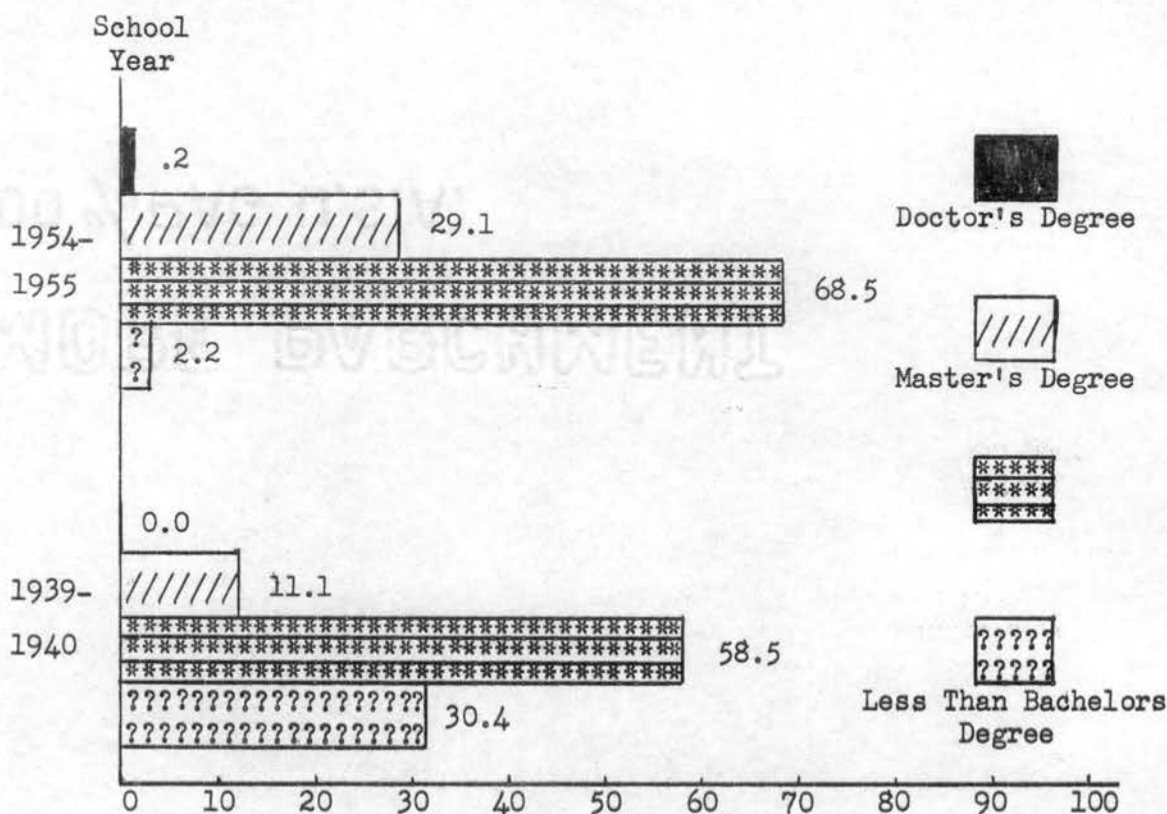


Figure 1

Per Cent of Public School Teachers in Oklahoma According to College Preparation, 1954-55

and short course training services of state colleges, the University of Oklahoma, and the Oklahoma Agricultural and Mechanical College. There are no records readily available on the extent of adult education in the state. A survey by the Extension Division of the University of Oklahoma in 1950 showed that 53 school districts reported no adult classes and 55 reported that adult classes in some areas were organized. The most commonly mentioned types of adult education in this survey were Veterans' Agricultural Training, classes conducted by the vocational divisions of the local high schools, such as farm shop, show card



painting, sewing, welding, personnel management, basic English, typing, first aid, driver and safety education, and physical education.<sup>30</sup>

Some school districts are authorized by law to provide transportation for pupils eligible to receive transportation. The law authorizing transportation states:

Any school district maintaining a high school or any school district which was entitled to operate legal transportation during the school year 1954-55, may provide transportation for each child who should attend any public elementary or high school when, and only when, transportation is necessary for accomplishment of one of the following purposes: (1) to provide adequate educational facilities and opportunities which otherwise would not be available; (2) to transport children whose homes are more than reasonable walking distance, as defined by regulations of the State Board of Education, from the school attended by such pupil.<sup>31</sup>

As early as 1905, the Oklahoma Territorial Legislature recognized transportation as a function of the consolidated district. During the decade from 1930 to 1940 the State of Oklahoma recognized transportation as a state function.<sup>32</sup> Since that time transportation services have been expanded and the cost of such services has been guaranteed by the State.<sup>33</sup>

For the school year ending June 30, 1954, transportation services were provided by 3,252 buses and 187 cars. The average daily haul was 122,094. Since the average daily attendance for the school year 1953-54 was 435,003, the average daily haul represents almost one third, or 28.1 per cent, of the pupils in average daily attendance. The

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<sup>30</sup>O. W. Davison, Results of Questionnaire on Adult Education Classes Available in Public Schools of Oklahoma (Norman, Nov. 1, 1950).

<sup>31</sup>State Superintendent of Public Instruction, The Oklahoma School Code (Oklahoma City, 1955), Art. 9, Sec. 1.

<sup>32</sup>Ibid., Eighteenth Biennial Report (Oklahoma City, 1938-40), p. 107.

<sup>33</sup>Ibid.

vehicles traveled over 12,806 miles of paved roads, 30,871 miles of improved roads, and 13,098 miles of unimproved roads.<sup>34</sup> There has been a steady improvement in the conditions of school bus routes in recent years, so that it may be stated that:

Road conditions for school bus routes in the State of Oklahoma have been improved to such an extent that in many counties of the state we find little or no road conditions on school bus routes that will not permit the school buses to operate over them safely and comfortably at nearly all times. This, of course, would exclude severe snow storms or flood conditions.<sup>35</sup>

The total amount of expenditure for all transportation services during the 1953-54 school year was \$6,146,131, and the expenditure per pupil in average daily haul was \$50.34.<sup>35</sup>

Funds used by local districts for maintenance, operation, and permanent improvements are derived from three main sources: Local, state, and federal taxes. These sources, total amounts, per cents, amount for maintenance and operation, and amount for permanent improvements for the year 1953-54 are shown in thousands of dollars as follows:<sup>37</sup>

<u>Source</u>	<u>Total</u>	<u>Per Cent</u>	<u>Maintenance Operation</u>	<u>Permanent Improvements</u>
Local	56,013	49.5	42,195	13,818
State	52,646	46.6	52,646	0
Federal	4,368	3.9	333	4,035
Total	113,027	100.0	95,174	17,853

<sup>34</sup>Ibid., Twenty-Fifth Biennial Report (Oklahoma City, 1952-54), p. 362.

<sup>35</sup>Letter from Wesley L. Camp, Director of Transportation, State Department of Education, dated November 1, 1955.

<sup>36</sup>State Superintendent of Public Instruction, Twenty-Fifth Biennial Report (Oklahoma City, 1952-54), p. 362.

<sup>37</sup>Ibid.

The main source of local school district revenue is the ad valorem tax, which yielded \$39,758,644.31 for maintenance and operation and \$13,818,036.62 for permanent improvements during the 1953-54 school year.<sup>38</sup> Local school district revenues for ad valorem levies for maintenance and operation are derived from four levies: (1) a constitutional mandatory levy of not less than 5 mills,<sup>39</sup> (2) a statutory permissive excess levy of not to exceed 15 mills,<sup>40</sup> (3) a constitutional permissive levy of not to exceed 5 mills,<sup>41</sup> and (4) a constitutional mandatory county-wide 4 mill levy, the proceeds of which are apportioned to all school districts of a given county on the basis of average daily attendance.<sup>42</sup> In addition to local funds derived from ad valorem tax levies the State of Oklahoma guarantees to a school district enough State Aid to insure a full term of school (10 months), provided the said district meets the conditions and requirements as defined in the "Minimum Program" and "Minimum Program Income" of the said district.<sup>43</sup>

The source of local school district revenue for permanent improvements is also the ad valorem tax. Local school revenue for permanent improvements are derived from two levies: (1) a constitutional permissive bond levy of up to 10 per centum of the net valuation of taxable property

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<sup>38</sup> Ibid.

<sup>39</sup> Oklahoma Constitution, Art. X, Sec. 10, as amended April 5, 1955.

<sup>40</sup> State Superintendent of Public Instruction, School Laws of Oklahoma, Art. IV, Sec. 77.

<sup>41</sup> Oklahoma Constitution, Art. X, Sec. 10, as amended April 5, 1955.

<sup>42</sup> Ibid., Art. X, Sec. 9, as amended April 5, 1955.

<sup>43</sup> State Superintendent of Public Instruction, The Oklahoma School Code, Art. 18, Secs. 2-4.

within the district,<sup>44</sup> and (2) a constitutional permissive 5-mill levy upon the net valuation of property within the district, the proceeds of which may be used for erecting, remodeling, and repairing school buildings, for purchasing furniture, or for one or more, or all, of such purposes.<sup>45</sup>

State aid funds are appropriated to a local school district to insure a full term of school (10 months). In the 1953-54 school year grants of State Aid were made in the amount of \$52,646,343, as follows: (1) Automobile License Tax, \$15,269,867.56, (2) Gross Production Tax, \$3,020,392.19, (3) R. E. A. Tax, \$181,169.61, (4) School Land Earnings, \$1,729,530.45, (5) Vocational Aid, \$589,407.59, (6) Special Education, \$164,139.36, (7) Free Textbooks, \$1,149,490.44, (8) Orphan Tuition, \$91,240, and (9) State Basic and Equalization Aid, \$30,451,106.<sup>46</sup>

The local school district receives some Federal aid in the form of special appropriations. During the 1953-54 school year, the school districts of Oklahoma received Federal aid for the purposes and in the amounts of: (1) Vocational Aid, \$333,363.30, (2) Indian Education, \$253,635.00, (3) School Lunch, \$1,318,060.00. Federal aid was granted to local school districts of Oklahoma in the amount of \$2,463,058.06 for "Federal Affected Areas," with the understanding that those funds could be used for both general maintenance and for school construction according to the terms of the contract between the local school district and the Federal government.<sup>47</sup>

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<sup>44</sup>Oklahoma Constitution, Art. X, Sec. 26, as amended April 5, 1955.

<sup>45</sup>Ibid., Sec. 10, as amended April 5, 1955.

<sup>46</sup>State Superintendent of Public Instruction, Twenty-Fifth Biennial Report (Oklahoma City, 1952-54), pp. 266-75.

<sup>47</sup>Ibid., p. 224.

Of the total funds collected from all sources by local school districts of Oklahoma in the 1953-54 school year, local sources accounted for 49.5 per cent, State sources accounted for 46.6 per cent, and Federal sources accounted for 3.9 per cent.

The General Fund expenditures, or the expenditures for maintenance and operation in the public schools of Oklahoma during the school year 1953-54, totaled \$97,416,867. The item, the amount, and the per cent for each expenditure are shown, as follows:<sup>48</sup>

<u>Item</u>	<u>Amount</u>	<u>Per Cent</u>
Teachers' Salaries	\$69,582,969	71.4
Maintenance and Operation	18,229,684	18.7
Transportation	6,139,415	6.5
Capital Outlay	3,301,093	3.3
Interest Paid	163,706	.1
Total	\$97,416,867	100.0

Under existing limitations, it is impossible for the local school district to provide adequate funds from local sources with which to finance a comprehensive program of education and services. Property values for tax purposes are so low that the ad valorem tax, once the principal source of support for the local school district, now provides less than half of the funds expended by the public schools. Because of the deterioration of the property tax and because of the wide variation of property values and wealth among the several counties of the state, a state foundation program is absolutely necessary to provide more equal educational opportunities.

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<sup>48</sup> Ibid., pp. 266-75.

There is a great variation among the several counties of the state in wealth, as expressed in property values. For the state as a whole, the average valuation per pupil in average daily attendance for the school year 1954-55 was \$4,317. Forty-six of the seventy-seven counties had valuations below the state average, and thirty-one counties had valuations above the state average. The range in valuation per pupil in average daily attendance among the several counties was from \$1,411 in Sequoyah County to \$15,527 in Beaver County. The five counties with the highest and the five counties with the lowest valuations per pupil in average daily attendance for the 1954-55 school year were:<sup>49</sup>

<u>Highest</u>		<u>Lowest</u>	
Beaver	\$15,527	Sequoyah	\$1,411
Cimarron	14,388	Adair	1,425
Texas	12,875	McCurtain	1,459
Grant	12,062	Cherokee	1,575
Alfalfa	11,935	Choctaw	1,634

Because of the deterioration of the property tax as a source of revenue for the local school district and because of the wide variance in assessed valuations among the several counties of the state, it has become necessary since 1937 to appropriate increasingly larger amounts of revenue from the State Treasury.

#### The Intermediate Unit

The intermediate unit in Oklahoma is the county, and the chief administrative officer of the intermediate unit is the County Superintendent

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<sup>49</sup>Records in Finance Division, State Department of Education, 1955.

of Schools, who is a statutory officer.<sup>50</sup> It is stated in the School Code that there was created, ". . . the office of county superintendent of schools for each county in Oklahoma."<sup>51</sup> Therefore, there are 77 intermediate units of school administration in the State.

The County Superintendent of Schools is elected by popular vote for a two-year term and may be reelected indefinitely. He must meet the following conditions and qualifications:

(1) he is a qualified elector of the county; (2) has a standard bachelor's degree from a college recognized by the State Board of Education; (3) is holder of an appropriate administrator's certificate issued by the State Board of Education; and (4) shall have been actively engaged in continuous teaching in the public schools of the State of Oklahoma for a period of not less than thirty-six (36) school months during the four (4) years immediately preceding the time of his filing for office.<sup>52</sup>

The general duties of the County Superintendent of Schools are described in these words: "The County Superintendent of Schools shall have general administrative direction and supervision of all dependent school districts in the county."<sup>53</sup>

In addition to the many general duties<sup>54</sup> he is required to perform, the County Superintendent of Schools is charged with a number of specific duties, among which are the following: He must (1) approve all contracts of teachers and personnel under his supervision; (2) keep a permanent file in which he shall record all pertinent information relative to teaching certificates and other certificates; (3) visit all schools

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<sup>50</sup>Ibid., Art. 3, Sec. 4.

<sup>51</sup>Ibid., Sec. 1.

<sup>52</sup>Ibid.

<sup>53</sup>State Superintendent of Public Instruction, The Oklahoma School Code, 1955, Art. 3, Sec. 4.

<sup>54</sup>Ibid.

under his supervision and advise with teachers relative to the classification of pupils, methods of instruction, condition and upkeep of buildings, grounds, and equipment; (4) keep a complete record of his official acts and the registers of teachers and principals under his supervision; (5) make such reports to the State Department of Education and other county and state officials as may be required by law or by regulation of the State Board of Education; (6) make apportionments of funds to which the schools of his county are entitled; and (7) furnish the proper county and state officials with an accurate description of the boundaries of the various districts in his county.<sup>55</sup>

✓ The intermediate unit in Oklahoma is primarily a service unit. It is composed of the Office of the County Superintendent of Schools and one or more basic units or dependent school districts. In Oklahoma there are two types of dependent school districts; namely, the dependent non-high school district and the dependent high school district. In almost all of the dependent non-high school districts the administrative and attendance units are coterminous. In the dependent high school districts the elementary attendance unit is coterminous with the administrative unit, but the high school attendance unit extends out beyond the boundaries of the school district into other dependent non-high school districts to form an attendance and transportation area. The dependent school districts are, ". . . under the supervision of the County Superintendent of Schools and the administration of the respective boards of education."<sup>56</sup> The organization of local boards of education in the

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<sup>55</sup>Ibid.

<sup>56</sup>Ibid., Art. 4, Sec. 1.



dependent districts have been discussed under the topic of the organization of local boards of education.<sup>57</sup>

The area of responsibility of the County Superintendent of Schools or intermediate unit is the political subdivision known in Oklahoma as the county. The seventy-seven intermediate units range in size from 414 square miles in Marshall County to 2,293 square miles in Osage County. The range in density of population among the seventy-seven counties is from 3 persons per square mile in Cimarron County to 459 persons per square mile in Oklahoma County.<sup>58</sup>

Table VI shows the total number of districts comprising the seventy-seven intermediate units, and the enrollments and percentages of increase or decrease in the total number of those districts from 1915 to 1955. The number of dependent school districts in Oklahoma has decreased from 5,815 in 1915 to 1,172 in 1955. Using 1915 as a base year this represents a relative decrease of from 1.00 in 1915 to .20 in 1955. Likewise, the total enrollment in the dependent school districts has decreased from 371,801 in 1915 to 56,882 in 1955. Again using 1915 as a base year, this represents a relative decrease of from 1.00 in 1915 to .15 in 1955. The greatest period of decrease in the number of dependent school districts was the decade from 1940 to 1950. During this time there was a reduction of 2,373 districts. In relative terms this was a decrease of from .73 to .32. Figures for the enrollment in dependent districts during this same decade were not available.

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<sup>57</sup>See p. 11.

<sup>58</sup>United States Bureau of the Census, City and County Data Book (Washington, D. C., 1955).

TABLE VI

Decrease in Number and in Enrollment of  
Dependent School Districts in Oklahoma,  
1915-1955

Year Ending	Number of Districts	Index Number	Enrollment	Index Number
1915	5,815	1.00*	371,801	1.00*
1920	5,369	.92	350,603	.94
1930	4,628	.79	323,222	.87
1940	4,217	.73	238,699	.64
1950	1,844	.32	---	---
1955	1,172	.20	56,882	.15

\*Base Year, for Index Number, 1915, represented as 1.00.

Source: Holley et al. Also Eighteenth, Twenty-Third Biennial Reports and Records in the Division of Finance, State Board of Education.

The decrease in the number of districts and the decrease in the enrollment of dependent school districts were generally well distributed over the state. During the 1954-55 school year there was only one intermediate unit which included as many as 59 districts. There was one intermediate unit which included no dependent districts. The information below indicates the number of intermediate units with the number of dependent districts in each unit.<sup>59</sup>

<sup>59</sup>Annual Statistical Reports of County Superintendent, State Department of Education, 1954-55.

<u>Number of Dependent Districts Per Intermediate Unit</u>	<u>Number of Intermediate Units</u>
Less than 10	30
10-19	22
20-29	16
30-39	6
40 or More	3

The intermediate units with the largest and the fewest number of dependent school districts for the 1954-55 school year were:<sup>60</sup>

<u>Largest</u>		<u>Fewest</u>	
Cherokee	59	Kiowa	0
McCurtain	44	Dewey, Ellis, Greer, each	2
Pittsburg	41	Alfalfa, Harmon, Kingfisher and Washita, each	3
Muskogee	39	Harper, Jefferson Tillman, Tulsa, and Woodward, each	4
LeFlore	36	Custer, Roger Mills, each	5

The five intermediate units with the highest and the five intermediate units with the lowest total enrollment for the 1954-55 school year are shown below:<sup>61</sup>

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<sup>60</sup>Ibid.

<sup>61</sup>Ibid.

<u>Highest</u>		<u>Lowest</u>	
Oklahoma	2,540	Kiowa	0
McCurtain	2,238	Dewey	35
Cherokee	2,159	Ellis	67
Adair	2,030	Custer	114
LeFlore	1,903	Mayes and Greer, each	127

Since the number of pupils enrolled is an important factor in determining the appropriateness of an intermediate unit, the following range of enrollments in the seventy-seven intermediate units is significant. The range for the 1954-55 school year is shown below:<sup>62</sup>

<u>Size of Intermediate Unit by Total Enrollment</u>	<u>Number of Intermediate Units</u>
Less than 99	3
100-499	29
500-999	26
1,000 - 1,499	9
1,500 - 1,999	5
2,000 - 2,499	4
2,500 - 2,999	1

There is no special significance attached to the above bracketing of the sizes of enrollments in the intermediate units. The brackets used are merely to show the small total enrollment in many of the intermediate units of Oklahoma.

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<sup>62</sup> Ibid.

### The State Level Organization

The state level organization for education in Oklahoma consists of the State Superintendent of Public Instruction, the State Board of Education, and the State Department of Education.

✓ The State Superintendent of Public Instruction is a constitutional officer elected by the people for a term of four years.<sup>63</sup> The duties and obligations of this officer are prescribed by the constitution, the statutes, and the State Board of Education. He is required to execute a surety bond in the amount of five thousand dollars and to have his office at the seat of government. He is required to (1) keep all books and papers pertaining to his office, (2) upon proper request advise county superintendents of schools and district superintendents of schools on questions as to the powers, duties and functions of school district officials, (3) each two years to cause to be compiled, published, and distributed to boards of education and other public officials the school laws in force with such decisions, Attorney General's opinions and other information relating to the school laws of the state, and (4) to perform such other duties pertaining to the public school system as shall be prescribed by law and by the State Board of Education.<sup>64</sup>

The State Board of Education is defined as:

. . . the governing board of the State Department of Education and shall consist of seven (7) members. The State Superintendent of Public Instruction shall be a member and President of the Board. The remaining six (6) members shall be appointed by the governor by and with the advice and consent of the Senate.<sup>65</sup>

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<sup>63</sup>Constitution of Oklahoma, Art. VI, Sec. 1.

<sup>64</sup>State Superintendent of Public Instruction, The Oklahoma School Code (Oklahoma City, 1955), Art. 2 B, Secs. 1-3.

<sup>65</sup>Ibid., Art. II (A), Sec. 1.

The general requirements for members of the State Board of Education are that (1) they shall serve for a term of six (6) years, or until their successors have been duly appointed and qualified, and (2) they shall meet in regular session once each month and in special meetings which may be called by the President or a majority of the members.<sup>66</sup>

The State Board of Education has control of the State Department of Education and supervision of the public school system of the state. Subject to limitations as otherwise provided by law the State Board of Education shall (1) establish and prescribe the duties of an executive officer who shall be the State Superintendent of Public Instruction, (2) adopt policies and make rules and regulations for the operation of the State Department of Education and the Public school system of the state, (3) have control of the administrative and supervisory agencies, and personnel of the State Department of Education, (4) submit to the Governor a departmental budget concerning funds needed for the department, state aid to schools, and determine the details by which the budget and appropriations are administered, (5) make out and deliver to the Governor and the Legislature a biennial report, (6) provide for the formulation and adoption of curricula, courses of study, and other instructional aids necessary for the adequate instruction of pupils in the public schools, (7) have exclusive authority in the matter of certification of personnel to be employed in the public schools, (8) make rules governing the construction of school buildings, (9) make rules and regulations for the accreditation, inspection, and supervision of the public schools, (10) be the legal agent to receive any federal funds for

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<sup>66</sup>Ibid.

education, (11) accept and provide for the administration of any gifts or donations which may be bequeathed to the public schools, (12) have general supervision of the school lunch program, (13) constitute the State Board of Vocational Education, (14) require any regular or special reports from the several school districts and school officers, (15) provide for the enumeration of all children, (16) provide for the supervision of the transportation of pupils, and (17) administer the State Public School Building Equalization Fund.<sup>67</sup>

The State Department of Education is defined as:

. . . that department of the state government in which is placed the agencies created or authorized by the Constitution and Legislature and are charged with the responsibility of determining the policies and directing the administration and supervision of the Public School System of the State. These agencies are the State Board of Education, and such divisions and positions as may be established by law and by the State Board of Education.<sup>68</sup>

Fifteen divisions have been created in the State Department of Education. The number of professional and non-professional personnel which was employed in each division for the school year 1955-56 is shown in Table VII. The total number of professional employees was 82 and the total number of non-professional employees was 77. The Division of Vocational Education, employing 21 professional employees and 17 non-professional employees, was the largest division in the State Department of Education. The Divisions of Finance and School Lunch employed 17 professional employees each; and 16 and 10 non-professional employees respectively. It should be noted that the Division of Instruction employed only 7 professional and 4 non-professional employees.

