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MEETING WITH SENATOR BELLMON SCHOOL SUPERINTENDENTS WEDNESDAY, JULY 30, 1975 2:00 p.m. Senator's Office JMC & Parsons

MEETING WITH SENATOR BELLMON Wednesday, July 30, 1975 4:00 p.m. 125 Russell Building

THE WHITE HOUSE

WASHINGTON

TELEPHONE MEMORANDUM JAMES M. CANNON

Г	UESDAY			July 15, 19 75
	TIME			
	PLACED	DISC	NAME	ACTION
OUT	AM 10:50		Kathy Snider, Sen. Bellmon's Office, re Bussing School Issue	224-5754
INC	PM		in Oklahoma. The superintendent	S A
OUT	AM		have agreed to a meeting. Sen. Bellmon is trying to set up a meeting for July 28 or July 30. Actually, they prefer Wednesday,	plat -
OUT	AM	(July 30 at 4 or 5 p.m. Can you make it for this meeting.	ok l
INC	PM			1111
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OUT	AM 10:50		Bruce McGhee 212/661 2990	Oluzio -
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U.S. GOVERNMENT PRINTING OFFICE: 1970-0-375-347

GALE W. MC GEE, WYO., CHAIRMAN

JENNINGS RANDOLPH, W. VA. GUENTIN N. DURDICK, N. DAK. ERNEST F. HOLLINGS, S.G. FRANK E. MOSS, UTAM

United States Senate

COMMITTEE ON POST OFFICE AND CIVIL SERVICE WASHINGTON, D.C. 20510

October 21, 1974

The President The White House Washington, D.C.

Dear Mr. President:

At the present time, the highly emotional issue of busing to achieve racial balance is disrupting the educational process in many areas of the country and threatening to reverse the progress that has been made in this country's civil rights efforts.

All citizens have been shocked at the spectacle of schoolchildren being transported under almost a state of martial law in the City of Boston. Fortunately, Oklahoma has escaped the wide-scale violence which has occurred in Boston, but nevertheless our State, like many others, has not escaped some of the difficulties.

A major root of the problem is the fact that courtordered assignment of students has been carried out under plans which vary according to the approach used by the federal judge involved. In my own State, for example, Tulsa and Oklahoma City are operating under different plans.

Regrettably, no uniform national program regulating action to achieve equal and excellence of education in our public schools has been developed. As a result, each school district and each federal district judge is forced to act without uniform guidance. Efforts to gain uniformity by means of appeals to the federal judiciary have been unsuccessful, and the problem become's more complex each day, as demonstrated by the current difficulties in Boston.

This situation is reaching the point where it is fast becoming a national crisis.

During my service in the Senate, I have strongly advo-" cated a national policy to assure this country of meeting its energy needs. More recently, I have stressed the necessity for adopting a national food policy. Some progress is being made in both these areas which are vital to our individual and national welfare. Of equal and perhaps as much immediate concern is the need for a national policy FORD on equal and excellent educational opportunity.

GALE W. MC GEE, WYO., CHAIRMAN JENNINGS RANDOLPH, W. VA. QUENTIN N. BURDICK, N. DAK. ERNEST F. HOLLINGS, S.C. HENRY BELLMON, OKLA. FRANK E. MOSS, UTAH

HENRY BELLMON, OKLA. WILLIAM B. SAXBE, OHIO

United States Senate

COMMITTEE ON POST OFFICE AND CIVIL SERVICE WASHINGTON, D.C. 20510

As a member of the United States Senate, I propose that an all-out effort be made to formulate a uniform policy to be followed by local boards of education in meeting the constitutional requirements for equality and excellence in our schools. It is of critical importance that this problem facing many school districts be given the full attention of the federal government and, in order to succeed, it must have the support and firm direction from the highest levels of government. The purpose of this letter is to encourage your support of this proposal.

To implement this policy, I propose the establishment of a National Council on Educational Equality and Excellence. The Council would be made up of nine individuals appointed by the President from nominations made by congressional leaders, the U.S. Supreme Court, civil rights groups, and the National Education Association. The Council would be empowered by law to respond to requests from federal judges or local school leaders for guidance in resolving controversies relating to racial balance, educational equality and excellence. Also, the Council would be provided with an appropriation sufficient to provide assistance to local school systems for use in upgrading facilities or curriculum as needed to assure each child of an equal and educational opportunity.

The present controversy over busing threatens to paralyze the healthy progress towards solutions of social problems which have been made in this nation over the last 20 years. It is essential that a uniform system of meeting the constitutional requirements for equal opportunity be developed in order to avoid the severe social stresses which endanger the advances this country has made in guaranteeing equal rights to all its citizens.

I respectfully urge your careful study and prompt action on this recommendation.

Sincerely,

Henry Bellmon





EXPERIENCE IN DESEGREGATION

OKLAHOMA CITY PUBLIC SCHOOL SYSTEM

Oklahoma City, Oklahoma

Following account is intended as a brief recap of the Oklahoma City Public School System's experiences in desegregation, including major events, issues, orders and their effect since the Court Orders began in 1961.

HISTORICAL LOG (Case # 9452 - Civil United States District Court)¹ in part

1-- All Court Orders pertaining to Oklahoma City school desegregation have been part of a case filed originally in 1961 by Dr. A. L. Dowell to enter his son, Robert, at Northeast High School from a dependent school district to take an electronics course not offered at Douglass, which had been de-jure all-Black enrollment. Robert Dowell was the first Black student permitted to enroll at Northeast, though he did not attend but chose to enroll at the private, parochial McGuinness, where he matriculated.