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<sup>67</sup>Ibid., Art. II (A), Secs. 1-4.

<sup>68</sup>Ibid., Art. I, Sec. 6.

TABLE VII

Divisions of the State Department of Education in Oklahoma,  
Number of Professional and Non-Professional Personnel,  
by Divisions, 1955-56

Division	Number of Personnel	
	Professional	Non-Professional
State Totals	87	77
Certification and Teacher Education	3	3
Instruction	7	4
Negro Education and Adult Education	1	0
Health and Physical Education	1	1
Special Education	3	2
School House Planning	1	1
Audio-Visual Education	1	1
Indian Education	2	2
Research and Census	2	1
Surveys and Federal Aid	2	2
Finance	17	16
Free Textbooks	2	5
School Lunch	17	10
Vocational Education	21	17
Vocational Rehabilitation	7	12

Source: Oklahoma Educational Directory, 1955-56.



Geography and Topography of Oklahoma<sup>69</sup>

Among the factors which may influence reorganization of school districts are geography and topography. With the improvement of communication and transportation facilities, and with the improvement of road conditions these factors have diminished in importance.

Oklahoma is considered one of the large states of the Union, since it ranks seventh in area among the states. Its area of 69,919 square miles is larger than that of any state east of the Mississippi River. It is divided into seventy-seven counties of which Osage, with 2,293 square miles, is the largest, and Marshall, with 414 square miles, is the smallest. The northern boundary of the state is 464 miles long. The Panhandle is 166 miles long from east to west, and 34 miles across from north to south. From north to south the state varies in distance from 222 miles to 34 miles. To cross the state from east to west one would have to travel a distance of 315 miles.

The important land formations in Oklahoma are hills, plains, plateaus, and mountains. Of these formations plains are the most prevalent and constitute the best agricultural sections. Practically all of western Oklahoma is plains where, generally speaking, more people live than in the hilly or mountainous areas. Oklahoma slopes in a general direction from west to east. The highest point of elevation is 4,000 feet in the Panhandle section and the lowest point of elevation is 500 feet in the extreme southeast section. The hill areas are the Wichita and Arbuckle Mountains where the land is sloping and usually not good for agricultural purposes. The only real mountainous area in

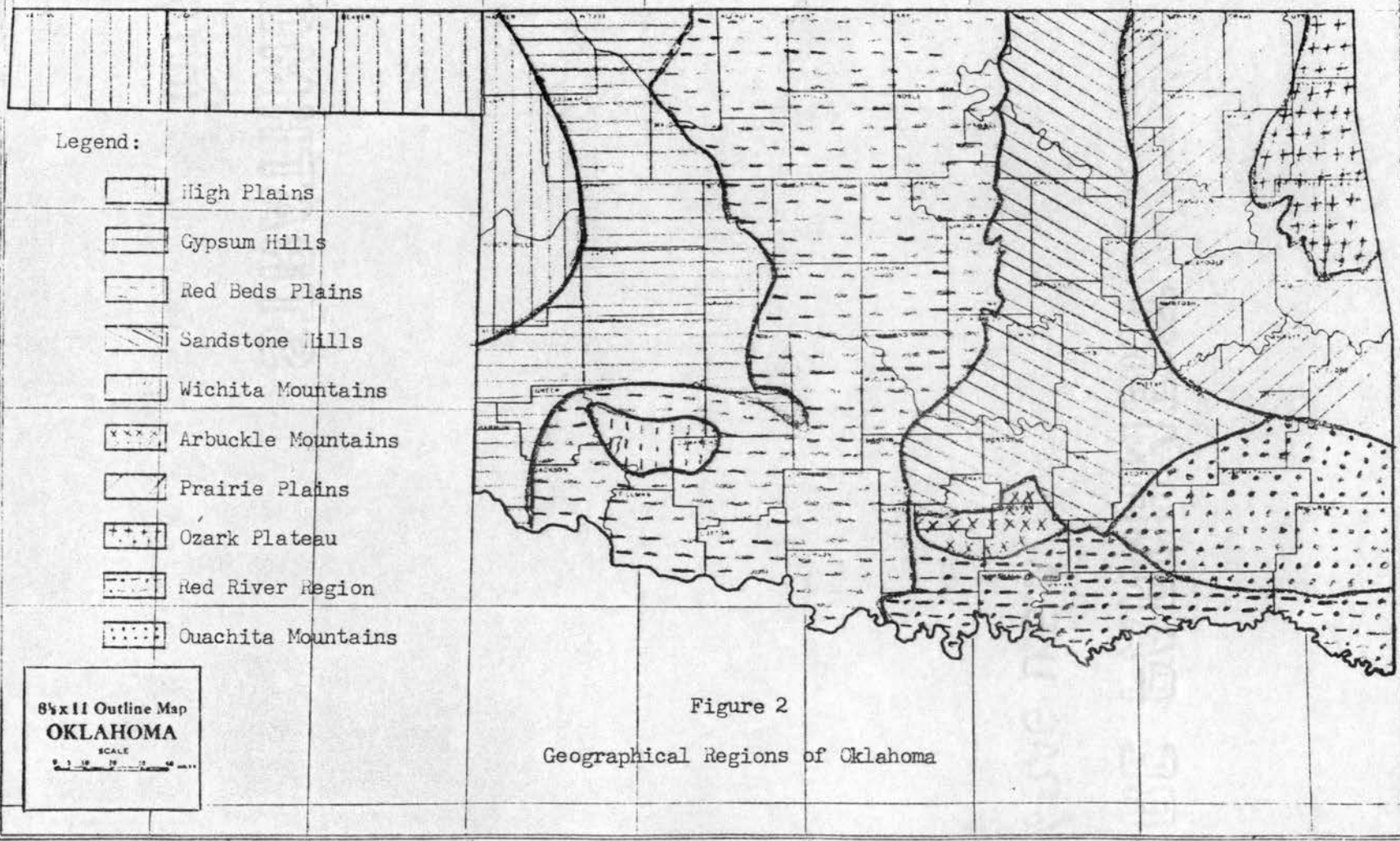
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<sup>69</sup>Adapted from John W. Morris, Oklahoma Geography (Oklahoma City, 1952).











Oklahoma is the Ouachita Mountains of the southeast section where most of the land is in slope. This section has many steep slopes, ridges, and cliffs. There are many mountains in this area with elevations of 2,000 feet or more. The boundaries of these regions are not always distinct. There are ten natural or geographic regions of Oklahoma.

The Ouachita Mountain Region, located in the southeastern part of the state, has the roughest topography of any of the regions. It is made up of many high, almost parallel, ridges extending in a general east-west direction. Mountains rise up to 2,900 feet in elevation with narrow ridges, sharp crests, and steep slopes. This area is sparsely settled because the land will not support a large population. Lumbering is the main industry. Farming is done on a small scale. There are few large towns in the area. The main trading centers are Idabel, Heavener, and Atoka on the fringes of the region. Antlers, with a population of 2,506, is the largest town of the region. Most of the trading centers are small country stores near some school or at crossroads of trails or roads. Generally speaking, roads in the area are poor, and sometimes they are only rough trails. Roads can be built only at a tremendous cost due to the many swift flowing streams, rugged terrain, and high ridges.

The Arbuckle Mountain Region comprises an area of approximately 1,000 square miles. It is located in the south-central part of the state. The region slopes from an elevation of 700 feet in the eastern part of the region. The streams are small and do not flow constantly. The largest river crossing the region is the Washita. Farming, mining, and ranching are the principal industries. Ranching is the most important industry. Many Hereford cattle are raised in this area, sometimes called "Hereford Heaven," on ranches ranging in size from 1,000 to 30,000 acres. Many



Legend:

-  High Plains
-  Gypsum Hills
-  Red Beds Plains
-  Sandstone Hills
-  Wichita Mountains
-  Arbuckle Mountains
-  Prairie Plains
-  Ozark Plateau
-  Red River Region
-  Ouachita Mountains

8 1/2 x 11 Outline Map  
**OKLAHOMA**  
 SCALE  
 0 10 20 30 40

Figure 2

Geographical Regions of Oklahoma

valuable minerals like asphalt rock and sand, limestone, glass sand, and dolemite are found here. The principal cities and towns are Ada, Sulphur, Tishomingo, and Davis. The mountains are low and rounded. They do not present the obstacles to road building as do the Ouachita Mountains.

The Wichita Mountain Region is characterized by smaller mountain areas than the other mountain areas mentioned above. This region is located, primarily, in Comanche and Kiowa Counties. The highest elevation in the region is Mt. Scott which has an elevation of 2,464 feet. The mountain ranges are connected underground with an occasional outcropping of dome-shaped peaks protruding above the surface of the earth. Several artificial lakes have been created in this region from the mountain streams. These lakes have been stocked with fish so that recreation has become an important industry of the area. Fort Sill, one of the country's largest important army posts, is located in this region. The principal trading centers of the area are Lawton and Hobart. There are no major obstacles to road building in this area.

The Ozark Plateau Region, in the northeastern part of the state, is much like the terrain in northwestern Arkansas and southwestern Missouri. It has many clear, swift-flowing streams and deep-sided river valleys. The largest streams are the Grand and Illinois Rivers which have been dammed to form The Lake O' the Cherokees, Lake Wagoner, and Lake Tenkiller. Spavinaw Creek has been dammed by the City of Tulsa to form Lake Spavinaw, a source of water supply and recreation. These lakes have created a recreation industry in this region. The land in this region is rough; and, therefore, the farms are small. This region is best suited to fruit and berry farming. Other industries are lead and zinc mining and livestock. The principal cities of the region are Jay, Miami, and

Picher. There are many small towns and villages in the region. Except for the lakes and the two larger streams, there are no serious obstacles to road building in the region.

The Red Plains Region is the area between the Red River and the Arbuckle Mountains. This is not a large area, as shown in Figure 4. The elevation of most of this area is less than 500 feet. Many streams flow in a southeasterly direction across these plains into the Red River. The main streams or rivers are the Kiamichi, Mountain Fork, Little River, all of which flow out of the Ouachita Mountains. Other streams of the region are the Clear and Muddy Boggy Rivers, Blue River, and Washita River, which flow across the region. Besides those larger streams there are many smaller streams which also traverse these plains. Lake Texoma, the largest in Oklahoma, was made by damming the Red River just below the confluence of the Washita and Red Rivers. The principal industry of the region is farming of peanuts, cotton, vegetables, and melons. Some oil and limestone are found in the region. The region is populated relatively densely, but many people have moved off the farms since 1940. The principal cities are the county seat towns of Marietta, Madill, Durant, Hugo, and Idabel, which are all trading centers for the farming areas. Broken Bow and Wright City are the principal trading centers of the region for the lumbering industries. Obstacles to road building in this area are the many streams, Lake Texoma, and the nature of the soil. However, these obstacles are not too serious.

The Prairie Plains Region is comprised of the lower Arkansas River Valley and the land west of the Ozark Plateau. Although it is called prairie plains, this region has many high hills and ridges. In this area are found many of the important minerals of Oklahoma, like oil and

coal. Some of the large centers of population are Tulsa, Bartlesville, Muskogee, Pryor, Vinita, Claremore, and Nowata. There is some manufacturing in the area located primarily in the larger cities. This manufacturing consists of products refined from the raw materials found in the area and in surrounding areas. There are many fine roads and highways in this region. There are no serious obstacles to road building needed to carry on the social and economic functions of the people.

The Sandstone Hills region is a relatively rough area of land west of the prairie plains and the Ouachita Mountain Regions. Agriculture and oil production are the main industries where some of the largest oil producing wells in the world are found. The farming sections are found in the valleys and on some of the flat-topped ridges and hills. The principal centers of population are McAlester, Seminole, Drumright, Cushing, and Sapulpa. Although the region is rough, there are many fine roads connecting the cities and towns. There are no serious obstacles to the development of the needed roads in this region.

The Red Beds Plains region is the largest of the ten natural or geographic regions of Oklahoma. It extends from north to south through the central part of the state. The four large rivers of the area are the Cimarron, North Canadian, South Canadian, and Washita. Agriculture and oil are the principal industries of the region. Wheat is the most important crop in the north part and cotton in the south part. Some manufacturing of flour, refining of oil, and meat packing are important factors in the economy of the people. The transportation system of this area is the best in the state. It is heavily populated with such centers of population as Oklahoma City, Enid, Ponca City, Stillwater, Norman,

Chickasha, Duncan, and Pauls Valley. The area is one of the few in the state which has gained in population in the last ten years. There are no serious obstacles to road building in the region.

The Gypsum Hills region is located just west of the Red Beds Plains. This area, like the Red Beds Plains Region, extends across the state from north to south. The important industries of the region are agriculture and grazing. Wheat, cotton, and cattle are the principal products. This region is a sparsely settled area. No town in the region has a population of as many as 10,000. The principal cities are Alva, Woodward, Clinton, Cordell, Elk City, and Hollis. The activities of these cities and of the smaller towns center around agriculture. The terrain of the land is generally flat. There are no large rivers and streams in the region.

The High Plains region is located in the northwestern part of the state and in the Panhandle. This area has the highest elevation of any region in the state. There are few hills and the land appears to be flat, although it slopes gradually to the east. Rainfall in the area is slight and most of the rivers and streams are dry except after rainfall. The principal industries are farming of wheat and grazing of cattle. One of the largest natural gas fields in Oklahoma extends through Texas County in the Panhandle. This region is sparsely settled. Guymon, the largest city in the area, has a population of less than 5,000. The several small towns and villages consist of one or two general stores, a post office, and four or five homes. Generally speaking, the area has good roads connecting the centers of population. There are no major obstacles to road building in this region. The topography of the area does not seriously affect school district structure.

## The Socio-Economic Pattern of Oklahoma

The socio-economic pattern of Oklahoma has changed tremendously from 1915 to the present time. The state has lost population to other states during recent years and the remaining population has shifted from rural to urban centers. For the first time in 1950 the United States Census showed that Oklahoma had more urban than rural population. This shift in population from rural to urban began in the middle 1930's and accelerated in the decade from 1940 to 1950. As the population shifted, the per cent of the population employed in the agricultural industries decreased and the per cent of the population employed in the services, professions, and industries increased. This trend has caused a change in the socio-economic pattern. Furthermore, this pattern has tended to be one in which the population has declined.<sup>70</sup>

The trends in the general population of Oklahoma and of the United States from 1910-1950 are shown in thousands in Table VIII. The base year is 1950 and is represented as 1.00. These trends are very clear. The population of Oklahoma increased from 1910 to 1930, but after 1930 showed a steady decline. The decade of greatest increase in the population of Oklahoma was the decade from 1920 to 1930 when the relative increase was from .91 to 1.09. The decade of greatest decrease was from 1940 to 1950 when the relative decrease was from 1.05 to 1.00. The population of the United States has shown a steady increase from 1910 to 1955. The decade of greatest increase was the decade from 1940 to 1950, the period when the population of Oklahoma showed the greatest

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<sup>70</sup> Figures in this section are taken from the United States Bureau of Census, Census of Population (Washington, D. C.), for 1910-1950, and Estimates of the Population, 1955.



TABLE VIII

Trends in the Population of Oklahoma  
and the United States,  
1910-1950

Year	Oklahoma		United States	
	Population	Index Number*	Population	Index Number*
1910	1,657	.74	91,972	.61
1920	2,028	.91	105,711	.70
1930	2,396	1.09	122,775	.81
1940	2,336	1.05	131,669	.87
1950	2,233	1.00	150,697	1.00
1955	2,174	.97	161,183	1.07

\*Base year for index number, 1950, represented as 1.00.

decrease. The relative increase in population for the United States was from .87 to 1.00. It is significant that for the five-year period, from 1950 to 1955, the relative increase in the population of the United States continued to increase, from 1.00 to 1.07, while the population of Oklahoma continued to decrease, from 1.00 to .97.

It is significant that Oklahoma should lose population at a time when the United States was steadily gaining population. Also significant is the tremendous shift in the population within the state. The trend in this population shift for Oklahoma has been from rural to urban from 1910 to 1950 and is shown below:

<u>Year</u>	<u>Urban*</u> <u>Population</u>	<u>Rural*</u> <u>Population</u>	<u>Per Cent</u>
1910	320	1,337	19.3
1920	539	1,489	26.3
1930	822	1,574	34.3
1940	880	1,457	49.6
1950	1,139	1,094	51.0

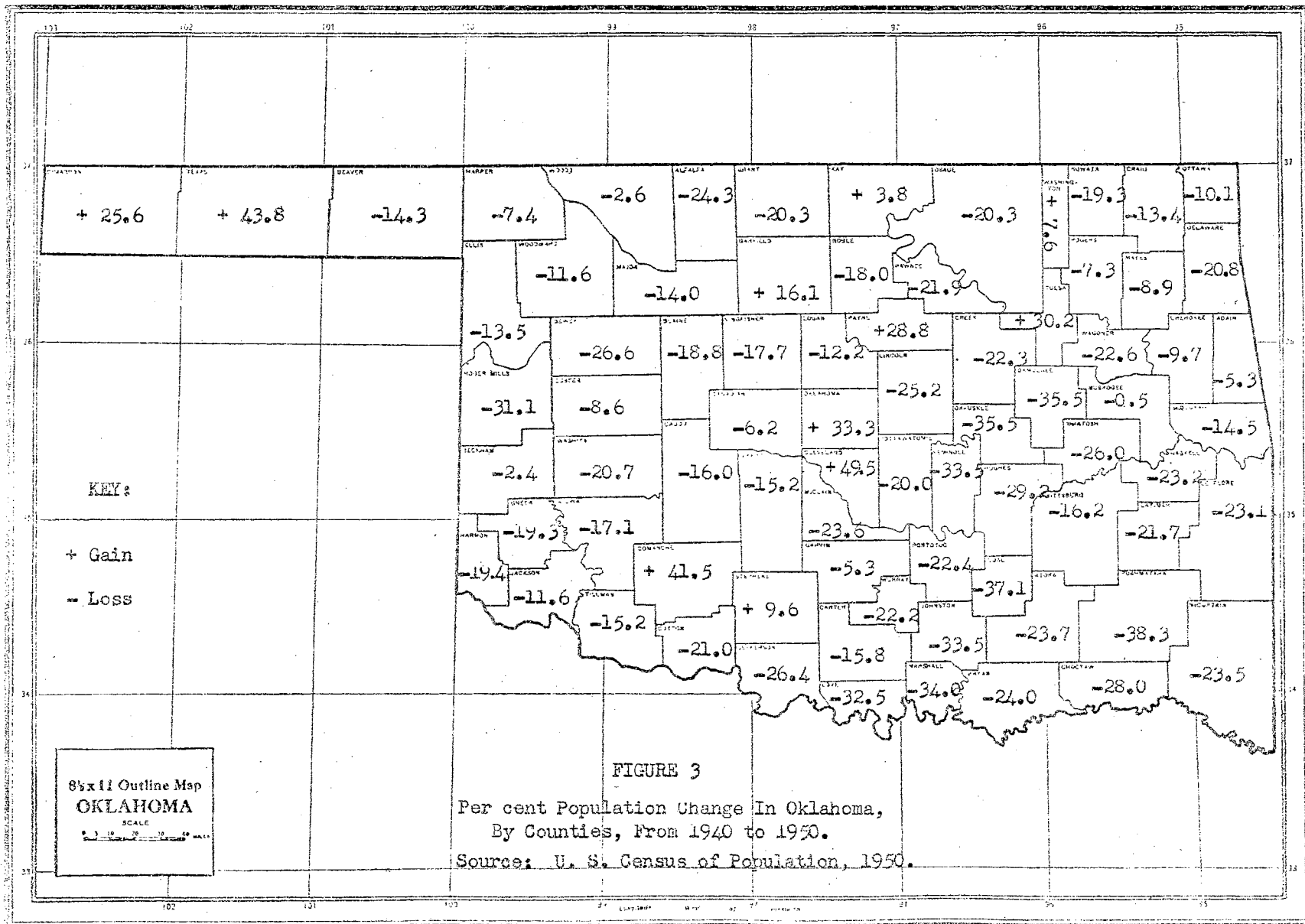
\*Population shown in thousands

Oklahoma's urban population comprised 19.3 per cent of the total population in 1910, 26.3 per cent in 1920, 34.3 per cent in 1930, 49.6 per cent in 1940, and 51.0 per cent in 1950.

In Figure 3 is shown the counties of Oklahoma which had population gains and the counties which had population losses from 1940 to 1950. Only eleven counties had population gains and sixty-six counties had population losses during that period. The data show that the population shift was not uniform over the state, but that it tended to be concentrated in a few counties and in a few urban areas. The distribution of counties by per cent of population gain or loss from 1940 to 1950 is shown as follows:

<u>Number of Counties</u> <u>With Losses</u>	<u>Per Cent</u> <u>Loss</u>	<u>Number of Counties</u> <u>With Gains</u>	<u>Per Cent</u> <u>Gain</u>
11	0- 9	3	0- 9
22	10-19	1	10-19
26	20-29	2	20-29
7	30-39	2	30-39
0	40-49	3	40-49

The 11 counties which showed population gains were Cleveland with 49.5 per cent; Texas with 43.8 per cent; Comanche with 41.5 per cent; Oklahoma



with 33.3 per cent; Tulsa with 30.2 per cent; Payne with 28.8 per cent; Cimarron with 25.6 per cent; Garfield with 16.1 per cent; Stephens with 9.6 per cent; Washington with 7.6 per cent; and Kay with 3.8 per cent. The range in losses in the 66 counties was from 2.4 per cent in Beckham County to 38.3 per cent in Pushmataha County. Counties with the greatest losses were Pushmataha with 38.3 per cent; Coal with 37.1 per cent; Okfuskee with 35.5 per cent; Marshall with 34.0 per cent; Seminole with 33.5 per cent; Roger Mills with 31.1 per cent; Hughes with 29.2 per cent; Choctaw with 28.0 per cent; Dewey with 26.6 per cent; and McIntosh with 26.0 per cent.

That the population shift has not been uniform over the state is further emphasized by the population gains in the urban areas of the state. Of the eighty-six urban places listed in the 1950 United States Census, only twelve showed decreases in population while seventy-one showed increases from 1940 to 1950. Three urban places listed in the 1950 United States Census were not listed in the 1940 census. The number of urban places with the percentage of population gain or loss from 1940 to 1950 is shown as follows:

<u>Urban Places With Losses</u>	<u>Per Cent Loss</u>	<u>Urban Places With Gains</u>	<u>Per Cent Gain</u>
5	0- 9	22	0- 9
4	10-19	21	10-19
1	20-29	10	20-29
2	30-39	3	30-39
0	40-49	3	40-49
0	50 or more	12	50 or more

The urbanization trend is emphasized further when it is noted that in 1930 the urban population constituted 34.3 per cent of the total

population; in 1940 it constituted 49.6 per cent; and in 1950 it constituted 51.0 per cent of the total population. Thomas states the trend most vividly when he says:

In 1900 there were 13 cities of 2,500 or more in Oklahoma; in 1950 there were 86. In 1920 there were 97 towns with a population of 1,000 to 2,500; in 1950 there were 356. All of Oklahoma's cities with a population of 2,500 or more increased in population between 1940 and 1950. In brief, this is what the past fifty years of change means as to where Oklahomans live: Cities above 10,000 growing in number and size . . . the larger the city, generally speaking, the more the growth; cities of 2,500 to 10,000 about holding their own; the percentage of population on farms declining. These changes have been taking place for half a century, but with a speeding up of the rate of change, particularly during the past decade.<sup>71</sup>

Furthermore, Thomas states that the rural population has decreased 40 per cent from 1940 to 1950, and during this period of time, 74 of Oklahoma's 77 counties lost rural population (population in towns and villages under 2,500 and on farms), varying from 2 per cent loss in Comanche County to 51 per cent in Seminole County. In 22 counties the decrease in rural population during the 40's was 30 per cent or more. Oklahoma, Tulsa, and Cimarron Counties gained in rural population.<sup>72</sup>

The chief economic resources of Oklahoma are agriculture, energy fuels, mineral resources, some manufacturing of raw materials, and trades and services.<sup>73</sup> Below are shown the major industry groups with the number and per cent employed in each for Oklahoma in 1950:

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<sup>71</sup>Raymond D. Thomas, The Economic Outlook for Oklahoma (Mimeo., Stillwater, June 1954), p. 10.

<sup>72</sup>Ibid., p. 9.

<sup>73</sup>Ibid., pp. 6-7.

<u>Major Industry Group</u>	<u>Number Employed</u>	<u>Per Cent</u>
Agriculture, Forestry and Fisheries	155,156	20.6
Mining	39,611	5.3
Construction	58,250	7.8
Manufacturing	74,119	9.8
Transportation, Communication and Other Public Utilities	53,119	7.0
Wholesale and Retail Trade	150,071	19.9
Finance, Insurance and Real Estate	22,361	3.0
Business and Repair Service	20,920	2.6
Personal Services	49,087	6.5
Entertainment and Recreational Services	7,990	1.2
Professional and Related Services	67,920	9.0
Public Administration	40,724	5.4
Industry Not Reported	14,088	1.9

In 1950 the agricultural industries still employed the greatest number of persons. Out of a total labor force of 753,511 the agricultural industries employed 155,156 or 20.6 per cent. Wholesale and retail trade employed the next greatest number, 150,071 or 19.9 per cent. Other industries and the per cent of the total labor force employed in each industry is shown above.

Table IX shows the actual income of individuals per capita and the relative income per capita, using 1950 as a base year, for the United States and for Oklahoma, from 1929 to 1953 by selected years.

The per capita income shown in Table IX is based on "Per Capita Income Payments to Individuals" taken from the United States Government Census Reports. The selection of these specific years has no special significance,

TABLE IX

Per Capita Income and Relative Income, for the United States  
and for Oklahoma, by Selected Years,  
from 1929 to 1953\*

Year	United States		Oklahoma	
	Per Capita Income	Index Number	Per Capita Income	Index Number
1929	680	.47	465	.43
1940	575	.40	357	.33
1945	1,191	.82	908	.84
1950	1,440	1.00	1,076	1.00
1953	1,709	1.18	1,327	1.23

\*Base year for index number, 1950, represented as 1.00.

Source: Statistical Abstract of the United States, 1955.

except that 1929 was a peak year in the economy of both Oklahoma and the United States. The year 1940 represents a time when the economy was recovering from the depression years of the 1930's. The year 1945 represents a year of war time economy. The year 1950 represents a post-war economy. The year 1953 represents the year in which the latest census figure is available. The year 1950 is selected arbitrarily as a base year for comparing the per capita income of the selected years for Oklahoma and for the United States.

It can be seen from Table IX that the per capita income of Oklahoma is well below the per capita income of the United States. However, it should be pointed out that the per capita income of Oklahoma from 1929 to 1953 showed greater relative increase than the per capita income of the United States during the same period of time.

The total income and per capita income of Oklahoma and of each of the seventy-seven counties have been estimated for 1954 by Cella.<sup>74</sup> This estimate shows an increase in the per capita income of the state of from \$1,327 in 1953 to \$1,395 in 1954. Below is shown the five counties with the highest and the five counties with the lowest per capita income for 1954, as estimated by Cella:

<u>Highest</u>		<u>Lowest</u>	
Tulsa	\$2,301	Pushmataha	\$563
Washington	2,226	Sequoyah	570
Carter	1,890	Delaware	624
Oklahoma	1,714	Latimer	627
Stephens	1,670	Adair	628

From Cella's report it may be concluded that there is a great variance of wealth among the seventy-seven counties of the state, as represented by per capita income. The range in per capita income for the seventy-seven counties for 1954 is shown below:

<u>Range in Per Capita Income</u> <u>(dollars)</u>	<u>Number of Counties</u>
Less than 750	16
751 - 1,000	19
1,001 - 1,250	22
1,251 - 1,500	8
1,501 - 1,750	9
1,751 - 2,000	1
2,001 - 2,250	1
2,251 - 2,500	1

<sup>74</sup>Bureau of Business Research, The University of Oklahoma, Special Report, No. 50 (Norman, November 17, 1955).



In 1954 only fourteen counties had a per capita income above the per capita income of the state, while sixty-six counties had a per capita income below the per capita income of the state.<sup>75</sup> This range indicates that the wealth of the state, as represented by per capita income, is not well distributed among the seventy-seven counties, but has tended to concentrate in a few of the large urban areas.

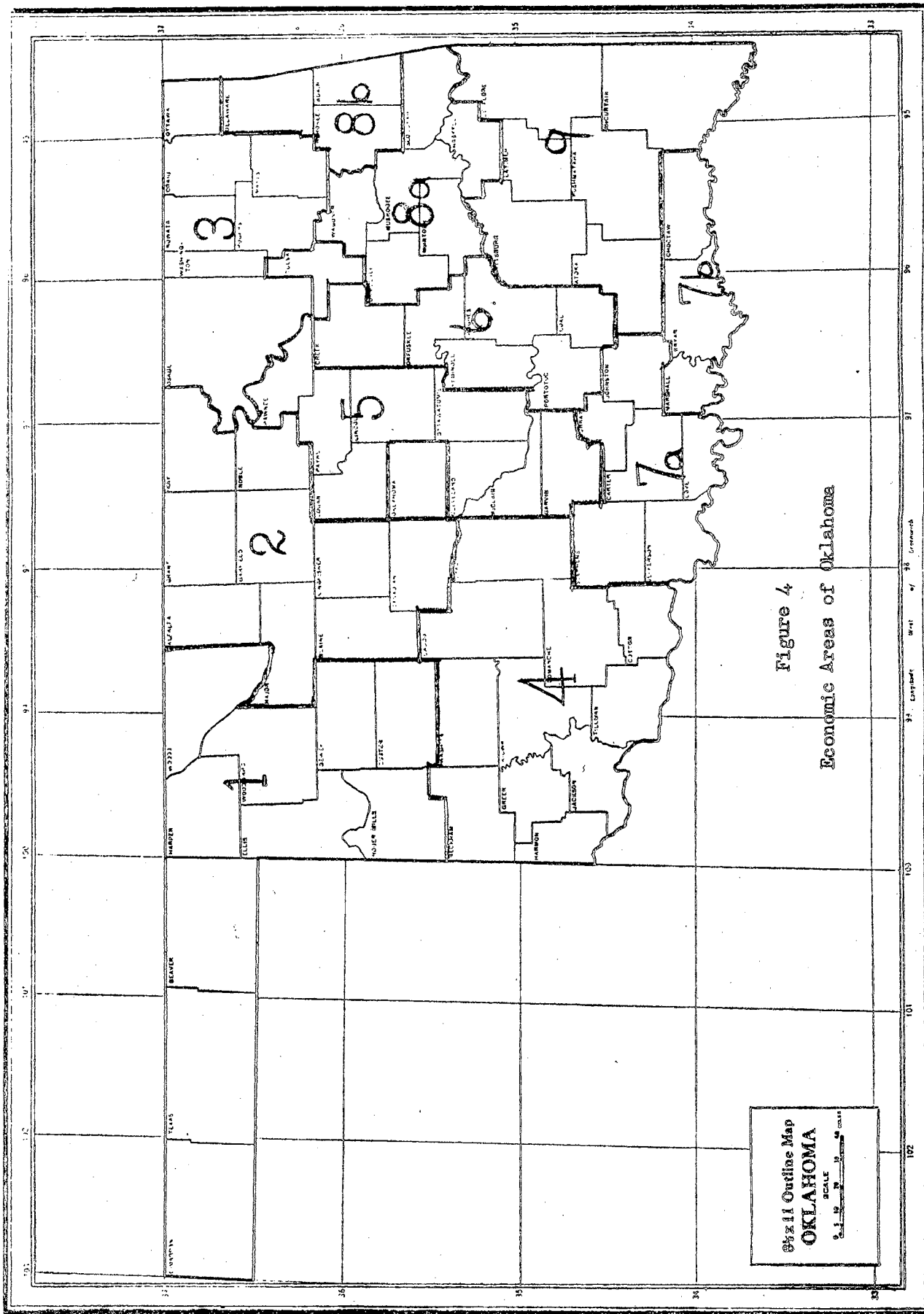
Actually, Oklahoma is divided into eleven economic areas, as shown in Figure 4, based on an economic index developed by the United States Bureau of the Census. Oklahoma City and Tulsa are not located in any one of these areas, since these two urban areas tend to be in an economic position to serve the entire state or more than one economic area.

In each of these economic areas is one or more trade and service center. Rural people usually have a primary trade center, which is usually the neighborhood store or stores of a small hamlet or large village. Their secondary trading center is usually patronized for banking and trading of more specialized nature. Their tertiary trade center is often patronized for large purchases of a specialized nature, hospital services, central organizational activities such as rural electrification, Agricultural Adjustment Offices, marketing, and electrical and power divisions.

The socio-economic pattern of Oklahoma has been changing since statehood and at an accelerated rate in recent years. This changing socio-economic pattern is resulting from the rapid developments in communications and transportation facilities. The general population

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<sup>75</sup>Ibid.



and school population has been shifting from rural areas to urban centers. In 1915, 75.7 per cent of the pupils were enrolled in dependent or rural districts whereas only 24.3 per cent of the pupils were enrolled in independent or urban districts. In 1955 only 10.7 per cent of the pupils were enrolled in dependent or rural districts whereas 90.3 per cent of the pupils were enrolled in independent or urban districts. The shift in pupil enrollment has resulted in the elimination of many dependent districts. The enrollment in many existing dependent districts is small and decreasing.

The change in school district structure has not kept pace with the change to larger communities and trade areas, although the advancement in communications and transportation facilities have minimized the geographical factors in redistricting. Furthermore, the advancement made in the physical and psychological sciences has opened up great new areas of knowledge hithertofore unknown to man. The change in the socio-economic pattern, the rapid development in communications and transportation facilities, and the discoveries in the physical and psychological sciences have created a complex society and made it apparent that pupils must be offered a comprehensive program of education in order to live constructively in such a society. It is apparent, also, that a comprehensive program of education may be provided only if there exists an appropriate organization for education, an example of which is described in the following chapter.

## CHAPTER III

### AN APPROPRIATE ORGANIZATION FOR EDUCATION IN OKLAHOMA

The purpose of this chapter is to present the functions and structure of an appropriate organization for education in Oklahoma. The main emphasis of the chapter is on the local school district units of administration and attendance. Some emphasis is given to the intermediate school unit, and to the state level organization, because of their effect on the efficiency of the local school district units.

#### Local District Units

The ultimate value of any organization is determined by what it produces. An educational organization or structure is the means by which a program of education and services is provided for the pupils. Therefore, the appropriateness of an educational organization is judged by its program of education which the structure is able to provide.

A comprehensive program of education will vary from state to state and from community to community, but in general it should include the following:

1. A general program.
2. A college entrance curriculum.

3. Vocational education, such as agriculture, business, homemaking, industry, crafts.
4. Services related to education, such as health, transportation, school lunch, counselling, clerical, business, library, attendance, recreation, summer activities, education of the physically and mentally handicapped.<sup>1</sup>

The program of education and services which an appropriate district should provide is stated in general terms so that the program of education may be adapted to any community. However, a "general program" would be about the same for all communities in Oklahoma. It would consist of a knowledge of the fundamental skills of communication; that is, reading, writing, spelling, arithmetical and mathematical skills, including problem solving and effective oral and written expression; appreciation of our democratic heritage; civic rights, responsibilities, and knowledges of American institutions; respect and appreciation for human values and for the beliefs of others; ability to think and evaluate constructively; effective work habits and self-discipline; social competency as a contributing member of the family and community; ethical behavior based on a sense of moral and spiritual values; intellectual curiosity and eagerness for life-long learning; esthetic appreciation and self-expression in the arts; physical and mental health; wise use of leisure time, including constructive leisure pursuits; understanding of the physical world and man's relation to it as represented through a basic knowledge of the sciences; and an awareness of one's relationships with the world community.<sup>2</sup>

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<sup>1</sup>Department of Rural Education, "The Community School and the Intermediate Unit," 1954 Yearbook (Washington, D. C., 1954), pp. 7-8.

<sup>2</sup>National Education Association, The Reports of The White House Conference on Education (Washington, D. C., 1955), pp. 1-2.

Vocational education should vary from community to community according to the needs of the pupils. For example, a purely agricultural community should offer a broad program in Vocational Agriculture, as well as a broad program in general education, and a broad program for college entrance. In a highly industrialized community other types of vocational programs should be offered varying with the needs of communities, and in addition, a broad program in general education and for college entrance.

In order that all pupils may be given as nearly equal educational opportunities as possible certain services relating to education must also be provided. There must be an effective program of counselling and guidance. There must be special provisions for the gifted, the average, and the retarded. The local units must co-operate with community agencies, intermediate school units, and the state level organization for education to enrich the experiences and services which the local units cannot provide economically and efficiently. The local units must cherish and protect, as well as encourage pupils to cherish and protect, the truth. Pupils must learn to apply moral and ethical teachings in their daily lives. The local units must teach tolerance and respect for the opinions and rights of others, including private and public material possessions. The local units must teach the pupils to grow and live in an ever more complexing, technological society.<sup>3</sup>

McIntyre, in saying that the reorganization of school districts could give us the kind of schools we need, describes the effective school district by listing the factors of a good school as follows:

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<sup>3</sup>Ibid.

1. Good teachers who teach under good conditions.
2. School buildings, supplies, and equipment which will enable the master teacher to do the masterful job of teaching.
3. A curriculum which meets the needs of children; a school which will provide experiences that will equip learners with the skills, habits, and attitudes necessary to successful living in a constantly changing world.
4. School services which will insure a regular and systematic accounting of attendance with courteous and systematic investigation of non-attendance; which will provide efficient guidance services; which will provide placement services with follow-up studies; which will develop an extension of school services to include kindergarten, junior college, and adult education; and which will establish part-time continuation education for those who need it.<sup>4</sup>

McIntyre believes that the only way these services can be provided economically and efficiently is through larger units. He believes that we need the kind of schools for all the children which some of the children now have.<sup>5</sup>

Dawson is very specific in describing a comprehensive program of education. He believes that the elementary school should teach:

1. The fundamental skills, that is, the "3 R's."
2. Communication proficiency in oral and written English, listening, and understanding.
3. Social living, that is, living together through an understanding of the social studies and the school experiences as social living.
4. Understanding of the material and natural environment and our material and physical world.
5. An enrichment and beautification of life through an appreciation of the fine arts.
6. Manual skills through the artful use of the hands in handicrafts and home repair.

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<sup>4</sup>Kenneth E. McIntyre, "The Kind of Schools We Need," The Phi Delta Kappan, XXXII (1951), pp. 299-300.

<sup>5</sup>Ibid.

7. Citizenship through an understanding and useful practice in democratic living.<sup>6</sup>

Dawson believes that in order to provide these objectives certain procedures and facilities are necessary. Some of these are:

1. Organizing and implementing the educational program through provision for early childhood education; cooperative and democratic supervision; democratic work with teachers; a wide variety of instructional materials; provision for individual needs of the mentally and physically handicapped as well as the physically strong and mentally gifted; a classroom atmosphere with authentic appearance, flexibility of arrangements; purposeful activities and democratic relationships.
2. Guiding pupil growth through evaluating, recording and reporting to parents.<sup>7</sup>

Dawson appears to agree with the majority of authorities as to the purposes and functions of the secondary school. He believes that a good secondary school program should be characterized by:

1. A general education program which is a continuation of the habits, attitudes, and skills learned in the elementary school. There should be provided new, or extension of those habits, attitudes, and skills.
2. A college entrance curriculum to prepare students for college that they may enter professions or scientific enterprises.
3. Vocational education for those who may want to terminate their education with high school, and for those who may want to continue to pursue vocational courses in college or in trade schools.<sup>8</sup>

Dawson goes further than most of the authorities by saying that the educational program of the public schools should not be confined to the school-age child. He believes that every effective school district, in addition to the above, should provide:

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<sup>6</sup>Howard A. Dawson, "A Blue Print For Progress," The Phi Delta Kappan, XXXVI (1954), pp. 55-7.

<sup>7</sup>Ibid., p. 56.

<sup>8</sup>Ibid.



1. A school-community program that would offer adult education; library services for both community and school; summer activities in athletics, music, art, handicrafts and entertainment.
2. Services focused on pupil need, such as attendance and supervision; specialized counselling and guidance; psychological and psychiatric services; health and health education services.
3. Library and materials bureau.
4. Specialized teachers in certain fields, like music, art, manual arts, and crafts.
5. Services to help teachers in certain fields such as supervision of instruction, including curriculum development; in-service opportunities; professional services and library facilities; instructional supplies and equipment.
6. Administrative services for personnel work, business activities, school plant services, pupil transportation services, research services related to pupils and teachers, and community and administrative affairs.
7. Means for evaluating the educational program.
8. Coordination of the educational program.<sup>9</sup>

A school district which could offer the broad comprehensive program of education and services mentioned above would need to be an ideal district. Such a district should be ideal in size and structure, as well as ideal in resources which are adequate to provide proper facilities and well-qualified personnel. It is not anticipated that all school districts in Oklahoma, if appropriately organized in consideration of all the factors mentioned in Chapter II, could approach the ideal district in comprehensiveness of program of education, size and structure, and financial resources necessary to provide adequate facilities and well-qualified personnel. The ideal district could be achieved in size if the socio-economic factors were overlooked. But, most authorities agree that to achieve arbitrarily the size school district desired, and overlook

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<sup>9</sup>Ibid., p. 58.

the socio-economic factors would be too great a price to pay for redistricting. For they believe it would mean the loss of interest and local autonomy in the school affairs of many reorganized school districts.

Most authorities agree that a school district should embrace a sociological community and the school attendance area should embrace a sociological neighborhood. Cushman expresses the consensus of the opinion of the authorities when he says that the ideal district is:

1. Coterminous with the ideal community.
2. Productive of a community school or schools.
3. One which has a desirable balance between lay and professional leadership.
4. One which can provide for certain specified supplemental educational services such as health, guidance, and transportation.
5. One which has those mechanical components necessary, that is, an adequate local tax base for experimentation, and a program which will meet the needs of the pupils.<sup>10</sup>

If the standards mentioned above are accepted, then criteria for an appropriate local school district in Oklahoma may be proposed with some adaptations. These criteria, based upon the idea of the socio-economic centered school, should be accepted as flexible criteria which may need to be adjusted in the process of research, study, and planning during reorganization. It is conceivable that there will be some school districts, if reorganized on the basis of the socio-economic concept, which could not meet the criteria for the size of school districts suggested below.

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<sup>10</sup>M. L. Cushman, "The Ideal School District," The Phi Delta Kappan, XXXII (1951), pp. 313-16.

It is recommended that an appropriate local school district in Oklahoma should:

1. Be coterminous with a sociological community.
2. Be able to provide a comprehensive program of education and services from grades 1 through 12, and from kindergarten through grade 14, where needed.
3. Employ 240 teachers and have a pupil population of 6,000.
4. Have social cohesion in a degree which will enable citizens to work together effectively.
5. Have a board of education consisting of lay citizens who represent all areas of the district.
6. Have ample financial resources from local, state, and federal sources.

It is admitted that there will be some areas in Oklahoma where these standards, particularly as to the pupil population of school districts, could not be met, because of the sparsity of population or because of geographical factors. But in no case should the administrative unit or school district in Oklahoma be less than 40 teachers and 1,200 pupils, the minimum size for administrative units, as recommended by the National Commission on School District Reorganization.<sup>11</sup> School districts which have only 40 teachers and 1,200 pupils are able to offer a fairly adequate instructional program in an economical and efficient manner, but must depend on an intermediate unit for many of the services required of an appropriate school district. A school district which employs 240 teachers and has 6,000 pupils is able to offer a comprehensive program of education, and provide most of the related educational services needed in an economical and efficient manner. But it is estimated by

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<sup>11</sup>National Commission on School District Reorganization, A Key To Better Education (Washington, D. C., 1947), pp. 8-9.

Cooper and Dawson that in order to offer a comprehensive program of instruction and services in the most economical and efficient manner, without the help of an intermediate unit, a school district should have 10,000 pupils and employ approximately 350 teachers.<sup>12</sup>

This viewpoint of Cooper and Dawson is supported by many authorities on school district organization. Bohne, in the conclusion of his doctoral study at Stanford University, supports this view, for he found that:

School districts which range in size from 2,000 to 3,000 pupils in A.D.A. are large enough to operate in an economical manner and provide a good instructional program, but they cannot usually supply a full program of services until they enroll approximately 14,000 students.<sup>13</sup>

Bohne recommends further that a school district large enough to offer a comprehensive program of instruction and services should have on the central staff of the administrative unit, in addition to the superintendent, the following specialists:

1. For Instruction - an assistant superintendent, director of instruction, and supervisors of elementary instruction, secondary education, art, music, health and physical education, vocational education, home arts, audio-visual, and library.
2. For Business Services - a business manager and a superintendent of buildings and grounds.
3. For Health Services - a doctor, a dental technician, and eight nurses.
4. For Counselling Services - a director, a psychologist, and three attendance officers.<sup>14</sup>

Authorities are in general agreement as to the size of appropriate attendance units, in terms of number of teachers and number of pupils.