PLANS FOR DESEGREGATION

Oklahoma City schools have gone through and are undergoing now a series of desegregation plans developed to meet the Court's mandates to bring about a unitary school system. Only five of the city's schools were segregated by law. Others, however, have served either black or white student populations because of housing patterns and were segregated de facto.

Initial efforts recognized studies that indicated resegregation of a school is likely to occur if the racial mix in a previously all-white school had shifted to one in which the black population would exceed 30 or 35 percent. Consequently, some effort was made to realize a population of 65 percent white or other to 35 percent black. Boundary line decisions were aimed at that kind of goal with variations dependent on other factors.

The court's 7 point plan taken from suggestions of the "experts", identified by the plaintiffs, ordered Harding, Central, Classen and Northeast junior-senior high schools reorganized so that two would be junior high schools and two high schools with each pair to serve the same attendance area, similar to that kind of organization existing in almost all other secondary schools in the city. The Court also decreed that students attending a building where their race was in the majority might be assigned to one in which they would be in the minority. Also, staff of each building was to represent the racial ratio of the district as a whole (about 18 percent black among certificated personnel at that time.) Those were the major points still applicable at the time of implementation.

Elementary schools were not included except that the district was to formulate plans for desegregating them.

The Court agreed to phasing the pairing over a two-year period beginning a year after the hearings were held. Later, the district asked and was granted permission to complete the pairing for all affected students in one year rather than two as an effort to deter white flight.

Also, white residents of the affected areas asked the Court to extend the boundary lines to involve other areas so that more white students would be brought into the affected schools to maintain a 65-35 white to black ratio and to offset white flight losses of pupils. The Court agreed but a year later was reversed by the appellate courts and students were permitted to return to previous assignments, though not all chose to do so.

The initial plan affected only the four schools, but was to be followed with a comprehensive plan for the entire district. White patrons affected by orders wanted others to be included who were not yet affected. Consequently, some of the expansion by the courts resulted from pleas made by white patrons concerned with eliminating "havens" for white flight.

<u>The Cluster Plan</u> was an effort to broaden desegregation for all secondary schools, though it gets its name from a plan for high schools. Four schools comprised a north cluster and four others the south cluster. Each contained a school that had been predominantly black. It was designated a science center. All upper class, elective science classes were housed in the two centers. All students wishing to enroll in such classes had to travel to those centers. No upper class math courses were offered at these two centers. Students from those two centers wishing to take advantage of such courses had to take them at one of the other three centers. Some other courses were also "clustered." However, any student could complete his high school requirements at his "home" school if preferred.

The cluster plan was an attempt to bring about the mixing of the two races voluntarily, though initial recommendations by outside educators had suggested the centers cluster required courses, making one center for social studies, another center for math, another for language arts and the fourth a center for science.

Cluster classes were 2 hours and 25 minutes long and offered twice a week to reduce travel time and still maintain state requirements of 275 minutes per week or more. Other classes were offered 70 minutes daily for four days and the more traditional 5 days of 55 minutes each were also continued. Travel time was no more than 30 minues each way twice weekly for clustered classes, though students were not limited to only one clustered class, none were required to take more. Some did, however.

Junior high schools were to desegregate through planned, periodic student exchanges aimed at mixing black and white students but not by permanent assignment.

Elementary schools were "clustered" for special activities. Each cluster was arranged so that the racial make up of the students in that cluster would be about 80 percent white and 20 percent black when all students were brought together from the four or five schools for a special activity. Such activities were to take place among each cluster at least eight times in a year. Activities included field trips to cultural centers in the community, a YMCA swimming pool, a scating rink and one high school. Purpose was to promote interaction.

Plantiffs asked for further relief and expressed dissatisfaction with the effort on the basis that it was not enough.

The Consultants' Plan was designed by two consultants, Dr. Harold Eibling and Dr. Forrest Connor, named by the Court from a list submitted by the district. It suggested continuation of the Cluster Plan for high schools but would have added required courses. It recommended making all junior high schools into middle schools and would have clustered the elementary schools as was being done but assigned the clusters to a "neutral" location for special learning activities at least four hours weekly. The "neutral" locations would have been permanent sites (converted stores) remodeled for the special activities.

The Finger Plan was submitted by plaintiffs. It was designed by Dr. John Finger, author of a plan for the Charlotte-Maclenburg District who later was consultant to the plaintiffs in Denver, Colorado.

Basically, it sought to achieve a racial balance through mandated assignment to attendance areas. Elementary schools were "clustered" along the same lines as those used for the interaction groups. Each group included one school that had been predominantly black and three or four that were predominantly white. The previously black school was made a 5th Year Center for all 5th Year pupils in the cluster. This meant white fifth year students traveled to the former black school and that black students in grades one-four traveled to the previously white school to which they had been assigned. Blacks were to travel four years, whites one.

Attendance zones for middle schools and high schools were changed so that pupils who had been dependent upon transportation (who lived 1 1/2 miles from school or more) would be most affected. They would continue to ride a bus, but to a different school.

The plan also suggested that Middle School students affected by the plan would not be affected when in high school and vice versa.

ANECDOTAL ILLUSTRATIONS

<u>Parents have been more opposed than students who are involved</u>. Much of the disruption in schools may be attributed to caryover from home. However, much of the fear generated at home may be the result of carryover by youngsters from school who have found they can gain attention by relating (often exaggerated) stories of what happened at school.