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<sup>12</sup>Shirley Cooper and Howard A. Dawson, "School District Reorganization," Encyclopedia of Educational Research, rev. (Chicago, 1952), p. 1085.

<sup>13</sup>Emmit J. Bohne, "District Size," The Phi Delta Kappan, XXXII (1951), p. 312.

<sup>14</sup>Ibid.

The attendance unit should be centered in the neighborhood. It should be large enough to insure comprehensive curricula, and yet small enough that pupils may receive the necessary personal attention for full growth and development. The following number of teaching personnel and pupil enrollment are recommended for Oklahoma. These figures for the number of teachers and pupils necessary for adequate, acceptable, and minimum attendance units are based on the recommendations of the National Commission on School District Reorganization,<sup>15</sup> Alves and Morphet,<sup>16</sup> Cooper and Dawson,<sup>17</sup> Bohne,<sup>18</sup> and Cocking.<sup>19</sup> These authorities recommend also that there should be a full-time non-teaching principal when the attendance unit has 12 teachers or more.

For Elementary Units (Grades 1-6)

	Number of Teachers	Number of Pupils
Adequate	18	450
Acceptable	12	300
Minimum	6	150

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<sup>15</sup>A Key to Better Education (Washington, D. C., 1947), pp. 10-11

<sup>16</sup>Principles and Procedures in the Organization of Satisfactory Local School Units, Bulletin 1938, No. 11, U. S. Office of Education (Washington, D. C., 1939), pp. 25-26.

<sup>17</sup>"School District Organization," Encyclopedia of Educational Research, Revised Edition (New York, 1952), p. 1085.

<sup>18</sup>Emit J. Bohne, "District Size," The Phi Delta Kappan, XXXII (1951), p. 312.

<sup>19</sup>Walter D. Cocking, "School District Reorganization," The School Executive, LXIV (October, 1954), p. 7.

For Elementary Units (Grades K-6)

	Number of Teachers	Number of Pupils
Adequate	21	525
Acceptable	14	350
Minimum	7	175

For High School Units (Grades 7-9 or 10-12)

	Number of Teachers	Number of Pupils
Adequate	30	750
Acceptable	24	500
Minimum	12	250

It must be admitted that the pupil-teacher ratio of approximately 30 pupils per teacher, as generally suggested by the authorities mentioned above, has been reduced from 30 to 25. This is justified on the basis of the increasing average daily attendance of the pupils enrolled in the public schools of Oklahoma,<sup>20</sup> and on the basis of demands of professional organizations, like the Oklahoma Education Association, for a reduction in class size to 25.<sup>21</sup>

## The Intermediate School District

If the local school district were large enough in terms of number of teachers and number of pupils to offer a comprehensive program of education and services, there would be no need for the intermediate school district or unit. But, if local school districts in Oklahoma are created

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<sup>20</sup>See Eighteenth and Twenty-Fifth Biennial Reports of the State Superintendent of Public Instruction.

<sup>21</sup>The Oklahoma Education Association, Eighth Annual OEA-NEA Leadership Workshop Report (Oklahoma City, 1955).

on the basis of the socio-economic concept, it is assumed that there will be many districts which will need the services of an intermediate unit.

The functions of an appropriate intermediate unit are supplemental in nature. According to Cooper and Fitzwater those functions are dual in nature, for they say:

In the first place it should provide stimulating educational leadership which will bring about the best utilization of all the educational resources of the local district. In the second place, the intermediate district should be ready to supplement the program of the local districts with essential services which cannot be provided by the local district.<sup>22</sup>

The service function of the intermediate unit is stressed, further, by Dawson and Ellena who believe that the most neglected aspect of district structure and reorganization is the intermediate unit. They say:

A majority of the 974 county unit school districts in the United States are perhaps not large enough economically to afford the necessary services required for a complete education program. It is quite certain, for example, that districts having fewer than 3,000 pupils will need to make cooperative agreements with other districts for the performance of many needed services.<sup>23</sup>

Butterworth feels that though reorganization and consolidation of school districts have been in progress since 1925, the intermediate unit has not been strengthened enough to meet adequately the educational needs of pupils, especially in communities under 4,500. Recognized needs, according to a survey made by Butterworth, are in the areas of health services, guidance and counselling, adult education, agricultural

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<sup>22</sup>Shirley Cooper and Charles O. Fitzwater, County School Administration (New York, 1954), p. 262.

<sup>23</sup>Howard A. Dawson and William J. Ellena, "School District Reorganization," The School Executive, LXXXIII (July, 1954), pp. 40-1.

education, home economics education, and business and distributive education.<sup>24</sup>

Careful research sponsored by the Council of Rural Education in the State of New York showed that:

. . . health, guidance, and psychological services were inadequate; the special education needs of physically handicapped and mentally handicapped children were frequently unidentified and unmet; more than half of the farm boys dropped out of school before graduation; lack of coordination in the school transportation program resulted in unnecessary cost and needless duplication of effort; vocational education opportunities were limited in most schools to vocational agriculture, homemaking, business education, and a few courses in general shop practices; and supervision of instruction to meet the needs of the classroom teachers.<sup>25</sup>

The Department of Rural Education lists some of the services which the intermediate unit may provide if such services are not available from the local school district. These services are: adult education; audio-visual, library, equipment, films, and materials library; cooperative or central purchasing; curriculum leadership, conservation, safety, radio and T.V. programs; services for exceptional children, gifted children, mentally retarded, physically handicapped (cripples), partially sighted (sight saving classes), speech defectives, hard of hearing (lip reading), and homebound; financial services, like accounting, auditing, financial counselling, reporting; health services, school nurse, school doctor, dental health and hygiene; in-service education for teachers, administrators, school board members, clerical personnel, and custodians; legal services; library services, like books, films, recordings, exhibits, collections, models, professional library and materials; professional personnel services like teacher placement,

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<sup>24</sup>Julian E. Butterworth, "The Study of the Intermediate School District in New York," Journal of Educational Research, XLI (1947), pp. 88-96.

<sup>25</sup>Ibid., p. 90.



substitute teacher pool, salary scale development and coordination, and sick leave policies; pupil personnel services, like attendance, supervision, guidance and counselling, testing, psychological and psychiatric services, and mental health clinics; pupil transportation services, like planning and maintenance, school maintenance, and bus driver education; research; recreation services; school lunch services; special teachers for art, music, agriculture, homemaking, and physical education; special consultants for science, mathematics, and reading; trade and industrial education.<sup>26</sup>

On the basis of the socio-economic concept in intermediate district structure the Department of Rural Education has developed the following criteria as to the size of an appropriate intermediate district. These criteria, in paraphrase, are:

1. It should have an area with sufficient pupils to insure that educational services, both those now accepted and those likely to be demanded in the future, can be provided economically, either within the area or in co-operation with other intermediate districts.
2. It should have an area sufficiently large to insure challenging opportunities in educational leadership, both general and specific, and yet,
3. It should be an area sufficiently compact and cohesive as to insure that citizens can be made to feel a keen sense of responsibility for the educational program provided.<sup>27</sup>

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<sup>26</sup>Ibid., p. 254.

<sup>27</sup>Ibid., p. 14.

In this same study the socio-economic concept was combined with the concepts of needed leadership and services to determine the boundaries of the intermediate district in New York State. These concepts are:

1. The trade and service areas in the small cities and villages should be the intermediate districts. However, this concept did not apply to the large metropolitan areas, whose influence was found to cover too wide an area.
2. As the total and pupil population were studied, it was felt that the minimum pupil population of an intermediate unit should be from 4,000 to 6,000 pupils, unless prevented by sparsity of population. It was evident that an intermediate unit with less than 5,000 pupils could not offer the services needed economically and efficiently.
3. Geography and topography are factors in the determination of the size of the intermediate unit when distance and natural barriers exert an influence on the social pattern of the people within the area.
4. Political boundaries exert and influence the determination of the size of the intermediate unit, especially in metropolitan areas, where the urban influence developed a country consciousness on the adjacent people.
5. The educational program becomes a factor in the determination of the size of the intermediate unit, especially in the rural area, where the educational needs are apparently being met.
6. Climatic conditions, especially in the snow belt area, were definitely factors in limiting the size of the intermediate unit.<sup>28</sup>

All the factors mentioned above as important in determining the boundaries of intermediate districts in New York State, except the last one, would apply to Oklahoma. The influence of the metropolitan areas would not be as great in Oklahoma as in the State of New York. The geographical and topographical factors would not be serious handicaps in determining the size of the intermediate unit in Oklahoma.

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<sup>28</sup>Ibid.

As has been stated before, it is not the purpose of this study to discuss fully the organization and functions of the intermediate unit. However, it should be pointed out that the intermediate unit, as it is presently constituted in Oklahoma, is too small in pupil population and in number of professional personnel to be effective.

The structure of an appropriate intermediate unit has been described as one which:

1. Has a lay board with limited powers. It should consist of five members elected by the people of the intermediate district. The area comprising the district should be divided into four areas. One board member should be elected from the district at large.
2. Has jurisdiction embracing the public schools of the area except those large enough to offer a comprehensive program of education and services.
3. Has an administrative officer, an area superintendent, who is elected by the lay board and responsible to it and to the state constitution and laws.
4. Has ample financial resources from the state and from its own resources to do an effective job.
5. Has a pupil population sufficiently large to insure supplemental educational services to a local district economically and efficiently.
6. Has provisions for changing its structure to meet changing conditions.<sup>29</sup>

In view of the "Oklahoma Setting," discussed in Chapter II, an intermediate unit which combines these characteristics seems acceptable as a part of an appropriate organization for education in Oklahoma.

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<sup>29</sup>Shirley Cooper and Charles O. Fitzwater, County School Administration (New York, 1954), p. 112.

## The State Level Organization

The primary purpose for the existence of the state level organization for education is to make local and intermediate units more effective in providing a comprehensive program of education and services. Therefore, the functions of the state level organization for education are best explained in three words: leadership, regulatory and operative. In achieving these purposes the State Department of Education faces the responsibility of carrying out certain specific obligations. Some of these are to: (1) stimulate local districts to identify and define their needs for state-level services; (2) be alert for new ideas in education which should be explored and in which assistance should be given; (3) assemble, evaluate, and disseminate to the public schools information and materials useful in the development and improvement of public school systems in offering better educational programs and services; (4) develop a program of state-level services to be rendered by agencies in the most appropriate position to render these services; (5) assist other agencies in a planned effort to provide research and other essential services consistent with the needs of the public schools; (6) represent public school education and interpret its purposes and effectiveness to the citizens of the state, thereby giving guidance to public policy affecting education.<sup>30</sup>

The idea that the broad functions of the State Department of Education are threefold is supported by most literature on the subject.<sup>31</sup> There

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<sup>30</sup>Southwest Cooperative Program in Educational Administration, An Integrated Program of State-Level Services to the Public Schools (Austin, Texas, October 1954), pp. 8-10.

<sup>31</sup>Federal Security Agency, Office of Education, The Functions of State Departments of Education (Washington, D. C., 1950), Misc. No. 12, p. 3.

are five broad and highly important leadership functions which are present in all areas of service. These are: (1) planning, (2) research, (3) advising and consulting, (4) coordinating, and (5) public relations.<sup>32</sup>

The regulatory function of the State Department of Education is a direct consequence of state authority and responsibility for education, which is expressed in five main objectives. They are to: (1) insure the fulfillment of the law in protecting the health of children and youth; (2) guarantee safety and economy in the use of educational funds; (3) insure efficiency and good management of the educational enterprise; (4) provide a framework for the instructional program which would assure a basic minimum in both scope and quality; and (5) assure an educated citizenry.<sup>33</sup>

The leadership and regulatory functions of the State Department of Education are recognized as necessary to the proper operation of the public school system. But, the operative function is open to much debate and disagreement. Most authorities agree that the actual operation of the public school system should be left to the local districts. The State Department of Education should not operate the public schools directly as this would lead to centralization in both operation and control.<sup>34</sup> Yet, the State Department of Education has the indirect responsibility for the proper operation of the public school system. Therefore, the proper relationship between the State Department of Education and the local and intermediate school districts is that the State Department of Education should supply a supplemental and stimulating function. It

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<sup>32</sup>Ibid., p. 4.

<sup>33</sup>Ibid., p. 10.

<sup>34</sup>Ibid., p. 13.

should offer guidance and stimulation to the local district so that the state's responsibility for public education may be carried out.<sup>35</sup>

The state level organization for education should consist of a State Board of Education, a State Superintendent of Public Instruction or Commissioner of Education, and a State Department of Education. The structure for education at the state level vitally affects the quality of education at the local district level.

There is general agreement as to what constitutes an appropriate organization for education at the state level. This organization should have the following characteristics:

1. There should be a single policy-making agency for all phases of elementary and secondary education, including vocational education and the preparation and certification of teachers.<sup>36</sup>
2. The State Board of Education should be elected by the boards of education of the several districts, or elected by the people from Congressional or educational districts. A State Board of Education elected in this manner would insure that all sections of the state are represented. This recommendation is contrary to the prevailing practice in most of the states, where the State Board of Education is appointed by the Governor for five-year overlapping terms.<sup>37</sup>
3. The State Board of Education should be composed of from seven to thirteen public spirited lay citizens, who represent the general public interest and who are elected for overlapping terms of from 5 to 7 years.<sup>38</sup>
4. The State Superintendent of Public Instruction or Commissioner of Education should be elected by the State Board of Education and should be responsible to it. He should be the executive officer of the State Board.<sup>39</sup>
5. The staff of the State Department of Education should be adequate in size, and highly qualified so as to furnish

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<sup>35</sup>Ibid., p. 16.

<sup>36</sup>The Council of State Governments, The Forty-Eight State School Systems (Chicago, 1949), p. 49.

<sup>37</sup>Ibid.

<sup>38</sup>Ibid.

<sup>39</sup>Ibid.

leadership services, coordinating services, and stimulation to the intermediate and local school districts.<sup>40</sup>

6. The State Department of Education should be financed adequately so as to provide the necessary organization to service intermediate and local school districts, and to attract and retain staff members with high qualifications.<sup>41</sup>

In creating organizations for education almost all the states, like Oklahoma, formed many school districts and many schools. Also, Many states, like Oklahoma, have experienced changes in the socio-economic patterns as population shifted from rural areas to urban centers, and as new discoveries in the sciences changed the mode of living. The need for a more comprehensive program of education has become apparent, if pupils are to be prepared to meet the growing complexities of life. It has become apparent, also, that if a comprehensive program of education is to be provided in an economical and efficient manner, the school district structure must be reorganized. Redistricting methods used in other states are discussed in the following chapter.

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<sup>40</sup>Ibid.

<sup>41</sup>Ibid., p. 47.

## CHAPTER IV

### METHODS OF REDISTRICTING IN OTHER STATES

The purpose of this chapter is to review pertinent literature in order to understand how more appropriate school districts have been created in other states.

The national trend in school district organization is toward combining two or more school districts in order to get units large enough to provide a more adequate educational program economically and efficiently. In October, 1955, the number of school districts in the several states ranged from 24 in Maryland to 5,500 in Nebraska.<sup>1</sup>

Dawson states that "School Districts are disappearing at the rate of 6,000 a year, with population shifting to larger units."<sup>2</sup> Again,

Dawson states:

The one-teacher school, which in most cases the administrative and attendance areas were coterminous, has seen the greatest rate of decrease, from 143,000 in 1933 to 93,000 in 1943; 83,000 in 1950; and 63,000 in 1953.<sup>3</sup>

While the national trend in the number of school districts has been downward, this trend has been developed primarily by the elimination of the small elementary school district. The small high school district

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<sup>1</sup>Kenneth E. McIntyre, "State School Redistricting Continues," The American School Board Journal, CXXVIII (February, 1954), p. 37.

<sup>2</sup>Howard A. Dawson, "District Reorganization," The School Executive, XIV (January, 1955), pp. 86-7.

<sup>3</sup>Howard A. Dawson, "Development in Rural Areas," The School Executive, XIII (January, 1954), p. 79.



has been affected much less by the reduction in the number of school districts. Again, Dawson states that:

. . . few district reorganizations are being affected that result in substantially larger high schools. In 1953 about 40 per cent of the high schools in the nation had less than 100 pupils. A good example of the fact that the small high school is not being changed is in Iowa where out of 92 new districts formed in the last two years, 50 had less than 100 pupils and only 6 had as many as 200 pupils.<sup>4</sup>

It is significant to note that in the State of New York the size of the new districts formed during the past five years has tended to be about twice as large as the districts reorganized earlier. Planning for redistricting in New York State was done on too small a scale. Small reorganized districts must be reorganized again to provide units large enough to make a desirable program.<sup>5</sup> The increasing size of the administrative unit after recent reorganization in New York State is indicated by the fact that in the 1925-26 school year the average number of pupils per reorganized unit (Central District) was 335; in 1935-36, the number was 524; in 1945-46, the number was 792; and in 1950-51, the number was 1,279.<sup>6</sup>

The national trend toward school districts with larger pupil populations appears to be sound and fundamental. Most authorities believe that social and economic changes make larger local units mandatory. Moehlman says:

The process of social change underlines the vast difference between the meager and limited 3 R's, one-teacher, one-room education and the functional and enriched many-teacher, laboratory, library, broad-experience type of education. The district school was suited to a

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<sup>4</sup>Ibid., p. 80.

<sup>5</sup>Howard A. Dawson, "District Reorganization," The School Executive, XIV (January, 1955), p. 86.

<sup>6</sup>Department of Rural Education, "The Community School and the Intermediate Unit," 1954 Yearbook (Washington, D. C., 1954), p. 80.

frontier type of rural life with two to four people per square mile. A one-room school now does not provide the education needed for modern living where people move around and must be competent for life on our vast continent and around the world.<sup>7</sup>

The need for administrative and attendance units with larger pupil population is expressed by others in these words:

The need for the reorganization of school districts come chiefly from demands for improvement in the instructional program, for equalization of tax burden, for reducing per pupil cost of instruction, for attracting high quality educational leadership to rural areas, and for greater efficiency in school administration . . . Increasing demands for a much broader curriculum and better instruction has given impetus to organization of school districts that can establish and support larger schools.<sup>8</sup>

A large pupil population, in itself, does not insure an appropriate organization for education, but it is recognized by most authorities as being one of the essential factors.

#### Criteria for Redistricting

From a study of the redistricting methods used by other states, it appears that five criteria are applicable to Oklahoma. They are: Can an appropriate organization for education in Oklahoma be created by this method,

1. within a reasonable time?
2. with a minimum of dislocation?
3. with the most economical results; that is, with the best use of present facilities and the best possible educational return for the expenditure?

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<sup>7</sup>Arthur H. Moehlman, "Social Change and District Reorganization," The Phi Delta Kappan, XXXII (1951), p. 301.

<sup>8</sup>Walter S. Monroe, ed., "School District Organization," Encyclopedia of Educational Research, rev. (New York, 1952), p. 1084.

4. with regard for the use of the democratic processes?
5. with flexibility for change when necessary?

The selection of these criteria is not arbitrary. These criteria are abstracted out of the experiences of other states, from expert opinion of those people who have been active in redistricting programs, and from opinions of those people who have made close observation and study of redistricting programs in the several states.

It is necessary to note the preamble to the criteria as suggested. This preamble stresses the importance of creating an appropriate organization for education. Unless this is done the several criteria are of no relevance to this study.

The first criterion is: Can an appropriate organization for education in Oklahoma be created within a reasonable time? Time is an important factor in any reorganization program. Some believe that redistricting involves a major social change and should not be accomplished too suddenly.<sup>9</sup> At the other extreme is the belief that, since education is a function of the state, the legislature should reorganize school districts without having to wait for the people to act.<sup>10</sup> Some authorities believe that the people are slow to reorganize school districts, no matter how much time is given, under the purely permissive method.<sup>11</sup> Somewhere between the two extremes of hasty redistricting and slow, spotty redistricting, there should be a method which provides a reasonable time limit for the reorganization of school districts.

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<sup>9</sup>Kenneth E. McIntyre, "State School Redistricting Continues," The American School Board Journal, CXXVIII (1954), No. 2, p. 114.

<sup>10</sup>Ibid., p. 105.

<sup>11</sup>Ibid., p. 111.

A reasonable time limit for redistricting is justified by the experiences in other states. Remmlein expresses the consensus opinion of authorities on the justification of a time limit. She says:

One of the weaknesses of many of the older reorganization laws is that they do not prescribe a time limit within which action is required to be taken. Local resistance to reorganization, therefore, has caused delays that frequently mean the indefinite continuance of the small, inefficient local districts. Most of the newer laws prescribe a time limit within which action must be taken, and the courts have held that these time limits must be strictly followed. If notice and hearings are required, failure to give notice or to hold invalidated the alteration.<sup>12</sup>

Practically all the reorganization laws passed since 1935 have specified a termination date of five years after enactment. Reorganization laws of some states have not set a termination date, implying that reorganization is to be continuous as need arises. However, the absence of a termination date usually does not mean continuous redistricting. It means that there is never a serious attempt to reorganize school districts on a state-wide basis. The Nebraska redistricting law sets no termination data for county committees to submit plans for reorganization.<sup>13</sup> As will be noted later, Nebraska has made very little progress in school district reorganization, and still operates more school districts than any other state.

Morphet recognizes the importance of a reasonable time limit for redistricting. He says:

During recent years a number of states have adopted laws providing for studies of reorganization which are to be completed and proposals acted upon by a designated date in the future (frequently within two to five years). In many cases the law has simply required that the procedures be completed within the designated time but has not indicated what is to be done concerning areas that fail to approve reorganization

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<sup>12</sup>Madeline Kinter Remmlein, The Law of Local Public School Administration (New York, 1953), p. 77.

<sup>13</sup>Ibid., p. 92.

proposals. Idaho has established a reorganization procedure which not only provides the machinery for reorganization but states that if state-wide reorganization is not accomplished by July 1, 1959, district reorganization at that time is to be directed by act of the legislature.<sup>14</sup>

Smith states that a jury of experts found that a reasonable time limit is important to the procedures of accomplishing reorganization.<sup>15</sup>

From the array of evidence presented by authorities and a study of the actual statutes, especially the more recent ones, it appears that "within a reasonable" would mean within five years.

The second criterion is "Can appropriate organization for education in Oklahoma be created with a minimum of dislocation?" In other words, can the process of creating an appropriate organization for education be accomplished with a minimum of dislocation for the professional educators, for the socio-economic structure, and with a minimum of inconvenience to those pupils who will need to be transported?

There is ample evidence from the authorities and from the experiences of other states to justify the choice of this criterion. Authorities agree that one of the major obstacles to reorganization of school districts is the extreme opposition of the administrators and teachers who fear dislocation; from those who fear that it will destroy the rural community life; and from parents who fear the dangers of transportation and that their children will have to spend too much time in transit.

In discussing the danger points of school district reorganization, Lindstrom mentions three which are germane to this criterion. The first danger point is that of social adjustment of the rural population. He

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<sup>14</sup>Edgar L. Morphet, "State Laws Can Aid District Reorganization," The Phi Delta Kappan, XXXII (1951), p. 318.

<sup>15</sup>Doyme M. Smith, "Procedures for Accomplishing Reorganization," The Phi Delta Kappan, XXXII (1951), pp. 339-40.

quotes Bruner in showing that danger points occur:

. . . when the area is determined administratively without any regard for the original community alignments of the people, when the rural interests of consolidated school districts are subordinated to a traditionally urban-inclined program, and when no provision is made for drawing the neighborhood (organization) adequately into a district-wide organization.<sup>16</sup>

The second danger point concerning dislocation occurs when pupils are transported long distances to and from school. Lindstrom cites Little and Tate to emphasize this point:

. . . that the farther students were from school and the more time they spent in transit the lower their grade average relative to I.Q.: the less acceptable they were in their social group; the less well adjusted they were in school, and more frequently were they absent from school . . . The formation of big schools in cities frequently presents as difficult if not more difficult transportation problem than that found in rural areas. The principle of placing elementary schools, especially in neighborhood areas, therefore is of great importance in keeping the schools close to the people.<sup>17</sup>

The other danger point concerning dislocation which Lindstrom mentions concerns the professional educators. They are concerned about what will happen to them. He states that, "The preservation of position and security of small-school educators or school officials, or the possible 'capture' of the schools by people with political or other motives are real danger points in school reorganization."<sup>18</sup>

Some or all these factors of dislocation are found in the redistricting experiences of most of the states. One factor of dislocation may be stronger in one state, and another factor stronger in another state. For example, in Wisconsin it was found that one of the strongest factors limiting reorganization of school districts was the "principle of home rule," or the belief that the people in any local setting should decide

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<sup>16</sup>David E. Lindstrom, "Danger Points in District Reorganization," The Phi Delta Kappan, XXXII (1951), p. 329.

<sup>17</sup>Ruth Chambers Little and Mildred Thurow Tate, "Some Effects of Commuting on the Adjustment of Elementary Students," Rural Sociology, XV December, 1950), p. 322.

<sup>18</sup>Ibid.

for themselves the nature and structure of the school organization. This principle was behind the strong rural opposition to redistricting because the people feared dislocation of the socio-economic and political centers and loss of power and prestige.<sup>19</sup>

The third criterion is "Can an appropriate organization for education in Oklahoma be created with the best possible economical results; that is, with the best possible use of present facilities and with the best possible educational return for the expenditure?" There is ample evidence from authorities and from the experiences of the several states to justify the choice of this criterion. One of the major obstacles to reorganization of school districts is evident from this question. Every state has faced this question and certainly Oklahoma will have to face it, too.

McLure states the nature of the problem involved in the statement of this criterion when he says that, "Another obstacle to reorganization is inability of the potential district to provide buildings and facilities."<sup>20</sup> Also, he states that:

The most common practice of providing these needs has been through bonded debts incurred against the taxable wealth of the local districts. . . In districts of average wealth or less, tax resources are inadequate to construct needed new plants and to remodel old ones.<sup>21</sup>

He considers the problem to be broader than the mere furnishing of buildings, for he says, "Another aspect of the problem is the general lack of resources properly to equip buildings."<sup>22</sup>

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<sup>19</sup>Burton W. Kreitlow, "Factors Limiting Reorganization," The Nation's Schools, LI (February, 1953), p. 84.

<sup>20</sup>William P. McLure, "School Finance in District Reorganization," The Phi Delta Kappan, XXXII (1951), p. 324.

<sup>21</sup>Ibid.

<sup>22</sup>Ibid.

Almost all of the authorities recognize the importance of the newly reorganized school districts to provide the necessary buildings and facilities. Also, they recognize the tremendous obstacles that the providing of them presents to redistricting. Almost all authorities are interested in the most economical and efficient use of present facilities. However, McLure expresses the consensus opinion of the authorities when he states that:

Several studies in different states have shown that reorganization of small local districts would provide a comparable program of education at large savings for the state as a whole. A more defensible basis for judging economies from reorganization is the increased educational returns rather than money savings through operation of comparable programs. Until recent years the increase in transport cost accompanying consolidation in many rural areas outweighed savings to be gained through increased size. This is no longer true except in very sparsely settled areas with poor roads. Savings in cost of buildings, and equipment, and professional services resulting from increased school size more than counter-balance the increased transportation costs. As the level of educational services rises the savings will become even more pronounced.<sup>23</sup>

Authorities agree that the emphasis in redistricting should not be placed on how much money may be saved by reorganization. Emphasis should be placed on providing the facilities needed for a comprehensive program of education and services in the most economical and efficient way. Again, McLure states that:

Nearly half the children of America attend schools too small for operation of adequate educational programs. A practical solution to the problem lies in a better district structure which can facilitate the planning of more efficient attendance centers (schools).<sup>24</sup>

The purpose of this criterion, then, is to determine the most economical use of the present facilities in relation to how much they contribute to better educational programs.

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<sup>23</sup>Ibid., p. 321.

<sup>24</sup>Ibid.



There is some misunderstanding as to what redistricting involves. Some believe that it means the elimination of small schools and school houses, the formation of large schools, and the erection of large expensive school buildings. From research:

It appears that there is a widespread belief that reorganization involves closing all schools in present attendance areas except one central school, whereas the great majority of the statutes (of other states) leave the matter of attendance areas entirely up to the board of education or trustees in the new district.<sup>25</sup>

There can be no doubt that leaving the matter of attendance areas entirely up to the board of education is a wise decision. The local board is in the best position to decide whether attendance areas are organized to effect the best economical results in using the existing facilities and in the expenditure involved.

The fourth criterion proposed is "Can an appropriate organization for education in Oklahoma be created by the use of this method with regard for the use of the democratic processes?" Justification for the use of this criterion is to be found in the opinions of the authorities and in the experiences of other states. Most of the authorities agree that any redistricting program should use the democratic processes. However, there is some disagreement as to what constitutes the democratic processes. Some believe that since education is a function of the state, the legislature has the right to reorganize school districts. But, as used here, the term "democratic processes" means the involvement of the people affected by reorganization of school districts in the research, study, planning, and final approval of all proposals. Morphet supports this view when he states that:

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<sup>25</sup>Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States, III," The American School Board Journal (May, 1950), p. 31.

The organization law and procedures should provide for the participation of a maximum number of people working cooperatively for effective district reorganization. 'To the extent that the people who will be involved in any plan or reorganization understand all of the pertinent facts, they will be in position to make wise decisions."<sup>26</sup>

Lindstrom supports this view of the meaning of the democratic processes for he says that, "The basic objectives of education in a democracy must guide the process in reorganization; the end product is the responsible citizen in a democracy, seeking to advance the best welfare of people everywhere."<sup>27</sup> Harlen Beem, who had considerable experience in the reorganization efforts in Illinois, supports this view, also, for he says that:

. . . the campaign for school reorganization is considered . . . as including the original planning. Deciding what districts are to be reorganized, how, and when, cannot be separated entirely from the process of securing ratification of the proposals. Not in America!<sup>28</sup>

The definition of democratic processes as expressed above is easy to accept because of our historic belief that every citizen has a right to voice his opinions and beliefs, and that he has the right to be heard on any action which may affect him.

The fifth criterion presented here is "Can an appropriate organization for education in Oklahoma be created by this method with flexibility for change when necessary?" Generally, authorities on redistricting agree in recommending flexibility in any plan of school district reorganization because of the changing complexity of our society.

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<sup>26</sup>Edgar L. Morphet, "State Laws Can Aid District Reorganization," The Phi Delta Kappan (1951), p. 320.

<sup>27</sup>David E. Lindstrom, "Danger Points in District Reorganization," The Phi Delta Kappan (1951), p. 332.

<sup>28</sup>Harlen Beem, "The Campaign for Reorganization," The Phi Delta Kappan (1951), p. 332.

McIntyre expresses the consensus of opinion when he states that, "Provisions should be made for continuous adjustments in district organization as the need arises in the future."<sup>29</sup> Smith believes that flexibility is an important provision that should be included in any plan of reorganization. He believes that redistricting should be continuous and necessary for:

When shifts in population, the development of new highways and changes in community structure make it desirable to effect adjustments in boundary lines, some permanent body or authority to make such adjustments when requested to do so by one or more boards of affected districts.<sup>30</sup>

McIntyre believes that in addition to general flexibility in any reorganization statute or plan there should be flexibility that would allow for the formation or reformation of districts suited to the different conditions which exist or may be created in the state.<sup>31</sup>

#### Methods of Redistricting

In general, three methods have been used in the several states in the reorganization of school districts. These are the mandatory, the permissive, and the education-leadership methods. Some adaptations of one of these methods have been made in many states where redistricting has been undertaken. Regardless of the method used in redistricting, no state has achieved an ideal school district organization on a state-wide basis. In fact, it may never be achieved, as McIntyre believes, because

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<sup>29</sup>Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States, III," The American School Board Journal (May 1950), pp. 31-2.

<sup>30</sup>Doyne M. Smith, "Procedures for Accomplishing Reorganization," The Phi Delta Kappan, XXXII (1951), p. 340.

<sup>31</sup>Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States, III," The American School Board Journal (May 1950), pp. 31-2.

of the dynamic nature of our society. Thus, while there has been general acceptance of the county-unit district in the Southwestern states, yet no notable increase in this type of district has been made in recent years. In some states the community school has wide acceptance in theory, but practice varies greatly. In many states consolidations have resulted in two or more inadequate districts being united to create a new inadequate district.<sup>32</sup>

The mandatory method is best explained as arbitrary, in that it embodies legislation which abolishes all existing districts and creates new ones in an arbitrary and mandatory manner. In some states the mandatory method has taken the form of state-wide redistricting programs. In other states the mandatory method has taken the form of annexing a district to another district or districts, when the district to be annexed could not meet certain standards as prescribed by law. This method usually is not accompanied by study, research, and thorough planning, and does not always take into consideration the advice and interests of the people affected. Usually, it consists of legislative acts which mandate the reorganization of school districts.

It cannot be denied that some notable results have been accomplished by this method. In some states the legislatures have designated the county as the basic unit of administration, as in the states of West Virginia and Florida. In other states the legislatures have created a modified county unit plan as the basic unit of administration, as in the states of Kentucky, Utah, and some of the Southern states. Perhaps the most unusual example of mandatory legislation is that passed by the

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<sup>32</sup>Kenneth E. McIntyre, "School Redistricting Continues in the Forty-Eight States," The American School Board Journal, CXXVIII, (1954), p. 31.

people of Arkansas. In 1948 the people of that state voted to abolish all school districts with enrollments of less than 350. This act was not arbitrary in that the people were allowed to vote for or against the proposition, but it was arbitrary in that the people did not have a voice in the study, research, and planning which determined the nature of the reorganization. Georgia made notable progress in school redistricting. In 1945 she adopted a new constitution which mandated the creation of a modified county unit of school administration.<sup>33</sup>

Another type of mandatory action is that of the annexation of one or more school districts to another school district, when the district or districts to be annexed cannot meet certain standards required by law or by rules and regulations of the State Board of Education. Examples of this type of mandatory legislation are found in the states of Montana, New Mexico, Oklahoma, and Texas.

The mandatory method of organizing school districts stems from the philosophy that education is a function of the state. Since education is a function of the state, the state should assume the responsibility of mandating school districts without having to wait for the people to act.<sup>34</sup> This kind of action usually is accompanied by bitterness, hatred, and irreparable conflict in the new districts. Furthermore, this kind of action may, as many sociologists believe, result in the creation of school districts without regard for original community alignments of the people. McIntyre believes there are sociological dangers in redistricting:

. . . when the rural interests of consolidated school districts are subordinated to a traditionally urban-inclined program, and when no

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<sup>33</sup>Ibid.

<sup>34</sup>Kenneth E. McIntyre, "School Redistricting Continues in the Forty-Eight States," The American School Board Journal, CXX (April, 1950), p. 25.

provision is made for drawing the neighborhood (organizations) adequately into a district-wide organization.<sup>35</sup>

Such arbitrary action generally is met with tremendous opposition from the "Grass-roots." Due to a lack of understanding as to the necessity for redistricting, the people affected feel that their right to have their own school is being abrogated. They feel they have not been given ample opportunity to express themselves in matters so vital to them and to their children. Although their elected representatives may pass the legislation, the people feel that it is their democratic right to have a direct voice in any legislation which will change the social structure of their community.

Permissive redistricting laws have been on the statute books of all the states for many years. Permissive redistricting is purely voluntary. It involves local situations and usually does not have state-wide scope or emphasis. Generally speaking, it has failed because it is purely voluntary and does not have state-wide scope and direction. The reorganization law in Oregon, passed in 1939, failed because of its permissive features. It allowed the rejection of proposals for consolidations by a majority vote in each component district. North Dakota's redistricting law of 1947 has been rendered ineffective by an amendment in 1951, requiring the approval of proposed districts by a majority vote in each component district. In 1951 the South Dakota Legislature passed a permissive statute providing for county survey committees, with the approval or disapproval of the State Superintendent of Public Instruction, and final approval by a vote of the people, provided that both the rural

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<sup>35</sup>Ibid.

and urban votes were favorable.<sup>36</sup> In Oklahoma permissive redistricting has accounted for a small portion of the reduction in the number of school districts from 4,450 in 1946 to 1,738 in 1955. Most of the reduction in Oklahoma school districts came as the result of mandatory legislation passed in 1947 and 1949.<sup>37</sup> Permissive redistricting laws which have been on the statute book of Oklahoma since statehood have not produced a state-wide reorganization program. These laws are more ineffective now than ever before because of statutes and amendments passed in the 1953 and 1955 Legislatures.<sup>38</sup>

Since permissive redistricting is purely voluntary and is usually not accompanied by state-wide emphasis and leadership, it has been slow in providing, on a state-wide basis, more effective school districts in most of the states. Under the permissive method Michigan permits redistricting or consolidation by a vote of the people involved, on a district-by-district basis. According to McIntyre, there has been a slow but consistent reduction in the number of districts in that state by this method.<sup>39</sup> The permissive redistricting program in Michigan does not have state-wide scope and has not produced more appropriate school districts as shown by the fact that in 1955, 69.63 per cent of the school

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<sup>36</sup>Kenneth E. McIntyre, "Progress in School District Reorganization," The American School Board Journal, CXXII (May, 1952), pp. 47-9, 90.

<sup>37</sup>State Department of Education, Division of School Finance, Annexations and Consolidations Oklahoma School Districts, January 1, 1946, to October 1, 1955.

<sup>38</sup>State Superintendent of Public Instruction, The Oklahoma School Code (Oklahoma City, 1955), Art. 7.

<sup>39</sup>Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States," The American School Board Journal, CXX (April, 1950), p. 25.

districts of Michigan employed 9 teachers or fewer and only 2.90 per cent of the districts employed 40 teachers or more.<sup>40</sup>

Under the permissive method there has been no school redistricting in New Hampshire during the past twenty-three years. The legislature passed a permissive redistricting law in 1951 whereby county committees were created in those counties where interest was shown toward reorganization. It is interesting to note that there were 244 school districts in New Hampshire in 1932 and 230 in 1955. This represents a decrease of only 6.1 per cent in the number of school districts in the twenty-three year period.<sup>41</sup>

Redistricting in Connecticut has operated under a permissive law since 1902. There has been an actual increase in the number of school districts in Connecticut, from 162 in 1932 to 173 in 1955. Furthermore, only 17.34 per cent of the districts employed 9 teachers or fewer, and 40.93 per cent employed 40 teachers or more in 1955.<sup>42</sup>

Under the old option laws of consolidation only two districts had been changed in Nevada from 1949 to 1951. From 1932 to 1955 the decrease in the number of school districts was 90, from 266 to 176. In 1955, 75.57 per cent of the districts employed 9 teachers or fewer and only 3.41 per cent of the districts employed 40 teachers or more.<sup>43</sup>

Ohio has made little progress in redistricting under permissive consolidation laws passed in 1943 and 1947. From 1948 to 1955 the

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<sup>40</sup> Committee for White House Conference on Education, A Statistical Survey of School District Organization in the United States, 1954-55 (Washington, D. C., 1955), p. 9.

<sup>41</sup> Ibid.

<sup>42</sup> Ibid.

<sup>43</sup> Ibid.



decrease in the number of school districts was 187, from 1,583 to 1,396. Ohio has made some progress in creating larger districts. In 1948, 41 per cent of the school districts of Ohio employed 9 teachers or fewer and only 8.9 per cent employed 40 teachers or more. In 1955, 25.57 per cent of the districts employed 9 teachers or fewer, and 19.87 per cent employed 40 teachers or more.<sup>44</sup>

As mentioned above South Dakota's permissive redistricting law has failed both in reducing the number of school districts and in creating districts large enough to be efficient and economical. From 1948 to 1955 only 38 districts, or 1.1 per cent, were eliminated. In 1948, 96.69 per cent of the districts, and in 1955 91.28 per cent of the districts employed 9 teachers or fewer. In 1948, only .32 per cent of the districts and in 1955 only .42 per cent of the districts employed 40 teachers or more.<sup>45</sup> In 1956, South Dakota still maintained 3,329 administrative units.<sup>46</sup>

Redistricting in Vermont has operated under a permissive law for many years. It provides that adjacent rural districts may be added to town districts upon a majority vote of the town district and upon approval of the Commissioner of Education.<sup>47</sup> Consolidations have been very slow as evidenced by the fact that in 1932 there were 268 districts and in 1955 there were 262 districts. During a period of twenty-three

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<sup>44</sup>Ibid., pp. 7-9.

<sup>45</sup>Ibid., p. 6.

<sup>46</sup>National Education Association, Research Division, Advance Estimates of Public Elementary and Secondary Schools for the School Year 1955-56 (Washington, D. C., December, 1955), p. 11.

<sup>47</sup>Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States," The American School Board Journal, CXX (April 1950), p. 80.

years there was a reduction of only six districts. In 1955, 62.60 per cent of the school districts employed 9 teachers or fewer and only 4.20 per cent employed 40 teachers or more.<sup>48</sup>

Michigan has found the permissive redistricting method to be ineffective, as evidenced by the fact that in 1955 69.63 per cent of her school districts employed 9 teachers or fewer and only 2.90 per cent employed 40 teachers or more.<sup>49</sup>

Generally, the permissive method of creating appropriate school districts has been ineffective. Not only has this method failed to reduce appreciably the number of school districts, but also this method has failed to create districts large enough to offer a comprehensive program of education and services.

The education-leadership method of creating school districts is the most recent method evolved in the reorganization procedures. By this method is meant redistricting involving the processes of research, study, planning, and final action by the people directly affected. It is a state-wide program involving every school district in a state, although some districts might not be affected. This method differs from the purely permissive method in that it is state-wide in scope; it is planned by the people affected under expert leadership and advisement; and it involves thorough research, study, and planning as to the effects of redistricting on the entire social structure.

The State of Washington pioneered in this type or method of reorganization, and "Since the Washington law of 1941, 12 states have

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<sup>48</sup>Committee for White House Conference on Education, op. cit., pp. 7, 9.

<sup>49</sup>Ibid.

adopted legislation of this type, and a few other states are engaged in similar programs having similar features."<sup>50</sup> The education-leadership method varies, in some features, in the several states using it. The State of New York used a similar method, which was a failure until financial incentives were added in 1925.<sup>51</sup> Another adaptation to the education-leadership method has been made by some states in making redistricting compulsory, but leaving the research, study, planning, and final action to the people affected.

Of the education-leadership method of redistricting, Dawson states that:

This plan has been used by Washington, Illinois, and Idaho in their almost phenomenal accomplishments in reorganization. The plan has been written into legal form by the division of Rural Service and the Research Division of the National Education Association under the title, A Model Statute For The Reorganization of School Districts.<sup>52</sup>

Other states have adopted this method and made progress with it in varying degrees, depending on whether or not crippling amendments were attached. Those states are Colorado (1949), Iowa (1945), Minnesota (1947), Missouri (1948), Nebraska (1949), North Dakota (1947), Pennsylvania (1947), and Wyoming (1947). Wisconsin passed a law in 1947 embodying the form of this method, but redistricting has made little progress because the law was largely permissive with little financial incentive and little compulsion.<sup>53</sup> That reorganization has been slow in some of the states adopting the education-leadership method has not been due to the method

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<sup>50</sup>Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States," The American School Board Journal, CXX (April, 1950), p. 25.

<sup>51</sup>Ibid.

<sup>52</sup>Howard A. Dawson, "Trends in School District Reorganization," The Phi Delta Kappan, XXXII (1951), p. 306.

<sup>53</sup>Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States," The American School Board Journal, CXX (April, 1950), p. 25.

itself, but due to crippling amendments attached to the vitalizing statute. Those amendments usually took the form of requiring that the proposed district be approved by each of the component districts.<sup>54</sup>

If the method of education-leadership is used, authorities generally agree that the procedures should be as follows:

1. Begin study and discussion of present educational program by citizens of the state to formulate the educational program desired.
2. Legislation to provide machinery and funds for study.
3. Assignment of responsibility to state educational department or appointment of a lay commission to supervise study, and appointment of trained staff to carry on research.
4. Cooperation with county and local organizations in making local surveys.
5. Formulation of guiding principles for setting up administrative structure.
6. Surveys to secure data.
7. Recommendation of new administrative structure by state department of education or commission in the light of principles formulated and data obtained.
8. Enactment of recommendations into law and adoption by local committees of new organization.<sup>55</sup>

Chishold believes that the, "Success in desirable reorganization programs (which he believes should come by education and leadership) is based on a real need and public desire for change."<sup>56</sup> Therefore, Chisholm believes that there are eight cycles of leadership which appear in reorganized programs:

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<sup>54</sup>Ibid., p. 26.

<sup>55</sup>American Association of School Administrators, "Schools in Small Communities," 1939 Yearbook (Washington, D. C., 1939). p. 233.

<sup>56</sup>Leslie L. Chisholm, "Adequate District Organization," Midwest CPEA, The School Executive, LXXIII (March, 1954), p. 98.

They are: (1) developing widespread interest, (2) participating in group study, (3) securing commitments from groups or individuals, (4) introduction of legislation, (5) enactment of legislation, (6) organization of state-wide program, (7) formulating plans for studying local conditions, and (8) adoption of reorganization program.<sup>57</sup>

The statute vitalizing the method of education-leadership is usually:

. . . characterized by the following features: (1) a county committee of laymen which initiates proposals for new districts within the county; (2) a state committee which gives over-all advice, counsel, and leadership; (3) expert field workers who work with the county committees, giving technical assistance in the development of reorganization plans; and (4) final acceptance or rejection of the plans by a vote of the people in the proposed new district.<sup>58</sup>

McIntyre, who has spent many years in observation and study of reorganization programs in the several states has discovered some valuable suggestions on how to organize and prosecute reorganization using the education-leadership method. He found that:

. . . the most common suggestion given by reorganization officials pertains to public relations. . . . A long range comprehensive, 'grass-roots' program of interpretation is almost a sine qua non. Those who have been 'through the mill' consistently make a statement such as: 'Don't go too fast - take the people along with you,' 'Let citizen groups do much of the ground-work,' 'Get all the backing of all major organizations,' or 'Provide for hearings on every proposal.' Of course, the data must first be collected, and this involves considerable effort in studying each local situation. Perhaps whirlwind, high-pressure campaigns occasionally produce results, but for permanent gains, based on popular understanding and approval, there is no substitute for thorough and patient education of the public on important issues. The most convincing argument that can be advanced in support of this position is the remarkable progress in many states in reorganizing their school districts.<sup>59</sup>

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<sup>57</sup> Ibid.