Incidents that include black and white have greater impact. Fights between junior high school youngsters of the '50's may have been no less violent or less frequent, but the impact on home and community did not near the proportions of those same kinds of incidents occurring during desegregation, especially among black and white students.

Younger age students adapt more readily, it would appear. A black and white second grade girl rushed home after seeing "the real Santa" at their school as school was dismissed for the Christmas Holidays. Each told her mother she knew this was the real Santa, though the person playing the role was a Black assistant principal well regarded by all the pupils at the school:

A group of small black youngsters identified so well with their white, male summer school teacher that one expressed utter amazement when he showed them photos of his wife in his wallet and they exclaimed, "Why, she's white!" They had forgotten he was.

High school students whose parents were fighting transfers in Court refused to return to the previous school when the court order was overturned. One intervenor was principal witness against the inconvenience caused her daughter while her daughter was pleading with school personnel not to make her go back to a different school. A radio reporter found a group of middle school youngsters who had poured catsup on a blouse and shirt and plotted to start rumors of riot. Some students were known to spread stories of pending conflict to get parents to keep them from school. Rumors were a major problem for school officials, media and enforcement officers. A week prior to implementation of the Finger Plan and continuing a week to 10 days later, number of calls for information concerning rumors amounted to about 2,500 daily.

One student elected as class president of his ninth grade Junior High found himself transferred to another school the day before school began because he lived on the south side of the street that served as dividing line. Friends across the street continued to the previous assignment.

Often, white students were hit by marauding black students in the hallway without "apparent" provocation. Not too infrequently, investigation revealed the black students, all riding one bus to school, had been accosted by a car loaded with whites shouting ephitets while the bus was some distance from school. Subsequently, blacks guilty of striking whites were identified and expelled. Provocateurs were unidentified, though often suspected of being non-students or at least students at other schools.

Workshops concentrated on making teachers better aware of racial stereotying and on how to accept persons of another race, but little was done to conduct similar sessions for parents. Teachers were encouraged to attend such programs voluntarily only.

Empirical, hard-core evidence on hours teaching time lost due to disruption, injuries and extent of injuries, property damage in dollars and cents and the hours out of class by students caused as a result of desegregation and its impact in the community, if compared to the same kind of evidence that resulted from the football fervor between some city schools in the 1950's, would certainly be of interest, if available.

MEMBERSHIP ENROLLMENT

BEFORE DESEGREGATION	TOTAL	WHITE	BLACK	% BLACK
1963-64	73,000	61,200	11,800	16.2
1964-65	74,100	61,900	12,200	16.5
1965-66	75,200	60,800 ¹	14,400	19.2
1966-67	75,800	60,700	15,100	19.9
1967-68	75,000 ²	59,200	15,800	20.9
(Court	Order came c	out of hearings in	July 1967)	
DURING INITIAL PAIRING OF	NORTHEAST/	HARDING & CLAS	SEN/CENTRAL	
1968-69	74,200	58,000	16,200	21.7
1969-70	73,000	56;700	16,300	22.6
DURING CLUSTER PLAN				
1970-71	71,000	54,900	16,100 ³	22.9
1971-72	69,000	52,950	16,050	23.4
DURING FINGER PLAN				
1972-73	59,200	43,200	16,000	26.44
1973-74	54,200	39,200	15,000	27.4
1974-75	51,900	37,500	14,400	28.2
1975-76 (predicted)	50,100	35,900	14,200	28.4
			ł	

1. -- The first year the number of white pupils declined.

2. -- The first year total population of pupils declined.

3. -- The first year the number of black pupils declined.

4. -- Highest percentage increase in black enrollment in one year.

ENROLLMENT BY SELECTED SCHOOLS

BEFORE AND DURING INITIAL PAIRING

	Harding			Northeast		Classen		Central		Grant		<u> </u>			
66-67 67-69 68-69 69-70	Other 1656 1448 467 925	Black 0 18 649 391	% Black .00% .01% 41.8% 29.7%	327 59 388	Black 859 1148 501 436	% Black 72.4% 95.1% 56.3% 40.4%	Other 1238 1205 814 703	Black 0 244 314	% Black .00% .00% 23.0 30.9	Other 742 618 858 818	Black 471 432 110 69	% Black 38.8% 41.1% 11.4% 7.8	Other 2350 2176 2188 2090		<u>% Black</u> .00% .00% .00% .1%

BEFORE AND DURING CLUSTER PLAN

		N ortheast		Dou	glass		Grant			
	Other	Black	% Black	Other	Black	% Black	Other	Black	% B!	
70-71 71-72 69-70	436 362 332	643 474 633	40.4% 56.7% 65.6	6 0 0	1325 1340 1304	99.5% 100.0% 100.0%	2090 2046 2093	1 1 1	.1% .1% .1%	
		LODD DI AM	1		Į I		L L	Ľ		

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ł	BEFORE & DURING FINGER PLAN Garden Oaks Douglass H. S. 5th Year Center						Eisenhower Middle School			Hillcrest K-4			Horace Mann K-5		
В	lack	Other	% Black	Black	Other	% Black	Black	Other	% Black	Black	Other	% Black	Black	Other	% Black
72-73 73-74 74-75	1304 980 694 634 569	0 695 688 761 787	100.0% 58.5% 50.2 % 45.4 % 42.0%	81	0 105 182 191 176	100.0% 43.5% 32.8% 25.0% 26.7%	454 488 520	657 967 804 706 633	33.2% 31.9% 37.7% 42.4% 43.8%	0 122 120 96 87	790 434 375 348 333	0% 21.9% 24.2% 21.6% 20.6%	70 62 67 58 53	341 225 233 175 157	17% 21.6% 22.3% 24.8% 25.1%

Several conclusions might be drawn from the facts. First, the total drop in enrollment from the peak to the present amounts to 25,700 pupils. Enrollment for the coming year is expected to be about 50,100. The school system had a similar enrollment in 1954 when the total was 51,000.

It is important to recognize that the decline might not all be attributed to so-called "white flight". Furthermore, it should also be recognized that such "flight" cannot have a singular cause, ie., desegregation of the schools or a "lowering of quality in education."

Decline in birth rate can be blamed. Natural shift in population to where the new homes were being built is a factor with the desire for suburban living, attractiveness of acreages, flight from tax burdens to bedroom communities and the hard sell of realtors all playing a part in that outward mobility. It might also be recognized that the decline is a natural reaction to the rapid increase that saw the system go from 50,000 to 75,000 in little more than 10 years.

It might be argued that white America is, for whatever economic, political or social reasons, more mobile. Historically, and perhaps to the present, White Americans have more choice in locating outside the urban city. However, in Oklahoma City, black population in the schools has been declining, too, since 1970, though in smaller numbers and at a slower rate.

It would be wrong to conclude that 25,000 pupils have left the system because of integration or desegregation and the busing that occurred to bring that about. It would be wrong, also, to say that none have left for that reason. Unfortunately, all of us can only speculate concerning the number that have left for those reasons and our speculation is dependent upon our <u>feelings</u> concerning school desegregation by court order.

EFFECTS ON ACT SCORES¹

College entrance test scores by high school senior students have been decreasing across the nation. According to the Educational Testing Service of Princeton, New Jersey, scores on the Scholastic Aptitude Test (SAT) have declined steadily in the past ten years particularly in the highest score ranges. In line with this national trend, the Oklahoma City scores have decreased in the past five years on the American College Test (ACT) which is required for entrance to state universities and colleges in Oklahoma.

 -- Evaluation Report, Oklahoma City Public Schools, Effects on ACT Test Score, Ronald Schnee, Research Coordinator, and Letitia Jenks, Research Associate December 20, 1973

CHANGING STUDENT CHARACTERISTICS

- 1. There have been so significant changes in the percentages of ethnic groups taking the ACT tests from 1970-1973.
- Fewer middle income students are taking the ACT test as compared to 1970. Oklahoma City Public Schools have lost more middle income students than high income students, but this loss was greater in 1971-72 than in 1972-73.
- The percentage of poverty has been rising at the same rate as percentages of Blacks, but the percentage of Blacks taking the ACT test has not increased.
- 4. Boys scored higher than girls on the ACT test in Math, Science and social studies, but our teachers give lower grades to boys than to girls. Although our ACT scores were lower than national norms, our students' grade averages are among the highest in the country. Therefore, gradepoint average seems to be corelated negatively with ACT scores.
- Local ACT score declines in recent years have not been consistent with boys and girls. The boys have declined more than girls, which has caused most of the overall decline in ACT scores.

High School Enrollment trends from 1969 to 1973 includes findings that may certainly affect the ACT scores of our students:

- 6. Fewer students are enrolling in the upper division or advanced courses, which help to prepare students for the ACT test. There has been increased enrollment in certain lower division courses, e.g., general math has increased 10% while college preparatory math as decreased 24%.
- From 1969-1974, there has been a decline in total subject area enrollment in all areas except fine arts (+1%) and vocational education (+2%).

Table I compares the ACT means for 1970 and 1974; 1970 was selected because it preceded immediately the first year of the cluster plan. In 1970, Oklahoma City had almost exactly the same average scores as the State of Oklahoma, both of which were slightly lower than the national norms for 1970. In 1974, Oklahoma means compared favorably with national means, whereas, Oklahoma City means declined considerably. Note that the national composite mean in 1970 was 19.7 and in 1974 it had decreased to 18.9. Therefore, about 0.8 of the drop in Oklahoma City's scores was due to the national decline.

Table II presents the percentages of students who scored in selected intervals of the ACT composite scores. These intervals do <u>not</u> represent equal quartiles. The percentages of Oklahoma City students scoring in each interval in Table II in 1970 and 1974 did not drop as rapidly as those in the national and Oklahoma samples. The 8% increases in the bottom score interval (1-15) in the national and Oklahoma samples was much greater than Oklahoma City's 3% increase. In Oklahoma City, there has been a 9% decline in the percentage of caucasions taking the ACT test, and a 1% increase each in the percentages of Afro-Americans and Indians taking the test. These changes probably have resulted in part of the decline of ACT means in Oklahoma City from 1970 to 1974.