<sup>58</sup> Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States," The American School Board Journal, CXX (April, 1950), p. 25.

<sup>59</sup> Kenneth E. McIntyre, "State School Redistricting Problems," The American School Board Journal, CXX (May, 1950), p. 32.

### Methods Pro and Con

The purpose of this section is to appraise the methods of reorganization of school districts used in other states in the light of the criteria discussed above. This is done in consideration of the Oklahoma setting.

The three methods of redistricting are not analyzed separately in the light of each criterion but are analyzed in one treatment.

There is no doubt that the mandatory method is the quickest method of creating more appropriate school districts. It has already been noted that some notable progress has been made by the use of this method.<sup>60</sup> With one or more statutes the legislature can change the school district structure, as has been done in some states. Dawson states that:

Notable accomplishments have been obtained by compulsory legislation. After rather long evolutionary struggles to eliminate or reduce the number of school districts, the state in some instances has created by law the administrative unit. In 1923 North Carolina made the county and cities of certain sizes the basis of local administrative units. In 1933 West Virginia abolished all existing local districts and set up 55 county school districts. In 1934 Kentucky required the county boards of education to abolish all school districts having less than 250 attending school, except cities of the first five classes, and to consolidate them into county school districts. In 1941 New Mexico authorized the county boards of education to consolidate school districts with a vote of the people and required the abolition of elementary school districts having fewer than 12 pupils, and high school districts having fewer than 30 pupils. The compulsory action by the people of Arkansas in 1948 (abolishing all school districts which did not have an enrollment of 350 pupils) is a striking example of how fast compulsion may work redistricting.

Action of a semi-compulsory nature has been taken in other states. For example, in 1945 Kansas enacted a law requiring each county to appoint a reorganization committee and requiring the reorganization committees to reorganize the elementary school districts of their respective counties. The order of the committee was final and without a vote of the people. Another example is the State of Idaho. In 1947 the legislature provided

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<sup>60</sup>Howard A. Dawson, "Trends in School District Reorganization," The Phi Delta Kappan, XXXII (March, 1951), p. 304.

for a state commission and county committees to plan the reorganization of school districts. If by July 1, 1949, the school districts of any county had not been reorganized to meet the standards prescribed by the state reorganization commission, the state commission was required to reorganize the districts without a vote of the people.<sup>61</sup>

Although no state-wide reorganization program has been attempted in Oklahoma, the number of school districts has been reduced, mostly by compulsory legislation, from 4,450 in 1946 to 1,738 in 1955. Of the 2,712 districts eliminated, 1,975 or 73.0 per cent were eliminated by mandatory action and 737 or 27.0 per cent by election.<sup>62</sup> Although exact information is not available, it is safe to assume that many of the districts eliminated by election were facing elimination by mandation, and chose to annex to one district rather than be annexed to another district.

The states using the mandatory method have been able to create larger school districts within a shorter time than those states using the other methods. In 1955, there were no school districts in North Carolina which employed 9 teachers or fewer and 98.28 per cent employed 40 teachers or more. In 1955, 100.0 per cent of West Virginia's 55 school districts employed 40 teachers or more. In 1955, only 1.79 per cent of Kentucky's school districts employed 9 teachers or fewer and 65.63 per cent employed 40 teachers or more. In 1955, 13.16 per cent of the school districts of New Mexico employed 9 teachers or fewer and 39.47 per cent employed 40 teachers or more. In 1948, previous to the mandatory action of the people in abolishing school districts which had enrollments of

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<sup>61</sup>Howard A. Dawson, "Trends in School District Reorganization," The Phi Delta Kappan, XXXII (1951), p. 304.

<sup>62</sup>State Department of Education, Division of School Finance, Annexations and Consolidations, Oklahoma School Districts, January 1, 1946, to October 1, 1955.

fewer than 350 pupils, 78.16 per cent of the school districts of Arkansas employed 9 teachers or fewer and only 3.96 per cent employed 40 teachers or more. In 1955, only 11.95 per cent of Arkansas' school districts employed 9 teachers or fewer and 21.99 per cent employed 40 teachers or more.

Oklahoma is the only exception among the states mentioned using the mandatory method which has made little progress in creating a great proportion of administrative units large enough to be efficient and economical. This can be explained by the fact that Oklahoma has not embarked on a state-wide program of reorganization of school districts. In Oklahoma the mandatory action applied only to local situations. Mandatory action was taken to eliminate school districts which did not operate schools and school districts which could not maintain certain minimum standards of average daily attendance as required by law. As a result, few school districts were enlarged greatly by this action. In 1948, 72.22 per cent, and in 1955, 74.41 per cent of Oklahoma's districts employed 9 teachers or fewer. In 1948, only 1.54 per cent and in 1955 only 3.63 per cent of Oklahoma's districts employed 40 teachers or more.<sup>63</sup>

The permissive method of redistricting has been ineffective in creating an appropriate organization for education in all the states, regardless of the time it has operated. Most of the states have had permissive statutes for consolidation and merger for many years. Because the permissive method has been generally ineffective in most of

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<sup>63</sup>Committee for the White House Conference on Education, A Statistical Survey of School District Organization in the United States, 1954-55 (Washington, D. C., October, 1955), p. 9.



the states, it will not be considered in the discussion of the other criteria. It is discussed here to show its ineptness in providing for an appropriate organization for education on a state-wide basis.

An otherwise good reorganization law may be rendered ineffective by one or more purely permissive features which stagnate the procedures or processes of reorganization. The Oregon plan of redistricting, enacted in 1939, was rendered impotent largely because it permitted the rejection of proposed new districts by any of the component districts, thus enabling the will of a minority to determine the action to be taken.<sup>64</sup> A similar procedure existed in California until 1947 when the reorganization law was amended to permit approval or rejection of proposed new districts by the total vote of the people in the proposed new district rather than by each component part.<sup>65</sup>

The South Dakota reorganization law of 1947 was rendered ineffective because of the requirement that both rural and town or urban areas must approve the proposed new district. It was crippled further in 1951 by the provision requiring a majority vote in each component district or part of a proposed new district to effect a reorganization of districts.<sup>66</sup>

Redistricting in Iowa has been hampered by the same requirement of approval by each component district of the proposed new district, and by fear created from adverse publicity. This caused some of the small districts to launch building programs to forestall or discourage plans or rumored plans of school district reorganization.<sup>67</sup>

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<sup>64</sup>Kenneth E. McIntyre, "School District Reorganization Programs," The American School Board Journal (March, 1950), p. 23.

<sup>65</sup>Ibid., p. 21.

<sup>66</sup>Kenneth E. McIntyre, "Progress in School District Reorganization," The American School Board Journal, CXXII (May, 1952), pp. 47-9, 90.

<sup>67</sup>Ibid., p. 48.

The Nebraska redistricting law has been crippled by provisions limiting the powers of the state committee to advisory functions only, and by allowance for the rejection of proposals for new districts by either the rural or the town or urban areas.<sup>68</sup>

Pennsylvania has made slow progress in redistricting under this method because of crippling provisions requiring approval of the proposed new districts by each component district, and by the provision that each component district would retain its identity.<sup>69</sup>

In Oklahoma laws have been on the statute books since statehood whereby school districts could consolidate, merge, or annex to other school districts. Oklahoma's failure to create school districts, on a state-wide basis, large enough to offer a comprehensive program of education has already been noted.<sup>70</sup>

The education-leadership method of school district reorganization is slower than the mandatory method in creating more appropriate organizations for education. In some of the states using this method appropriate organizations for education have not been created. Most of the authorities agree that this has been due more to the crippling amendments inserted in the laws or to a lack of vision on the part of the leadership than to the method itself.

The education-leadership method has been successful in many states in reducing the number of school districts within a reasonable period of time, but has been only moderately successful in some states in creating

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<sup>68</sup>Ibid., p. 22.

<sup>69</sup>Ibid., p. 23.

<sup>70</sup>See p. 4.

school districts large enough to offer a comprehensive program of education and services. California, under the education-leadership method, reduced the number of school districts from 2,794 in 1944 to 1,941 in 1955. From 1948 to 1955 the per cent of school districts which employed 9 or fewer teachers was reduced from 65.50 per cent to 54.92 per cent. For the same period of time the number of school districts which employed 40 teachers or more was increased from 9.47 per cent to 20.45 per cent.<sup>71</sup>

Under the education-leadership method Colorado reduced the number of school districts from 1,884 in 1948 to 992 in 1955. From 1948 to 1955 the per cent of school districts which employed 9 or fewer teachers increased from 88.0 per cent to 89.62 per cent. During the same period of time the per cent of the school districts which employed 40 teachers or more increased from 1.54 per cent to 3.43 per cent.<sup>72</sup>

From 1948 to 1955 Illinois reduced the number of school districts from 11,061 in 1948 to 2,349 in 1955. From 1948 to 1955 the reduction in the per cent of the school districts which employed 9 teachers or fewer was from 46.09 per cent to 18.09 per cent, and the percent of the school districts employing 40 teachers or more increased from 6.91 per cent to 46.83 per cent.<sup>73</sup>

Idaho, under the education-leadership method, reduced the number of school districts from 1,011 in 1948 to 189 in 1955. The per cent of the school districts which employed 9 teachers or fewer was reduced from

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<sup>71</sup>Committee for the White House Conference on Education, A Statistical Survey of School District Organization in the United States, 1954-55 (Washington, D. C., October, 1955), pp. 7, 9.

<sup>72</sup>Ibid.

<sup>73</sup>Ibid.

60.73 per cent to 37.57 per cent, and the per cent of the number of school districts which employed 40 teachers or more was increased from 1.78 per cent in 1948 to 20.11 per cent in 1955.<sup>74</sup>

Minnesota, under the education-leadership method which has been hampered by crippling amendments, has reduced the number of school districts from 7,606 in 1948 to 4,261 in 1955. The per cent of the number of school districts which employed 9 teachers or fewer was increased from 62.07 per cent to 68.34 per cent, and the per cent of the number of school districts which employed 40 teachers or more was increased from .78 per cent to 2.21 per cent from 1948 to 1955.<sup>75</sup>

Missouri, under the education-leadership method, reduced the number of school districts from 8,422 in 1948 to 3,794 in 1955. The per cent of school districts which employed 9 teachers or fewer was reduced from 72.60 per cent to 63.26 per cent, and the per cent of the number of school districts which employed 40 teachers or more was increased from .50 per cent to 2.53 per cent from 1948 to 1955.<sup>76</sup>

North Dakota, under the education-leadership method, hampered by crippling amendments, reduced the number of school districts from 2,267 in 1948 to 2,096 in 1955. The per cent of school districts which employed 9 teachers or fewer decreased from 84.43 per cent to 81.01 per cent, and the per cent of the number of school districts which employed 40 teachers or more increased very little, from .31 per cent to .48 per cent.<sup>77</sup>

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<sup>74</sup>Ibid.

<sup>75</sup>Ibid.

<sup>76</sup>Ibid.

<sup>77</sup>Ibid.

Pennsylvania, under the education-leadership method, has been conservative in its redistricting program. It reduced the number of school districts from 2,540 in 1948 to 2,461 in 1955. The per cent of school districts which employed 9 teachers or fewer decreased from 54.37 per cent to 9.75 per cent, and the per cent of the number of school districts which employed 40 teachers or more increased from 12.24 per cent to 54.53 per cent, from 1948 to 1955.<sup>78</sup>

Washington, which is credited with originating the education-leadership method of redistricting, reduced the number of school districts from 628 in 1948 (Washington had 1,792 districts in 1932) to 523 in 1955. The per cent of school districts which employed 9 teachers or fewer decreased from 57.01 per cent to 50.48 per cent, and the per cent of the number of school districts which employed 40 or more increased from 14.01 per cent to 18.93 per cent.<sup>79</sup>

Wyoming, under the education-leadership method, reduced the number of school districts from 359 in 1948 to 291 in 1955. The per cent of school districts which employed 9 teachers or fewer decreased from 90.25 per cent to 68.73 per cent, and the per cent of the number of school districts which employed 40 teachers or more increased from 5.57 per cent to 5.84 per cent from 1948-1955.<sup>80</sup>

If by "within a reasonable time" is meant five years, the mandatory method appears to meet this criterion better than the other methods.

There can be little doubt that the mandatory method of redistricting results in much dislocation. This may be due to the fact that the

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<sup>78</sup>Ibid.

<sup>79</sup>Ibid.

<sup>80</sup>Ibid.

mandatory method usually does not utilize long periods of study by the people involved, and does not utilize research and planning as much as the education-leadership method. Since the mandatory method is an arbitrary method, it is not concerned with what happens to the professional educators. It is conceded that much of the opposition or resistance to redistricting comes from these vested interests, and therefore their opinions usually are ignored by those using the arbitrary or compulsory method. Since professional educators in status positions have been one of the strong roadblocks to reorganization of school districts,<sup>81</sup> their opinions usually carry little weight in the redistricting program. Dislocation resulting from this factor should be considered secondary to the more important objective of more nearly equalizing educational opportunities for the pupils. But, from the practical standpoint this obstacle must be recognized and overcome.

Perhaps the most important dislocating effect resulting from the use of the mandatory method is the effect of disrupting the socio-economic pattern of the people. Although he does not oppose reorganization, per se, Buck raises some sociological and economic questions which indicates that he believes a redistricting program should not be arbitrary. He assumes that the reorganization of school districts will bring larger administrative and/or attendance units. He believes that redistricting will bring a readjustment of community lines. He sees a great need for personal and social adjustment of pupils, parents, and patrons. He believes that the school system, especially in the rural

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<sup>81</sup>David E. Lindstrom, "Danger Points in District Reorganization," The Phi Delta Kappan, XXXII (1951), p. 330.

areas, occupies a major role in defining the style of much formally organized social life. He thinks that the teachers in disorganized schools will be affected in that they will not be able to adjust socially and psychologically as members of much larger faculties. Therefore, Buck believes that reorganization of school districts should not be made just for the sake of obtaining larger units. The welfare of the students, the change in social and economic structure, and the opinion structure of the people affected as to whether or not they could re-align their loyalties and reform their social habits are all major considerations in any redistricting program. The reforming of district lines is a major social change.<sup>82</sup> Reorganization is a step which should not be taken in a hasty or an arbitrary manner.

There can be little doubt that the education-leadership method of redistricting is very effective in minimizing dislocation. Because this method is evolutionary, rather than revolutionary as characterized by the mandatory method, change is slow. It does not come until the proper attitudes toward change are created. One of the strongest characteristics of this method is the development of a willingness on the part of the people to accept whatever social, religious, and economic re-alignments are necessary to secure better educational opportunities for their children. People who plan, study, and work together on a common problem are usually welded, under proper leadership, into new loyalties and a feeling of common purposes so necessary in our democratic structure of society. Because state-wide goals are emphasized by this method, people will sense that they are a part of a large undertaking which will tend to make them

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<sup>82</sup> Roy C. Buck, School District Reorganization: Some Consideration for Sociological Research (New York, 1954), pp. 25-9.

forget their extreme localism, one of the most vicious obstacles to redistricting.

Reorganization of school districts often is hampered by the annexation of rural to urban or town areas. There is fear among the rural population that they will lose a voice in determining their educational destinies. They feel that their loyalties are symbolized by the local school.<sup>83</sup> When the rural people have a part in the study, research, and planning for the formation of new districts, they learn that the possibilities of improved educational opportunities for their children far outweigh the need to transfer their loyalties. Then, rural people are more willing to accept redistricting. They are more willing to find new ways of voicing their opinions in determining the educational destinies of their children.<sup>84</sup>

Authorities agree that the education-leadership method produces better results in overcoming the feeling of dislocation in the social, political and economic structures. Redistricting involves a major social change and the people feel that they should have a direct voice in that change. They feel that they have the right to determine their own fundamental purposes as to the educational opportunities for their children. Therefore, there is less dislocation from the education-leadership method than from the mandatory method.

There is no valid reason why the mandatory method might not be used with the best possible economical results; that is, with the best possible use of existing facilities and personnel. Yet, since this method is

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<sup>83</sup>David E. Lindstrom, "Danger Points in District Reorganization," The Phi Delta Kappan, XXXII (1951), pp. 329-30.

<sup>84</sup>Ibid., p. 124.



characterized by arbitrary action, it does not make full use of study, research and planning by the people affected. Because of the arbitrary nature of the method, it tends to cause immediate discontinuance of many attendance centers where facilities and personnel already exist. This may result in waste and unnecessary expense in providing new facilities in centralized attendance units.

An example of how the mandatory method can be uneconomical is the condition created in Oklahoma by statutes passed in 1943. By this statute the State Superintendent of Public Instruction was stripped of all his executive powers and an office of executive secretary was created for the State Board of Education.<sup>85</sup> This action was taken without the advice of the professional and practicing educators of the state, and without consulting experts in the field of public education. In fact, the practicing educators and experts were ignored completely. This action created two chief state school officers, resulting in unwise use of the public's funds.

Another example of arbitrary legislation in Oklahoma which resulted in improper uses of personnel and facilities was the "piece-meal" annexation law of 1941.<sup>86</sup> This law made it possible for any part of a dependent school district to detach and join an adjacent independent school district. Such actions often left the parent district with the same facilities and personnel but made it less able to provide an effective educational program.

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<sup>85</sup>State Superintendent of Public Instruction, School Laws of Oklahoma (Oklahoma City, 1943), Art. V, Sec. 5.

<sup>86</sup>Oklahoma Session Laws, Title 70, Chapter 26, Secs. 1-2 (Oklahoma City, 1943).

Another example of mandatory action which did not bring the best economical results was the mandatory abolition of all school districts in Arkansas in 1948 which had enrollments of less than 350. This action called for the rapid building of many new school plants. Little consideration was given to the use of existing facilities, and therefore much dislocation was experienced.

Some authorities argue that the method of education-leadership is slow to eliminate the small, expensive, and inefficient school district and does not yield the best economical results. They base their arguments on the fact that this method is slower than the mandatory method and therefore perpetuates the small inefficient school districts longer. They feel that the perpetuation of small school districts causes waste in personnel, maintenance and operation, and many times in the building of new facilities which may be abandoned as reorganization proceeds. These authorities point to many of the states which have adopted the education-leadership method to show that this method has not produced a great number of school districts with 40 teachers or more.

However, it would appear that the method of education-leadership, which used the tools of study, research, and planning, in the long run would produce better economical results than the mandatory method. By these procedures the people could plan more efficient use of present facilities and personnel, and could make adaptations to change in a systematic way to utilize best present and future resources. Some present attendance centers might be maintained temporarily while resources are being marshalled and long-range planning is being done to build the facilities needed and while the personnel needs are being evaluated. No doubt such long-range planning could produce a wiser and more economical use of school resources.

An intelligent evaluation of the mandatory and education-leadership methods in the light of the fourth criterion depends on the definition of the term, "democratic processes." Those who favor the mandatory method argue that education is a function of the state. The legislature is representative of the people who determine its personnel. Therefore, the legislature may act democratically in reorganizing the school district structure without a vote of the people. By this definition of "democratic processes" mandatory legislation may be said to fulfill the qualifications of meeting this criterion.

However, the term "democratic processes" as used herein is meant the right of the people to determine, by direct voice, the nature of the structure to provide educational opportunities for their children. It means that the people affected should have a direct voice in the study, research, planning, and final disposition of any and all questions relating to proposed new districts.

Though he recognizes that many notable accomplishments have been made by compulsory legislation, Dawson makes the observation that:

The latest development in school district reorganization may be labeled planning and opportunity. The creation of state reorganization commissions and of county reorganization committees with financial resources and expert personnel to plan reorganizations, and the enactment of laws which make it possible for the people to act on proposals with dispatch, are now the most promising means of obtaining adequate reorganization of school districts.<sup>87</sup>

McIntyre believes that there is abundant evidence that the method of education-leadership in school redistricting:

. . . can produce desirable results, and psychologically it is superior to the mandatory type. The people are more likely to support that which they help to create. If community districts are assumed to be superior

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<sup>87</sup> Howard A. Dawson, "Trends in School District Reorganization," The Phi Delta Kappan, XXXII (1951), p. 306.

to other types, then permissive legislation appears to be the most satisfactory method of approach, since mandatory laws are not readily adaptable to the community plan.<sup>88</sup>

By the permissive plan McIntyre is speaking of what other authorities call the education-leadership plan.

In further support of the method of education-leadership McIntyre states that:

Proposals for reorganization should originate with a committee that is close enough to the local districts to know their needs and appreciate their problems, and yet far enough removed from the individual district to be guided by general educational welfare rather than selfish interests within the local district.<sup>89</sup>

Furthermore, McIntyre states that:

The experiences of certain states would confirm the wisdom of allowing the county committees ample time to make thorough studies and prepare careful plans. However, safeguards should be included in the law to prevent inaction. It is not unreasonable, either in practice or theory, to require such committees to prepare comprehensive plans within a specified length of time.<sup>90</sup>

Then, for final action on any proposed reorganization, McIntyre believes, as do most of the other authorities on redistricting, that not the legislature but the people should accept or reject proposals. He says, "The final acceptance or rejection of proposals should be determined by a vote of the people in the proposed new district, voting as a unit."<sup>91</sup>

Harlan Beem, who was active in the redistricting program in Illinois, concurs with McIntyre on the general procedures of reorganization. He believes that the term "democratic processes" means involvement

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<sup>88</sup>Kenneth E. McIntyre, "School Redistricting in the Forty-Eight States," The American School Board Journal, LXIX (May, 1950), p. 32.

<sup>89</sup>Ibid.

<sup>90</sup>Ibid.

<sup>91</sup>Ibid.

of the people in the study, research, planning, and final action on all proposed reorganization of school districts.<sup>92</sup>

Smith agrees with Beem, Dawson, and McIntyre on the procedures necessary to accomplish reorganization. He states that:

The method of reorganization provides for the utilization of both local and state agencies in planning and executing the reorganization program. In most cases the local agency is a county or regional committee whose duty is to study and make plans for reorganization within the county or region. The state agency is usually a committee whose duties are to give assistance and guidance to the local committees and to execute plans submitted by them, that is, to execute such plans as fit into a state-wide reorganization program. Final approval of proposed plans in the states which have adopted this method of reorganization in general, is by majority vote of the electors residing within the area affected by such plans.<sup>93</sup>

Thus, we see that the authorities believe that the method of redistricting which is most in keeping with the democratic processes and structure of our society is the method of education-leadership.