TABLE I

• .	National	1970 Oklahoma	Oklahoma	<u>City</u>	Na	tional	1974 Oklahoma	Oklahoma Cit
English	18.8	18.3	18.2			17.9	17.9	17.1
Math	19.0	19.4	20.1			18.3	17.4	16.9
Social Studies	20.0	18.6	18.5	I	-	18.1	17.6	16.9
Science	20.5	20.4	20.2			20.8	20.4	19.4
Composite	19.7	19.3	19.2			18.9	18.5	17.7
Score	- 	OF A 1970		ITE SC	DORES		1974	
Interval	National	Oklahoma	Oklahoma	City	Nat	tional	Oklahoma	Oklahoma City
26-36 21-25 16-20 1-15	14 33 32 21	12 29 34 25	12 25 29 34	** ** ** ** **		14 27 29 29	12 25 30 33	10 22 31 37
Score Interval	<u>1970</u>	National 1974 Ch	ange	1970 (Oklaho 1974	ma Change)klahoma City) 1974 Chan

COMPARISON OF NATIONAL, OKLAHOMA, AND OKLAHOMA CITY ACT MEANS FOR 1970 AND 1974

There has been almost no decrease in District ACT scores between 1973 and 1974. Also, as a general trend, previously white high schools have declined in ACT scores, whereas previously Black high schools have improved their scores. The exceptions to this generalization seem to be Grant and Star-Spencer.

SELECTED RESEARCH FINDINGS¹

White students in all categories had higher levels of achievement than all categories of black students on standardized reading, writing, and mathematics tests designed to measure educational progress. Black students in desegregated high schools scored higher on the reading, writing and mathematics tests than black students in all black high schools. White students in desegregated high schools scored higher on reading, writing and mathematics tests than white students in all white high schools.

There were more black students and white students who perceived the quality of their schools to be above average than there were black students and white students who perceived their schools to be average or below. A greater percentage of students in all white and all black schools perceived their schools to be above average than did black students and white students in desegregated schools.²

The researcher interpreted the results of this investigation to suggest that the greater the frequency of interaction, between black and white students in schools where there are shared interests, equal status, and normal support of participants, the smaller will be the difference in attitudes.³

The results of testing showed a significant gain in science achievement scores of students from Cluster A and Cluster B, but an insignificant gain in science achievement scores of non-cluster students. The results of these analyses showed that the cluster students made significantly higher gains than the non-cluster students. Student responses to the opinionnaires indicated that the attitude of students toward the cluster plan appeared to be positive rather than negative.

Based upon the evidence the research obtained in this study, it can be concluded that the cluster plan contributed to the improvement of student achievement in advanced mathematics and science classes in Oklahoma City Public Secondary Schools 1970-1971.

- -- Journal of Research and evaluation of the Oklahoma City Public Schools, Synopsis of selected dissertations, Vol 2, No 8, August, 1972 -- A Synopsis of selected dissertations conducted in the Oklahoma City Public Schools
- -- An Analysis of the Effects of Race, Desegregation and Family Background on the Achievement of Tenth Grade Students in Oklahoma City Public Schools, Harold Crain, 1972.
- 3. -- A comparison of Attitudes of Students from a White DeFacto Segregated School, a Desegregated School, and a Negro DeFacto Segregated School, Vinita Falgout, 1970
- 4. -- The effects of the Cluster Plan on Mathematics and Science Students' Achievement Scores in the Oklahoma City Public Schools, 1970-1971, Ruth Kraemer, 1972

S U IVI IVIARY

The kind of conclusions any are apt to make concerning desegregation of public schools in America depends on where any person plugs into the problem. Desegregation as it appears to the individual involved is one thing. It is another to the person who sees it from the perspective of one involved in desegregating a local school. It is still something else to those who view its effect on any one school system and still another to those who view such efforts from the perspective of our entire society. Judgments concerning benefits or lack of benefits, will depend on these perspectives. Such judgments will also depend on how one perceives the goals of education, either for your own child, for a local school, the system as a whole or within the framework of society. It will also depend largely on those to whom we more directly relate, either to our own child or family, our consistuency, our local community or a broader constituency. It may also be influenced by the perspective of time. It will be different for those concerned with how things were yesterday, or for that one concerned with today and still even different for that person mostly concerned with how things will be in the future.

Quality of Education, like beauty is in the eye of the beholder. By all measurable, quantitative, tangible criteria by which we generally measure the quality of education, the Oklahoma City schools have been and are improving. There is lower pupil-teacher ratio, lower class sizes, more materials and equipment per pupil, more class offerings, better scheduling, more flexibility to meet individual needs, more varied programs, more dollars spent per pupil, more counselors, more assistant principals, more librarians, more books, more testing, more research, much more input from parents, more teacher aides, library aides, and more community resources than we've ever had. We have more space per pupil and more alternatives to meet special needs of exceptional students. Teachers are better prepared and we have greater selectivity in hiring teachers.

PROGNOSIS

Oklahoma City's public schools can resegregate. Others have. Washington, D. C., Atlanta, Denver, Philadelphia and others testify to that fact. Those who concluded that segregation of schools was detrimental in 1954 should also conclude the same for 1984.

To avoid such it will be necessary for White America as well as Black America to consider the inner city an attractive place to live. Patrons must consider it to their advantage to live in the central city, more so than to live in the suburbs.

Choice of living is largely voluntary. But bedroom communities that offer lower tax rates with less services are attractive to some. Access to those communities by highspeed, high cost expressways carry those same people to the Parks, Zoos, Cultural Centers and Airports located in and paid for by the residents of the central city. The newer school buildings are built in suburbia. So are newer streets and newer fire stations. At the same time, urban media are less likely to point to the problems that exist in those suburban surroundings. Instead, attention to problems are more apt to be focused on the big city system or city. Furthermore, to add to the problem, it is much easier for White America to obtain housing outside the central city. Loan rates may be more favorable. Certainly the length of loan is more apt to be longer for a new home than those in the interior city areas. Nor are loans as easily obtained for remodeling as for building new. At the same time, it may still be more difficult for Black America to enjoy suburbia and its attractiveness.

Oklahoma City's schools are spread over a large, geographic area. Future"Black Flight" may keep up with "White Mobility" as both seek suburbia. Energy shortages may add to downtown's attractiveness. Other steps could be taken. Outer areas should not be developed at the expense of inner-city taxpayers. Or else, money spent should be distributed equally to improve inner-city facilities. Loan incentives could be developed to encourage redevelopment by individuals or by developers of inner-city, older residential areas. Loan incentives can also be used to encourage residential desegregation to change existing housing patterns in those areas still predominantly black and white.

Whether these things occur may depend upon whether or not the leadership determines that America's major, metropolitan cities are worth saving. Unfortunately, there is evidence that indicates urban sprawl may have its price, urban blight with all the social problems that attend it. If unchecked, this blight may also eventually spread to the suburbs. If so, we all have more to lose than just our schools.

neither black

nor white

A PROGRESS REPORT ON INTEGRATION IN THE TULSA PUBLIC SCHOOLS

neither black

". . . Consequently the appellee School District bears the affirmative duty of redescribing the Tulsa attendance zones so as to reduce and where reasonably possible to eliminate the racial identity of that group of students designated to attend any particular school."

A PROGRESS REPORT ON INTEGRATION IN THE TULSA PUBLIC SCHOOLS Tulsa, Oklahoma **Bruce Howell** Superintendent

----United States Court of Appeals Tenth Circuit July Term, 1970

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INTEGRATION FROM 1954 TO 1969

Until 1954, all Tulsa schools were totally segregated by race as required by state law. Black students attended "separate" schools staffed by black teachers and administered by Tulsa County officials utilizing funds from a separate county levy. In 1954 there were six separate schools—Bunche, Dunbar, Johnson and South Haven Elementaries, Carver Junior High and Washington Senior High. These schools enrolled 4,573 students, or 9.3% of the total membership of 49,212 in the Tulsa Public Schools.

In 1954 the Supreme Court declared unconstitutional the "separate but equal" doctrine under which Oklahoma schools had always operated. In the fall of 1955, in compliance with this ruling, school attendance areas in Tulsa were redrawn according to the neighborhood concept. These new boundaries placed some black children in schools which were previously all white and some white children in schools which were previously all black. Any student was permitted, however, to transfer from a school in which his race was a minority to a school where his race was a majority, upon request of his parents. If such a request was not received, the child was expected to attend the school within his home area. This policy was approved by the Board of Education to take effect in September, 1955 and had the support of both the black and white press in Tulsa.

During the next ten years, as the black population grew and moved into other areas of the city, black youngsters became a part of the elementary and secondary schools serving the areas where they lived. Burroughs, Emerson and Roosevelt were among the first to be affected, all ultimately becoming predominantly black.

With the passage of the Civil Rights Act of 1964, integration took on a new urgency. The attendance areas of Washington High School and Carver Junior High were altered and the affected areas added to Central High School and Roosevelt Junior High in 1965. In February, 1967 South Haven Elementary School was closed and its attendance area added to the new Remington School to achieve a more favorable level of integration. In September, 1967 portions of the Johnson Elementary and Carver Junior High attendance areas were added to the Lowell Elementary and Junior High areas to help balance enrollments and to further integration.

Osage Elementary School was phased out at the close of the 1967-68 school year. Its attendance area was split among Irving, Lombard and Johnson, and an option area with Emerson was abolished. The neighborhood school policy was maintained, but more black pupils were placed in two predominantly white schools and white children were assigned to a previously all black school.

The transfer policy was amended in 1968 to include a majority-to-minority provision which allowed any student to transfer from a school where his race was in a majority to a school where his race was in a minority. This provision remains in effect today.

In September, 1969 boundaries of fifteen schools were altered to increase integration. One change was the pairing of Lindsey Elementary School, which was predominantly white, with Douglass Elementary School, which was mostly black. Under the pairing system all first, second and third grade pupils from both attendance areas went to Douglass while all fourth, fifth and sixth graders went to Lindsey, both schools continuing to offer kindergarten to those children in their own area. Also involved in these boundary changes were Bryant and Bunche Elementary Schools; Anderson, Carver, Cleveland, Gilcrease, Horace Mann, Monroe and Roosevelt Junior High Schools; Central, McLain, Rogers and Washington Senior High Schools.

STAFF INTEGRATION FROM 1968 TO 1974

Another measure to achieve an integrated school system in Tulsa was the integration of all teaching staffs in 1968. During that summer, 184 teachers were involuntarily transferred to other buildings to meet the requirements of the Civil Rights Act of 1964 as interpreted by the federal courts. This change created considerable consternation, particularly among those affected. A few teachers resigned rather than accept these new assignments. Patrons in some schools charged that their best teachers had been taken and they had been given less competent teachers in their place.

In 1969 a special committee appointed by the

Superintendent made an intensive study of the problems related to faculty integration. Implementation of their recommendations relieved many of the tensions of the previous year. In 1970, however, the Tenth U.S. Circuit Court of Appeals found the school system's plan unacceptable and on August 14, involuntary transfer letters were sent to additional teachers to bring the white/black faculty ratio in each school to approximately 88/12. Most teachers ultimately adjusted to these new situations and faculty integration is no longer a serious problem, the 88/12 ratio being continued in all schools.