Because the mandatory method of redistricting is done usually without the benefit of study, research, planning, and final approval by the people, it generally creates a rigid structure. It arouses much hatred and bitterness so that further proposals for redistricting are met with sharp resistance. Our society has become so fluid, and is changing so fast that flexibility in school district structure must be maintained so that changes may be made when necessary to provide a comprehensive program of education. Arbitrary or mandatory legislation tends to create resistance to further change and a freezing of school district structure.

On the other hand, the method of education-leadership is more adaptable to change. This method embraces the idea of educating the

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<sup>92</sup>Harlan Beem, "The Campaign for Reorganization," The Phi Delta Kappan, XXXXII (1951), pp. 334-38, 343.

<sup>93</sup>Doyle M. Smith, "Procedures for Accomplishing Reorganization," The Phi Delta Kappan, XXXXII (1951), pp. 339-40.

people through their participation in study, research, and planning as to the benefits which would accrue to their children through redistricting. If the people have been instrumental in helping to reorganize school districts, it is safe to assume that they will be more ready to understand and accept the need for changing the structure of a school district as the need arises. Of course, the readiness of the people to accept future change in district structure will depend on how effective and far-sighted the education and leadership were in the original campaign.

It is interesting to note that the states which mandated reorganization have undergone few changes in the structure of administrative and attendance units since the original reorganization and many small inefficient districts still exist in some of those states.

Flexibility, per se, is not necessarily desirable. Yet, the structure of a school district should be flexible in order to meet the changing social, economic, and educational needs. The tremendous social and economic changes which are taking place in America necessitate flexibility in school district structure.

Many of the states which used the method of education-leadership have recognized the need of changing the school district structure and have amended their statutes continuously since the passage of the original law. For example, California, which passed a reorganization law in 1945, amended it in 1947. Colorado, which passed a reorganization law in 1949, amended it in 1951.<sup>94</sup> It is true that some of the amendments have been crippling rather than constructive in nature. However, the fact that the redistricting laws were amenable to change is proof of their

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<sup>94</sup>Kenneth E. McIntyre, "Progress in School District Reorganization," The American School Board Journal, CXXIV (May, 1952), pp. 47-9.

flexibility. The direction of change is due to faulty education and leadership, rather than to the method itself.

### Summary

Three methods, or some modification or combination of them, have been used in all states in attempting to create and maintain more appropriate organizations for education. These three methods are the mandatory, the permissive, and the education-leadership methods.

The mandatory method is characterized by compulsory or arbitrary legislation or action. Notable progress has been made in some states in creating larger administrative and attendance units by this method.

Much can be said for the mandatory method. It is the fastest way to create larger districts. But, it results in considerable dislocation in the socio-economic structure, and in the wise use of existing facilities. It disregards a direct voice of the people in study, research, planning, and also in the final determination of the structure for education. Because it is arbitrary and compulsory, it usually creates reaction against further change.

The permissive method is confined to localized consolidations, mergers, or annexations. It is not state-wide in scope and its results are meager and spotty. It is a voluntary process with localized scope and generally without adequate leadership, especially from the state level. Generally speaking, it has failed in all states to produce more appropriate school districts and therefore is not considered as an effective method of school district reorganization.

The method of education-leadership is permissive in nature, but it has state-wide scope and plan. It is based on a statute or statutes

setting up an organization for redistricting on a state-wide scale. It involves study, research, planning, and final approval by the people affected. This method does not produce immediate results as fast as the mandatory method, but authorities believe that the long-range results are much better. By this method some states have been able to reduce the number of districts on a note-worthy scale, and some states have been able to create school districts of adequate size on a state-wide basis. The inability of some states to create adequate-sized school districts has not been a fault of this method, but has been due to crippling amendments written into the law, to a lack of dynamic leadership and planning on a large enough scale, and/or a lack of financial incentives or a degree of compulsion. The method of education-leadership produces the best and wisest use of educational resources. It produces less dislocation than the mandatory method because it is slower and it allows the people a longer time to adjust to the social, economic, and psychological changes which they must make. The education-leadership method is best adapted to the democratic processes, when by democratic processes is meant a direct voice of the people affected in determining the school district structure for their children's educational opportunities. Since the education-leadership method tends to create understanding and desire for change, it creates also a school district structure more amenable to change than is created by the mandatory method.



## CHAPTER V

### SUMMARY AND RECOMMENDATIONS

This chapter summarizes the materials presented in this study and recommends a method of creating an appropriate organization for education in Oklahoma.

#### Summary

In early territorial and statehood days Oklahoma established many small schools and school districts so that educational opportunities would be within easy reach of every child. The township was divided into four attendance areas many of which still remain. In 1893 the Territorial Legislature made the attendance area and the school district coterminous. Although the socio-economic pattern has been changing constantly, many of those small districts still exist. Because of the change in the socio-economic pattern, the increasing complexity of modern life, and the demands of many parents for better educational opportunities for their children, the small schools and school districts can no longer be considered as appropriate.

Many professional educators and laymen long have recognized the need for the reorganization of school districts in Oklahoma. Since the survey by the Brookings Institution in 1935, there has been persistent agitation for a more appropriate school district organization.

The status of the present organization for education in Oklahoma was discussed at the local, intermediate, and state levels. It was found that due to the change in the socio-economic pattern of Oklahoma the local school district structure and the intermediate district structure are not adequate to meet the needs of children in our modern society. Furthermore, the state level organization for education is so constituted as not to be as effective as demanded for a comprehensive program of education and services.

The three methods of redistricting discussed in this study were the mandatory, the permissive, and the education-leadership methods. These methods were analyzed in the light of identified criteria which seemed suitable to a method for redistricting in Oklahoma. Notable progress has been made by the mandatory method in some states in that larger administrative and attendance units have been created in a relatively short length of time. Much dislocation in the socio-economic structure or pattern has resulted from the use of the mandatory method, and new school district structures created by this method are usually rigid and not amenable to future change.

Most of the states have had permissive redistricting laws in operation for many years. Generally speaking, those permissive laws have been ineffective in creating more appropriate school districts in every state.

The method of education-leadership, as embodied in the laws of the states of Washington, Illinois, and Idaho appear to hold the greatest promise for thorough, scientific, state-wide redistricting. The strength of this method lies in the two words, education and leadership. However, in some states financial incentives or some degree of compulsion has been required in order to accomplish redistricting within a reasonable time.

This method is predicated on the principle of active participation of the people affected in the study, research, planning, and final disposition of all proposals.

#### Recommendations

The following recommendations are made:

1. Oklahoma should embark immediately upon a state-wide program of creating an appropriate organization for education.
2. An appropriate organization for education in Oklahoma, as described in Chapter III, should be created by the method of education-leadership, augmented by financial incentives for new facilities, and/or by a degree of force in that all districts must reorganize, if necessary, to meet the standards prescribed by a State Commission for creating an appropriate organization for education in Oklahoma.
3. A State Commission and area committees on school district organization should be created, and their powers and duties prescribed as suggested in the proposed statute, Appendix A.
4. Intermediate units or districts should be reorganized as suggested in the proposed statute, Appendix B.
5. The methods of selecting the State Board of Education and the State Superintendent of Public Instruction should be adopted as suggested in the proposed constitutional amendment, Appendix C.
6. After an appropriate organization for education has been created in Oklahoma, immediate steps should be taken to provide ample finances for personnel and facilities, which may make possible a comprehensive program of education and services.

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Appendix A

REORGANIZATION OF SCHOOL DISTRICTS

1 \_\_\_\_\_ Bill No. \_\_\_\_\_ By: \_\_\_\_\_  
2

3 AN ACT RELATING TO THE PUBLIC SCHOOLS OF OKLAHOMA;  
4 PROVIDING FOR THE REORGANIZATION OF SCHOOL DISTRICTS:  
5 ESTABLISHING AREA COMMITTEES AND A STATE COMMITTEE AND  
6 PRESCRIBING THEIR POWERS, DUTIES AND FUNCTIONS; PRESCRIBING  
7 THE STANDARDS AND PROCEDURES TO BE FOLLOWED IN REORGANIZING  
8 OR CHANGING THE IDENTITY OR ALTERING THE BOUNDARIES OF  
9 SCHOOL DISTRICTS AND FIXING THE RIGHTS AND LIABILITIES OF  
10 SCHOOL DISTRICTS IN CONNECTION THEREWITH; REPEALING 70 O. S.  
11 1951 § § 7-1 TO 7-6, INCLUSIVE, AS AMENDED; MAKING APPRO-  
12 PRIATIONS TO CARRY OUT THE PROVISIONS OF SAID ACT; FIXING  
13 EFFECTIVE DATE; AND DECLARING AN EMERGENCY.

14  
15 BE IT ENACTED BY THE PEOPLE OF THE STATE OF OKLAHOMA:

16  
17 SECTION 1. The provisions hereof shall be known and may be  
18 cited as "An Act to provide for the reorganization of school  
19 districts and the alteration of the boundaries of established school  
20 districts in order to provide a more nearly equalized educational  
21 opportunity for the pupils of the common schools, a higher degree of  
22 uniformity of school tax rate among the districts, and a wiser use  
23 of public funds expended for the support of the public school system.

24  
25 SECTION 2. The words "reorganization of school districts"  
26 wherever used herein, shall be held and construed to mean and include  
27 the formation of new school districts, the alteration of the bounda-  
28 ries of established school districts, and the dissolution or dis-  
29 organization of established school districts through or by means of  
30 (a) the uniting of two (2) or more established districts, (b) the  
31 subdivision of one (1) or more districts, (c) the transfer or annexa-  
32 tion to an established district of a part or all of the territory of  
33 one (1) or more other districts or the annexation thereto of all or  
34 any part of the territory of one (1) or more districts subject to  
35 disorganization for any of the reasons now specified by law, or the  
36 transfer or detachment therefrom of any part of the territory of  
37 such established district, and (d) any combination of the methods  
38 aforementioned. The words, "Area Committee" and the words "State  
39 Committee," wherever used herein, shall mean respectively the Area  
40 Committee for the Reorganization of School Districts and the State  
41 Committee for the Reorganization of School Districts, provided  
42 herein.

1 SECTION 3. There is hereby created in each area of the State,  
2 hereinafter designated, a Committee to be known as the Area  
3 Committee for the Reorganization of School Districts, hereinafter  
4 referred to as "Area Committee." Such Area Committee shall be  
5 composed of fifteen (15) members elected, for a term of five (5)  
6 years, by representatives from the boards of education of the  
7 several districts within the area of compact groups of counties to  
8 be known as areas for the reorganization of school districts, such  
9 areas to be numbered from one (1) to eighteen (18), inclusive, and  
10 to be composed of the following counties:  
11

12 Area 1 - Craig, Deleware, Mayes, Nowata, Ottawa; Area 2 - Adair,  
13 Cherokee, Muskogee, Sequoyah, Wagoner; Area 3 - Haskell, Latimer,  
14 LeFlore, Pittsburg; Area 4 - Choctaw, McCurtain, Pushmataha; Area 5 -  
15 Atoka, Bryan, Coal, Johnston, Marshall; Area 6 - Hughes, McIntosh,  
16 Okfuskee, Okmulgee; Area 7 - Creek, Payne, Pawnee; Area 8 - Osage,  
17 Rogers, Tulsa, Washington; Area 9 - Alfalfa, Garfield, Grant, Kay,  
18 Noble; Area 10 - Lincoln, Logan, Oklahoma; Area 11 - Cleveland,  
19 McClain, Pottawatamie, Seminole; Area 12 - Carter, Garvin, Love,  
20 Murray, Pontotoc; Area 13 - Comanche, Cotton, Jefferson, Stephens;  
21 Area 14 - Blaine, Caddo, Canadian, Grady, Kingfisher; Area 15 -  
22 Greer, Harmon, Jackson, Kiowa, Tillman; Area 16 - Beckham, Custer,  
23 Dewey, Roger Mills, Washita; Area 17 - Ellis, Harper, Woods, Woodward;  
24 Area 18 - Beaver, Cimarron, Texas. Provided, that at a meeting of  
25 the representatives of the boards of education of the area to be  
26 called by the State Committee not later than October 31, 1957, at a  
27 centrally located place in the area, at least three (3) members of  
28 the Area Committee shall be elected from each county and the remain-  
29 der, if any, at large from the area, by a majority of those present  
30 and voting, and provided that a majority of the representatives of  
31 the boards of education of the area shall constitute a quorum. None  
32 of such members of the Area Committee shall have any employment or  
33 official connection with any school district or the county, or with  
34 the state government. No such member of the Area Committee shall  
35 continue to serve if he ceases to be a resident of the county or the  
36 area from which he was elected. Vacancies on the Area Committee shall  
37 be filled for the remainder of the term by a majority vote of the  
38 Area Committee. Members of the Area Committee shall serve without  
39 compensation, but shall be reimbursed for travel expenses necessarily  
40 incurred in the performance of their duties, such reimbursement to  
41 be paid in the same manner as expenses for subsistence and travel  
42 are paid for state officials, from funds appropriated for such pur-  
43 pose or for the purpose of carrying out the provisions hereof.  
44

45 SECTION 4. At a meeting of the Area Committee called by the  
46 chairman of the State Committee at a centrally located place not  
47 later than November 15, 1957, the Area Committee shall organize by  
48 electing a chairman, a vice-chairman, and a secretary who shall be  
49 one of the county superintendents of a county in the area. All records  
50 of the proceedings of the Area Committee shall be kept in the office  
51 of said elected secretary. Provided that a majority of the Area  
52 Committee shall constitute a quorum.  
53

54 SECTION 5. The Area Committee shall have the power and it shall  
55 be its duty:

1 (1) To prepare and submit to the State Committee, not later  
2 than November 15, 1958, a comprehensive plan for the reorganization  
3 of school districts within the area. Provided, that a plan for the  
4 reorganization of one (1) or more school districts involving terri-  
5 tory lying in more than one (1) area shall be prepared by joint action  
6 of the Area Committees of such areas, which plan shall, for the pur-  
7 poses of submission to the State Committee, be incorporated into the  
8 comprehensive plan of the area having the largest number of children  
9 of school age enumerated in the proposed joint district. From time  
10 to time the Area Committee may submit to the State Committee a plan  
11 for the reorganization of one (1) or more school districts within  
12 the area, or one (1) or more joint districts comprising territory  
13 within the area, without awaiting the completion of a comprehensive  
14 plan, but such plan shall fit into and become an integral part of the  
15 comprehensive plan the Area Committee is herein required to prepare.  
16

17 (2) To give due consideration, in the preparation of a plan for  
18 the reorganization of school districts, to the educational needs of  
19 local committees; economy in transportation and administration costs;  
20 future use of existing satisfactory school buildings, sites, and play  
21 fields; convenience and welfare of pupils; a reduction in disparities  
22 in per-pupil valuation among school districts; equalization of the  
23 educational opportunity of pupils; and any other matters which, in  
24 its judgment, are of importance.  
25

26 (3) To hold a public hearing on the advisability of any proposal  
27 by the Area Committee for the reorganization of school districts which  
28 involves the formation of a new district or the transfer from one  
29 established district, to another established district, or any terri-  
30 tory in which children of school age reside; to hear, at such time  
31 as may be fixed by the Area Committee, testimony offered by any person  
32 or school district interested in any proposal of the Area Committee  
33 to form a new district or to transfer territory from one school  
34 district to another school district, or to attach to an established  
35 district or districts all or any part of another district subject to  
36 disorganization for any of the reasons now or hereafter specified by  
37 law. Notice of such hearings shall be given by the Secretary of the  
38 Area Committee in the same manner as special meetings of the electors  
39 of school districts, as provided in Title 70, Article 4, Section 16,  
40 O. S., 1955. If territory in more than one (1) area is involved,  
41 the Area Committee of each of the areas shall act jointly in the  
42 manner herein prescribed.  
43

44 (4) To prepare and submit to the State Committee a map showing  
45 the boundaries of established school districts and the boundaries pro-  
46 posed under any plan for the reorganization of school districts pre-  
47 pared and submitted in compliance with the provisions of this Section;  
48 a description of the proposed boundaries aforementioned; recommenda-  
49 tions respecting the location of schools, the utilization of existing  
50 buildings, the construction of new buildings, and the transportation  
51 requirements under the proposed plan for the reorganization of school  
52 districts; a summary of the reasons for each proposed reorganization  
53 of school districts; and such other reports, records and materials as  
54 the State Committee may require.



1 SECTION 6. It shall be the duty of the State Board of Education  
2 to appoint, not later than thirty (30) days after the effective date  
3 of this Act, a State Committee for the Reorganization of School  
4 Districts, referred to herein as the "State Committee." The State  
5 Committee shall consist of eleven (11) members, one (1) of whom  
6 shall be a member of the State Board of Education, and at least  
7 six (6) of whom shall be persons not engaged in the profession of  
8 education, and at least three (3) of whom shall be engaged in the  
9 profession of education. At least one (1) member of the State  
10 Committee shall be appointed from each Supreme Court Judicial District.  
11 The members of the State Committee shall be appointed without regard  
12 to political affiliation from among the representative citizens of  
13 the State, for a term of five (5) years. Vacancies in the membership  
14 of the State Committee shall be filled by the State Board of Education  
15 in the same manner as in the original appointment. Members of the  
16 State Committee shall serve without compensation, but shall be reim-  
17 bursed for travel expenses necessarily incurred in the performance of  
18 their duties, such reimbursement to be made in the same manner as  
19 expenses for subsistence and travel of state officials from funds  
20 appropriated for such purpose or for the purpose of carrying out the  
21 provisions hereof.  
22

23 SECTION 7. The president of the State Board of Education shall  
24 call a meeting of the State Committee not later than sixty (60) days  
25 after the effective date of this Act, at which time the State Com-  
26 mittee shall organize by electing from its membership a Chairman, a  
27 Vice-Chairman, and a temporary Secretary; thereafter, meetings shall  
28 be called by the Chairman or by a majority of the members of the com-  
29 mittee, and a majority of the members of the committee shall constitute  
30 a quorum. The records of the State Committee shall be kept in the  
31 offices of the State Board of Education.  
32

33 SECTION 8. The State Committee shall have the power and it shall  
34 be its duty:  
35

36 (1) To appoint and employ and fix the compensation of a Director  
37 who shall be the Secretary of the State Committee and perform such  
38 other duties as the State Committee may prescribe, and such other  
39 assistants and personnel as may be necessary and to enable the  
40 Committee to carry out the powers and duties imposed upon it.  
41

42 (2) To adopt principles, standards, and procedures of redistricting  
43 which the Area Committee shall follow, provided that such principles,  
44 standards, and procedures shall give due consideration to the factors  
45 of sociological communities, area of school districts, size of school  
46 districts as to pupil population and number of personnel, and financial  
47 resources, necessary to provide a comprehensive program of education  
48 and related services for all the school age population economically  
49 and efficiently, and provided that such principles, standards, and  
50 procedures of redistricting shall have the full force and effect of law.  
51

52 (3) To aid Area Committees in carrying out their powers and duties  
53 by furnishing to such committees the assistance of the employed staff  
54 of the State Committee, with other necessary clerical assistance, and

1 with such plans of procedure, standards, data, maps, forms, and  
2 other materials and services as may be deemed necessary.  
3

4 (4) To receive, file and examine the plans for the reorganiza-  
5 tion of school districts and reports submitted to the State Committee  
6 by Area Committees and to approve such plans when found by the State  
7 Committee to provide for a satisfactory school district system for  
8 the areas and the State. Whenever a plan submitted by an Area  
9 Committee is found by the State Committee not to meet minimum  
10 standards as determined by the State Committee, the State Committee  
11 shall so notify the Area Committee and shall, on request, assist  
12 such Area Committee in the revision of such plan, which revision  
13 shall be completed by the Area Committee and resubmitted within  
14 ninety (90) days after such notification.  
15

16 (5) To appoint an Area Committee, within ten (10) days after  
17 the deadline date set herein for the appointment of Area Committees,  
18 provided no Area Committee is appointed as required herein.  
19

20 (6) In case an Area Committee so appointed shall fail or refuse  
21 to submit a plan or revised plan of reorganization, records, reports  
22 and other data as provided herein and by the time specified herein,  
23 the State Committee shall act for the Area Committee in all its powers  
24 and duties.  
25

26 (7) To transmit to the Secretary of the Area Committee of each  
27 area a copy of the plan for the reorganization of the school districts  
28 of his area as approved by the State Committee; a statement of the  
29 findings and conclusions of the State Committee respecting such  
30 approved plans and terms of adjustments; and copies of maps, reports,  
31 records and other pertinent material submitted to the State Committee  
32 by the Area Committee of his area.  
33

34 SECTION 9. It shall be the duty of County and State officials  
35 to make available to the Area Committee and the State Committee such  
36 information from public records in their possession as is essential  
37 and deemed important and necessary by these committees in the perform-  
38 ance of their duties.  
39

40 SECTION 10. Upon receipt from the State Committee of an approved  
41 plan for the reorganization of school districts of the area, the  
42 County Superintendent of Schools shall call an election within fifteen  
43 (15) days of the school district electors residing in any territory  
44 or area of the proposed school district. Notice of such special  
45 election shall be given by the County Superintendent of Schools in the  
46 same manner as special elections of school district electors in  
47 dependent school districts and the election shall be conducted by the  
48 secretary of the Area Committee. If a majority of the school district  
49 electors voting at such election vote in favor of the proposed new  
50 school district, the County Superintendent of Schools shall, within  
51 five (5) days thereafter make an order declaring the reorganization  
52 to be effective.  
53

54 SECTION 11. If a proposal or revised proposal for the reorgani-  
55 zation of a school district is rejected by a majority of the school

1 district electors voting at an election held for such purpose, the  
2 Area Committee shall make such revisions as it deems advisable and  
3 submit the revised proposals to the State Committee for approval not  
4 later than six (6) months thereafter. If the revised proposal for  
5 reorganization is approved by the State Committee, notice thereof  
6 shall be transmitted to the Area Committee, and thereafter an election  
7 shall be called and held in the same manner as provided for in the  
8 preceding Section. Provided, that after an original plan for re-  
9 organization has been rejected, and two (2) revised plans for re-  
10 organization have been rejected, the State Committee may formulate a  
11 plan of reorganization involving any of the districts in such  
12 rejected plans of reorganization, which plan so formulated by the  
13 State Committee shall be final and shall not be required to be  
14 approved by the school district electors of any of the districts or  
15 territory involved.  
16

17 SECTION 12. Whenever a new school district is formed under the  
18 provisions of this Act the newly formed district shall thereupon be  
19 governed by the provisions of the Oklahoma Constitution and the  
20 Oklahoma School Code, provided that persons serving as members of the  
21 Board of Education of the participating district having the largest  
22 number of enumerated children as shown by the last regular enumeration  
23 shall serve as members of the board of education of the newly formed  
24 district for the terms for which they were elected and until their  
25 successors have been duly elected and have qualified.  
26

27 All liabilities, assets, powers and duties of the participating  
28 districts shall become the responsibility of the newly formed school  
29 district, which district shall be the legal successor in every respect  
30 to the school districts participating in the formation of the new  
31 district in accordance with law.  
32

33 SECTION 13. The boundaries of a school district established  
34 through and by means of the reorganization of school districts as  
35 provided for herein, shall not be altered within five (5) years of  
36 such establishment, except upon recommendation by the Area Committee  
37 and approval of the State Committee and approval by a majority of the  
38 school district electors of the territory involved, voting at an  
39 election called for such purpose by the County Superintendent of  
40 Schools.  
41

42 SECTION 14. Notwithstanding other provisions hereof, whenever  
43 any school district shall have had an average daily attendance for  
44 one (1) year of less than thirteen (13), or shall have failed to  
45 maintain school within the district for one (1) year, the State  
46 Board of Education shall declare such district to be disorganized  
47 and shall annex the territory comprising such district to the district  
48 or districts maintaining transportation within the transportation area  
49 or areas in which such territory is located. Notice thereof shall be  
50 given by the State Board of Education to the Oklahoma Tax Commission  
51 and to the County Superintendent of Schools, County Clerk, County  
52 Treasurer and County Assessor of each county in which any of the  
53 territory of the disorganized district lies.

1 SECTION 15. Territory annexed to an existing school district  
2 shall assume its full proportion of all legal bonded indebtedness  
3 of the district or districts to which it is annexed, and the district  
4 or districts to which it is annexed shall likewise assume a full  
5 proportion of all legal bonded indebtedness of such territory or  
6 ratable proportion thereof based upon assessed valuation. If a new  
7 district is formed, the new district shall assume all legal bonded  
8 indebtedness of the territory comprising such new district or  
9 ratable proportion thereof based upon assessed valuation.

10  
11 SECTION 16. (a) In case an entire school district is annexed  
12 to only one other district, the district to which it is annexed shall  
13 become the owner of all of the property and other assets of the  
14 disorganized district and shall be liable for the current debts and  
15 other obligations of such disorganized district.

16  
17 (b) In case an entire school district is annexed to two (2) or  
18 more districts then the current debts or obligations and property and  
19 other assets of the disorganized district shall be divided by agree-  
20 ment between the boards of education of the annexing districts, and  
21 the board of education of any of the annexing districts may purchase  
22 any such property to effect a just division within six (6) months.  
23 If the boards of education are unable to agree, the matter shall be  
24 decided by the State Board of Education.

25  
26 (c) In case only a part of a school district left in existence  
27 is annexed to another district or districts, the district or districts  
28 to which the annexation is made shall not acquire any of the property  
29 or other assets of the district from which such part is detached or  
30 be liable for any of its current debts or obligations.

31  
32 (d) If territory is annexed to a school district and such annexa-  
33 tion occurs after the election on school district levies for the  
34 current or ensuing fiscal year and before the levies for such year  
35 have been made and certified, the operating and building levies  
36 authorized for the annexing district shall be the levies for all of  
37 the district after the annexation, unless new levies are authorized  
38 as provided by law; but if the annexation occurs subsequent to the  
39 certification of the budgets and levies to the State Auditor, there  
40 shall be no change in levies previously authorized. If a new district  
41 is formed before the time for certifying budgets and levies to the  
42 State Auditor, an election may be called and held to determine whether  
43 levies requiring approval of the school district electors shall be  
44 made; but if the new district is formed after the time for certifying  
45 budgets and levies to the State Auditor, the levies previously  
46 authorized by districts whose territory has become, in whole or in  
47 part, territory of the newly formed district, shall be made.

48  
49 SECTION 17. The County Superintendent of Schools shall immediately  
50 notify the Oklahoma Tax Commission, the County Clerk, the County  
51 Treasurer, the County Assessor, the State Board of Education and the  
52 State Committee for the Reorganization of School Districts, whenever  
53 he makes any order involving a change in the boundaries of a school  
54 district or reorganizing a school district.

1 SECTION 18. Any interested board of education or school district  
2 elector shall have the right to appeal to the District Court of the  
3 County from the declared results of any election held for the purpose  
4 of approving a plan of reorganization, within ten (10) days after  
5 such election is held.  
6

7 SECTION 19. The foregoing Sections shall constitute Article 7 of  
8 the Oklahoma School Code and shall be coded accordingly. Said Article  
9 7 shall be entitled "Reorganization of School Districts" instead of  
10 "Annexation and Consolidation."  
11

12 SECTION 20. 70 O. S. 1951 § 7-1, as amended by Section 7,  
13 Chapter A, Title 70, Oklahoma Session Laws 1953, and as amended by  
14 Section 21, Chapter A, Title 70, Oklahoma Session Laws 1955, and 70  
15 O. S. 1951 § 7-2 to 7-6, inclusive, are hereby repealed.  
16

17 SECTION 21. There is hereby appropriated from the General Revenue  
18 Fund of the State, from any monies not otherwise appropriated, the sum  
19 of Fifty Thousand Dollars (\$50,000.00) for the fiscal year ending  
20 June 30, 1958, and the sum of Fifty Thousand Dollars (\$50,000.00) for  
21 the fiscal year ending June 30, 1959, for the purpose of carrying out  
22 the provisions of this Act.  
23

24 SECTION 22. If any section or provisions of this Act shall be  
25 adjudged to be invalid or unconstitutional, such adjudication shall  
26 not affect the validity of the Act as a whole, or any section, pro-  
27 vision or part thereof not adjudged invalid or unconstitutional.  
28

29 SECTION 23. It being immediately necessary for the preservation  
30 of the public peace, health and safety, an emergency is hereby  
31 declared to exist, by reason whereof this Act shall take effect and  
32 be in full force from and after its passage and approval.

Appendix B

AREA SCHOOL DISTRICTS

(To be effective after the completion of the reorganization of school districts as provided in Article 7 of the Oklahoma School Code, 1949, as amended by Article 7, 1957, Oklahoma School Code, entitled "Reorganization of School Districts.")

1 \_\_\_\_\_ Bill No. \_\_\_\_\_ By: \_\_\_\_\_  
2

3 AN ACT RELATING TO EDUCATION; DEFINING TERMS; PROVIDING  
4 FOR A STATE COMMITTEE FOR THE CREATION OF AREA SCHOOL  
5 DISTRICTS; DEFINING THE POWERS, DUTIES, AND FUNCTIONS OF  
6 THE STATE COMMITTEE; PRESCRIBING THE STANDARDS AND PRO-  
7 CEDURES TO BE FOLLOWED IN CREATING AREA SCHOOL DISTRICTS:  
8 REPEALING 70 O. S., 1951, § 3-1 TO 3-8, INCLUSIVE, AS  
9 AMENDED; MAKING AN APPROPRIATION TO CARRY OUT THE PROVISIONS  
10 OF SAID ACT; FIXING AN EFFECTIVE DATE; AND DECLARING AN  
11 EMERGENCY.  
12

13 BE IT ENACTED BY THE PEOPLE OF OKLAHOMA:  
14

15 SECTION 1. The provisions hereof shall be known and shall be  
16 cited as "An Act to provide for the creation of new Area School Dis-  
17 tricts," and shall have for their purpose the creation of new area  
18 school districts and the abolition of the office of the County Super-  
19 intendent of Schools, in order to provide a more nearly equalized  
20 educational opportunity for pupils of the local school districts,  
21 and a wiser use of the public funds expended for the public school  
22 system.  
23

24 SECTION 2. The words "Creation of new area school districts,"  
25 wherever used herein, shall be held and construed to mean and include  
26 the creation of new Area School Districts by combining the area em-  
27 braced in a county with the area embraces in another county or  
28 counties and/or part or parts of counties of the State. The words,  
29 "State Committee," wherever used herein, shall mean and be the same  
30 as the "State Committee for the Reorganization of School Districts"  
31 provided in 70 O. S. 1951, § 7-1, as amended by Section 7, Chapter A,  
32 Title 70, Oklahoma Session Laws 1953, as amended by Section 7,  
33 Chapter A, Title 70, Oklahoma Session Laws 1957, and entitled  
34 "Reogranization of School Districts."  
35

36 SECTION 3. The State Committee shall have the power and it  
37 shall be its duty:

1 (1) To adopt principles, standards, and procedures of creating  
2 new Area School Districts, giving due consideration to such factors  
3 as trade areas, area of the new area districts, size of new area  
4 school districts as to pupil population and financial resources  
5 necessary to insure local school districts a comprehensive program  
6 of education as defined by the State Board of Education, and which  
7 the local districts cannot provide in the most economical and  
8 efficient manner.

9  
10 (2) To prepare, within one (1) year, plans for the creation of  
11 new Area School Districts within the State by combining the area in  
12 a county with the area embraced in another county or counties and/or  
13 part or parts of counties, with a map showing the boundaries of the  
14 proposed new Area School Districts and any other data necessary to  
15 provide a clear understanding by the people of the proposed new  
16 Area School Districts.

17  
18 (3) To hold, within six (6) months after the final preparations  
19 of plans, public hearings on the advisability of any proposal for  
20 the creation of new Area School Districts. Provided that notice of  
21 such hearings shall be given to the clerks of the boards of education  
22 affected by the creation of any Area District, and provided that such  
23 notice of the time and place of such hearing shall be given in writing  
24 at least thirty (30) days before the date set for such hearings, and  
25 provided that any person interested in presenting testimony for or  
26 against the proposed new Area School District shall be heard by the  
27 State Committee.

28  
29 (4) To issue an order declaring the creation of a new Area School  
30 District within thirty (30) days after the date of the holding of  
31 public hearings.

32  
33 SECTION 4. It shall be the duty of the County and State officials  
34 to make available to the State Committee such information from public  
35 records in their possession as is essential and deemed necessary and  
36 important by the State Committee in the performance of its duty.

37  
38 SECTION 5. When a new Area School District shall have been formed  
39 under the provisions of this Act, it shall be a body corporate and  
40 shall possess the usual powers of a corporation for public purposes by  
41 the name and style of "Area School District Number . . . (such a number  
42 as may be designated by the State Board of Education), and in that name  
43 may sue and be sued and be capable of contracting and being contracted  
44 with and holding such real and personal estate as it may come into  
45 possession of by will or otherwise and as authorized by law.

46  
47 SECTION 6. The board of education of an area school district  
48 shall consist of five (5) members elected by the school district  
49 electors of the area school district at large for a term of five (5)  
50 years, serving in offices numbered one (1) through five (5), inclusive.  
51 Elections shall be held annually in such districts on the fourth (4th)  
52 Tuesday in March to elect the successor of the member whose term  
53 expires during the current year. Such elections shall be held between  
54 the hours of six (6) o'clock a.m. and seven (7) o'clock p.m. Provided,

1 that within thirty (30) days after the creation of an area school  
2 district the State Committee shall call a special election in the  
3 newly formed area school district for the purpose of filling all  
4 five (5) offices on the area school district board of education. At  
5 such an election the school district electors shall vote for members,  
6 who have filed for offices on the area district board of education,  
7 in the same manner as candidates file for offices on the board of  
8 education of an independent district, for a term of office as follows:  
9 Member for office number one (1) to serve until the fourth (4th)  
10 Tuesday in March, next; member for office number two (2) to serve  
11 for one (1) year from the fourth (4th) Tuesday in March, next;  
12 member for office number three (3) to serve for two (2) years from  
13 the fourth (4th) Tuesday in March, next; member for office number  
14 four (4) to serve for three (3) years from the fourth (4th) Tuesday  
15 in March, next; and member for office number five (5) to serve for  
16 four (4) years from the fourth (4th) Tuesday in March, next.

17  
18 SECTION 7. Eligibility, notification, and declaration of candi-  
19 dacy for an office on the board of education of an area school district  
20 shall be the same as those required for membership on the board of  
21 education of an independent school district.

22  
23 SECTION 8. Any vacancy occurring on the board of education of an  
24 area school district shall be filled in the same manner as vacancies  
25 are filled in independent school districts.

26  
27 SECTION 9. Each member of the board of education of the area  
28 school district shall take and subscribe to the same oath as is re-  
29 quired of members of boards of education in independent school  
30 districts.

31  
32 SECTION 10. The board of education of an area school district  
33 shall have power to elect its own officers; to make rules and regula-  
34 tions not inconsistent with the law or rules and regulations of the  
35 State Board of Education, governing the board and the public school  
36 system of the district; to maintain a program of supplemental educa-  
37 tion and services for local school districts as may be determined to  
38 be desirable by the area board of education, the State Department of  
39 Education, and local school districts; to incur all expenses necessary  
40 to carry out the provisions of this Act.

41  
42 SECTION 11. The area board of education shall organize in the  
43 same manner and at the same time as boards of education in independent  
44 school districts, and its officers shall perform similar duties, pro-  
45 vided that the area superintendent shall be the executive officer of  
46 the area board of education.

47  
48 SECTION 12. The area district board of education shall have  
49 power and it shall be its duty:

50  
51 (1) To make an estimate of needs and certify to the County Excise  
52 Boards of those counties, parts or all of which are a part of the area  
53 school district, a levy of not to exceed five (5) mills upon the  
54 assessed valuation of the ad valorem properties of the area school



1 district for the purpose of building, maintaining and operating  
2 facilities and a supplemental program of education and services for  
3 local school districts, when it can be determined by the State Board  
4 of Education that such program of education and services can be  
5 provided by the area district in a more economical and efficient  
6 manner than they can be provided by the local school districts.

7  
8 (2) To fix the qualifications of an area superintendent, sub-  
9 ject to the provisions of law and to the regulations of the State  
10 Board of Education.

11  
12 (3) To employ an area superintendent, prescribe his duties and  
13 functions, subject to the provisions of law and to the regulations of  
14 the State Board of Education; set his term of employment; and fix  
15 his salary.

16  
17 (4) To employ other personnel, upon the recommendation of the  
18 area superintendent, set their term of employment, prescribe their  
19 duties and functions, and fix their salaries.

20  
21 SECTION 13. A member of the board of education of an area school  
22 district is subject to the same laws for his official conduct in  
23 office as is required of a member of a board of education of an  
24 independent school district.

25  
26 SECTION 14. Regular meetings of the board of education of each  
27 area school district shall be held upon the first Tuesday of each  
28 month, but special meetings may be held from time to time as circum-  
29 stances demand.

30  
31 SECTION 15. No person may be a member of the board of education  
32 of the area school district who is employed by a local school district  
33 board, or who serves in any other public office, or who is a member  
34 of a local board of education.

35  
36 SECTION 16. The foregoing Sections shall constitute Article \_\_\_\_\_  
37 of the Oklahoma School Code and shall be coded accordingly. Said  
38 Article \_\_\_\_\_ shall be entitled "Area District Organization," in-  
39 stead of \_\_\_\_\_.

40  
41 SECTION 17. 70 O. S. 1949 § § 3-1 to 3-8, inclusive, as amended  
42 by 70 O. S. 1955, § § 3-1 to 3-4, inclusive, are hereby repealed.

43  
44 SECTION 18. There is hereby appropriated from the General Revenue  
45 Fund of the State, from any monies not otherwise appropriated, the  
46 sum of Twenty-Five Thousand Dollars (\$25,000.00) for the fiscal year  
47 ending June 30, 195\_\_\_\_, and the sum of Twenty-Five Thousand (\$25,000.00)  
48 for the fiscal year ending June 30, 195\_\_\_\_, for the purpose of carrying  
49 out the provisions of this Act.

50  
51 SECTION 19. If any Section or provision of this Act shall be ad-  
52 judged invalid or unconstitutional, such adjudication shall not affect  
53 the validity of the Act as a whole, or any Section, provision or part  
54 thereof not adjudicated invalid or unconstitutional.

1       SECTION 20. It being immediately necessary for the preservation  
2 of public peace, health and safety, an emergency is hereby declared  
3 to exist, by reason whereof this Act shall take effect and be in  
4 full force from and after its passage and approval.

Appendix C

1 SENATE JOINT RESOLUTION NO. \_\_\_\_\_ By: \_\_\_\_\_  
2

3 A JOINT RESOLUTION DIRECTING THE SECRETARY OF STATE TO  
4 REFER TO THE PEOPLE FOR THEIR APPROVAL OR REJECTION A  
5 PROPOSED AMENDMENT TO SECTION 5, ARTICLE 13, OF THE  
6 CONSTITUTION OF THE STATE OF OKLAHOMA, ESTABLISHING A  
7 STATE BOARD OF EDUCATION CONSISTING OF NINE (9) MEMBERS  
8 ELECTED BY EDUCATIONAL DISTRICTS ON A NON-PARTISAN BASIS,  
9 PROVIDING FOR A STATE COMMISSIONER OF EDUCATION APPOINTED  
10 BY THE STATE BOARD OF EDUCATION, AND ABOLISHING THE  
11 OFFICE OF STATE SUPERINTENDENT OF PUBLIC INSTRUCTION.  
12

13 BE IT RESOLVED BY THE SENATE AND THE HOUSE OF REPRESENTATIVES OF THE  
14 TWENTY-SIXTH LEGISLATURE OF THE STATE OF OKLAHOMA:  
15

16 SECTION 1. The Secretary of State shall refer to the people for  
17 their approval or rejection, as and in the manner provided by law,  
18 the following proposed amendments to Section 5, Article 13, of the  
19 Constitution of the State of Oklahoma:  
20

21 "Section 5." The supervision of the public schools shall be  
22 vested in a State Department of Education, which shall be under the  
23 control of a board to be known as the State Board of Education, and  
24 the State Board of Vocational Education, whose powers and duties  
25 shall be prescribed by law. Such State Board of Education shall be  
26 composed of nine (9) members elected at non-partisan elections by  
27 compact groups of counties which shall be known as educational dis-  
28 tricts, which shall be the same as the Supreme Court Judicial Dis-  
29 tricts of Oklahoma, numbered from one (1) to nine (9), inclusive.  
30 Until changed by the Legislature, such educational districts shall  
31 be composed of the following counties:  
32

33 District 1 - Adair, Cherokee, Craig, Delaware, Mayes, Nowata,  
34 Ottawa, Rogers, Sequoyah, Wagoner; District 2 - Bryan, Choctaw,  
35 Haskell, Latimer, LeFlore, McCurtain, Pittsburg, Pushmataha;  
36 District 3 - Alfalfa, Blaine, Canadian, Garfield, Grant, Kingfisher,  
37 Logan, Oklahoma; District 4 - Beaver, Beckham, Cimarron, Dewey,  
38 Ellis, Greer, Major, Harper, Roger Mills, Texas, Woods, Woodward;  
39 District 5 - Carter, Cleveland, Garvin, Grady, Jefferson, Love,  
40 McClain, Murray, Stephens; District 6 - Kay, Noble, Osage, Pawnee,  
41 Payne, Tulsa, Washington; District 7 - Creek, Lincoln, McIntosh,  
42 Muskogee, Okfuskee, Okmulgee; District 8 - Atoka, Coal, Hughes,  
43 Johnston, Marshall, Pontotoc, Pottawatomie, Seminole; District 9 -  
44 Caddo, Comanche, Cotton, Custer, Harmon, Jackson, Kiowa, Tillman,  
45 Washita.

1 One such member shall be elected from and by the qualified  
2 electors of each educational district at such time and in such manner  
3 as the Legislature may prescribe, but no candidate shall be required  
4 to show his affiliation with any political party, and the ballots used  
5 in any such election shall be non-partisan and shall not be identified  
6 as to any political party. At the first election held in pursuance  
7 of the provisions of this Section, members shall be elected from  
8 Districts 1 and 2 for terms of two (2) years; from Districts 3 and 4  
9 for terms of three (3) years; from Districts 5 and 6 for terms of  
10 four (4) years; from Districts 7 and 8 for terms of five (5) years;  
11 and from District 9 for a term of six (6) years. Thereafter, all  
12 members shall be elected for terms of six (6) years.

13  
14 Such State Board of Education shall select a State Commissioner  
15 of Education, who shall not be a member of the Board and who shall  
16 serve as the executive and administrative officer of the State Depart-  
17 ment of Education. He shall be appointed wholly on the basis of ability,  
18 training, and experience in school administration, and shall serve at  
19 the pleasure of the Board, and his duties and compensation shall be  
20 fixed by the Board. Provided, that in addition to his other duties,  
21 the Commissioner shall perform the duties required by this Constitution  
22 to be performed by the State Superintendent of Public Instruction.

23  
24 The Board shall formulate policies and adopt rules and regulations  
25 for the effective administration of the Department. All executive and  
26 administrative duties and responsibilities of the Department shall be  
27 discharged by the Commissioner, subject to the approval of the Board;  
28 and subject to the control of the Board, the Commissioner shall employ  
29 personnel of the Department.

30  
31 The State Board of Education established by Title 70, Section 2A-1  
32 Oklahoma Statutes, 1951, shall continue in existence until a majority  
33 of the members of the State Board of Education created herein have been  
34 elected and have qualified for their respective offices, and thereafter  
35 the State Board of Education herein created shall succeed to the powers,  
36 duties and functions bested by law in the former State Board of Educa-  
37 tion, until otherwise provided by the Legislature. The office of State  
38 Superintendent of Public Instruction established by this Constitution  
39 shall cease to exist when a majority of the members of the State Board  
40 of Education established herein have been elected and have qualified for  
41 their respective offices; provided, that any person who shall have been  
42 elected to such office prior thereto shall be entitled to serve as  
43 State Commissioner of Education for the remainder of the term for which  
44 he was elected State Superintendent of Public Instruction, at the com-  
45 pensation fixed by law for such elective office.

46  
47 SECTION 2. The ballot title for said proposed amendment shall be  
48 in the following form:

## BALLOT TITLE

Legislative Referendum No. \_\_\_\_\_ State Question No. \_\_\_\_\_

THE GIST OF THE PROPOSITION IS AS FOLLOWS:

Shall a Constitutional Amendment

Amending Section 5, Article 13, Oklahoma Constitution, establishing a State Department of Education, providing for a State Board of Education consisting of nine (9) members elected by educational districts on a non-partisan basis, providing for a State Commissioner of Education, and abolishing the office of State Superintendent of Public Instruction,

be approved by the people?

SHALL THE PROPOSED AMENDMENT BE APPROVED?

YES

NO

SECTION 3. The president of the Senate shall, immediately after the effective date of this Resolution, prepare and file one (1) copy thereof, including said ballot title, with the Secretary of State and one (1) copy with the Attorney General.

SECTION 4. A special election is hereby ordered to be held throughout the State at the next statewide election, at which the proposed amendment to the Constitution of the State of Oklahoma set forth in Section 1 of this Resolution shall be submitted to the people of Oklahoma for their approval or rejection.

VITA

Garland Alonzo Godfrey

Candidate for the Degree of

Doctor of Education

Thesis: CREATING APPROPRIATE SCHOOL DISTRICTS - A Method of Creating an  
Appropriate Organization for Education in Oklahoma

Major Field: Public School Administration

Biographical:

Personal Data: Born near Booneville, Arkansas, November 5, 1909,  
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Education: Attended rural grade schools in Lick Creek and Shady  
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Agricultural and Mechanical College, with a major in History,  
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Kansas, Oklahoma, 1933-35; taught and served as Principal of  
the high school, Pryor, Oklahoma, 1935-39; served as Superin-  
tendent of Pryor Public Schools 1939-52; served as Superintendent  
of Durant Public Schools, 1952-57.