INTEGRATION FROM 1970 TO 1974

As described earlier in this report, pupil integration efforts prior to 1970 were limited to boundary changes and transfer policies. Despite good intentions and public support for these measures, they were largely ineffective in bringing about substantial integration. Majority-to-minority transfers were few, and the district began to experience some "white flight" from the attendance areas of integrated schools. It was therefore apparent that stronger measures were needed.

In July, 1970 the Tenth U. S. Circuit Court of Appeals found the school system's efforts unacceptable. The Appeals Court opinion said that Tulsa's neighborhood school policy "has constituted a system of state-imposed and state-preserved segregation, a continuing legacy of subtle yet effective discrimination." The decision was critical of faculty desegregation, student transfer policy, the district's pattern of new school construction, and school attendance boundary lines. "It is the affirmative duty of the appellee school district," the opinion stated, "to come forward with a realistic presently effective plan for desegregation . . . and it is the continuing duty of the district court to retain jurisdiction over the case until it is clear that constitutional requirements have been achieved."

In implementing this order, the administration developed a tentative proposal for desegregation and presented it to the community in evening meetings of the Board of Education. After several months of public discussion and hearing numerous arguments for and against the proposal, an amended plan of desegregation incorporating some of the suggestions made by Tulsa citizens was formulated for presentation to the District Court, and was adopted officially by the Tulsa Board of Education on March 1, 1971. This plan, however, proved unacceptable to the U.S. Department of Justice which in June, 1971 proposed a counter plan. That plan was unacceptable to the Board of Education.

Finally in July, 1971 U.S. District Judge Fred Daugherty signed an order approving a junior and senior high school desegregation plan which had been negotiated between the U.S. Department of Justice and the Tulsa Public Schools. It was agreed that the first phase of this plan would be implemented with the opening of school in the fall of 1971. This plan allowed construction, which had been blocked by court order, to begin on Mason Senior High and Thoreau Junior High, as well as on an addition to Foster Junior High. A key element of the plan was the creation of a Metro Learning Center as a desegregated magnet program at Washington. It was projected that upon completion of Mason in 1973, students living within the Washington boundaries would be non-contiguously zoned to the other predominantly white high schools and the Metro Learning Center would continue to serve some 800 to 1,000 volunteer students at Washington.

Junior High Integration

The 1971 plan was implemented first in the junior high schools. The attendance areas of Anderson, Cleveland, Edison, Gilcrease, Hamilton, Madison, Monroe, Roosevelt and Wilson were modified to bring about a better racial balance. Carver Junior High, formerly all black, was closed that fall and its students non-contiguously zoned to Bell, Edison, Hamilton, Madison, Whitney, Wilson and Wright Junior High Schools. Anderson, which had also been all-black, was integrated by a careful redesigning of its attendance area to include 60% whites. Since Clinton and Horace Mann were already naturally integrated, only Byrd, Foster, Lewis and Clark, Nimitz and Skelly Junior Highs were unaffected by the plan.

The decision to close Carver precipitated quite a furor, not only in the black community but also among many sympathetic whites who felt the plan placed the major burden of integration on black children. When school opened in September, some in the black community called for a temporary boycott of the schools. The Carver Freedom School was established with private funds and enrolled a number of black students who refused to be bussed to the predominantly white schools to which they were assigned. Washington High School students were also asked to stay out of school in protest, and they responded in sufficient numbers to keep enrollment down appreciably for several days.

In the junior high schools, concerted efforts were made to see that integration went smoothly. Orientation sessions were held for new students. Special adjustment counselors were employed to assist those students new to that school. Special math and reading programs were initiated to aid those who needed help with basic skills. Activities were rescheduled and special busses were made available to encourage participation in the extracurricular program.



Although difficulties in the schools were lessening, anger and frustration continued to smoulder over the closing of Carver. Following many requests to reconsider its decision, the Board of Education in a November meeting reaffirmed-but with a split vote-its previous stand that Carver would remain closed as a graded junior high school. The action triggered a series of demonstrations which included neighborhood meetings, prayer marches, picketing and sit-ins at the Education Service Center. Demonstrations ceased following expressed willingness on the part of the Board of Education to consider a plan for reopening Carver. Subsequently a plan was formulated jointly by members of the black community and school administrative staff which called for the reopening of Carver as a voluntarily integrated middle school. With this action, the black community agreed to close the Carver Freedom School and to send these pupils back to the public schools.

In February, 1972 the Board authorized the Superintendent to seek funding through Model Cities to reopen Carver. A new curriculum design featuring individualized learning on a continuous progress basis was devised for pupils in grades six through nine. The building was extensively modified for the opening of Carver Middle School in September, 1973. One of the most intensive school-community efforts in the school system's history was undertaken to recruit the 150 white and 100 black pupils who constituted the new school's first student body. Recruitment teams spoke to students in the junior high schools. Each student indicating an interest was then interviewed individually. Dedicated citizens scheduled a series of coffees in their homes and arranged meetings in churches where school officials and other parents could talk with interested students and their parents. The city's news media gave generously of their time and talent to publicize the recruitment campaign and the program to be offered at Carver.

The result of these intensive efforts was the successful opening of Carver with 250 pupils in 1973 and its expansion to 450 students, half of them black and half white, in 1974.



Elementary Integration

As a part of his July, 1971 decision, Judge Daugherty ordered four of Tulsa's nine predominantly black elementary schools desegregated, effective in September, 1972. His ruling found these schools — Johnson, Dunbar, Woods and Bunche—to be **de jure** segregated schools, i.e., segregated as a result of the dual system found unconstitutional by the U.S. Supreme Court in 1954.

As the Board pondered the question of the four de jure schools, they issued an invitation to any individual or group to devise plans for desegregation and present them to the Board at designated evening meetings. Numerous plans were presented and arguments pro and con were heard. One meeting was attended by some 450 patrons, during which 26 persons spoke before the Board pleading all sides of the desegregation issue. Some decried the evils of bussing while others implored the Board to adopt a city-wide integration plan, not to impose the total burden on only a few northside schools.

Finally in October, 1971 the Board approved a plan which, it was hoped, would pave the way for final court approval of its integration efforts. This plan, which was implemented in the fall of 1972, paired Woods with Springdale and Bunche with Celia Clinton. In addition, a cluster was devised involving Dunbar, Sequoyah and Whittier. Longfellow, a small white school, was closed and its pupils assigned to predominantly black Johnson.

Meanwhile a group of concerned citizens met quietly with school officials to propose what proved to be the first successful voluntary integration effort in the Tulsa Public Schools. Encouraged



by their initial efforts, these patrons met with some 200 black and white parents at Burroughs Elementary School to discuss the project further. From these planning sessions emerged the idea for the Burroughs Little School, an open-space school with a continuous progress curriculum based upon the model which had been successfully piloted at Bunche, Columbus and Sandburg. With assurance that there would be a sufficient number of volunteer students, the school administration rushed preparations to remodel and equip prefab buildings on the Burroughs campus, to design the curriculum and to select and train teachers. The school opened in November, 1971 with 79 black and 98 white pupils. The black children came from the Burroughs area but the white pupils were transported from all sections of the school district. The Burroughs Little School, with its restyled curriculum, has offered a smoothly operating example of how children of different races can study and live together. The success of this effort was very important in demonstrating that Carver and Washington could also be integrated voluntarily.

In November, 1971 the United States Department of Justice filed notice of appeal in the U.S. District Court against the Tulsa Board of Education. Their contention was that the five elementary schools-Burroughs, Emerson, Frost, Hawthorne and Whitman-ruled as de facto by Judge Daugherty in July, were actually de jure and must be desegregated. The Tenth Circuit Court of Appeals in Denver in May, 1972 sustained the original decision that these were de facto schools and no further integration action was required. Although this decision was appealed and is, in fact, still under litigation, it did enable the school system to proceed with its announced plan for integrating the de jure elementary schools. This plan went into effect without incident in September, 1972. Although a few families moved out of the affected neighborhoods initially, the racial balances in these paired schools have held since that time, again demonstrating that integration can work.

Senior High Integration

Perhaps the greatest challenge in the whole integration process was Washington High School, the pride of the black community. This school had many outstanding graduates, numerous fine traditions and at least five recent state championships in football. To close it was unthinkable. Yet to integrate it was potentially disruptive to the entire school district.

In accordance with the integration plan approved by Judge Daugherty, the Metro Learning Center was opened at Washington in the fall of 1971. Following the school-within-a-school model, Metro offered a specially designed "living city" curriculum and an open-campus schedule. Despite concerted recruitment efforts, Metro by year end still had only 67 white and 36 black students. Additionally, there were conflicts between the Metro program which allowed students much latitude and the regular Washington program which was more structured. Thus the program was discontinued at the end of the 1971-72 school year, leaving no viable plan for the integration of Washington High School.

The S u p e r i n t e n d e n t in December, 1972 announced a timetable for developing new plans for senior high school desegregation. By January the staff had developed four plans which were reviewed in detail in public meetings and were widely reported by the media. The Board sought public reaction to these plans and invited citizens to participate in formulating alternate plans. After a series of public meetings, it became evident that the community strongly favored voluntary, not forced, integration. In February, 1973 the Board directed the staff to develop a voluntary integration plan for Washington. They further specified that community agencies and patrons s h o u l d be involved in formulating the plan, and that top priority of monies and staff should be given to this project. Also approved for development was a "backup" plan of compulsory student assignment to be used in the event that the voluntary plan did not produce sufficient enrollment to integrate Washington by September.

Again the community responded with offers to help devise a plan. In one evening meeting, more than 200 interested Tulsans, representing very divergent views, met to hammer out detailed suggestions for a plan. Discussions continued until late March when the Board of Education approved a plan that would open Washington on a voluntary basis with 1200 students—600 black and 600 white. Incentives to voluntary enrollment included the most extensive electives offered in any high school in the city, a top-quality volunteer faculty, and a teacher-pupil ratio of 1-17.

A concerted recruitment effort involving scores of dedicated patrons and staff members was mounted. By May 15 a sufficient number of volunteers had not yet been recruited, but because the goal now seemed within reach, the Board extended the deadline to later in the summer. The principals of Washington and Hale High Schools agreed to trade assignments to facilitate integration. Outstanding individual teachers were recruited from throughout the city. Unique courses not offered at any other high school were designed for Washington. Numerous facility improvements were made, including full air conditioning of the building.



By the fall of 1973, approximately 1,100 students, half of them white, were enrolled at Washington. The remaining black students who could not be accommodated at Washington were assigned to East Central, Edison, Hale, Mason, Memorial and Rogers, effectively integrating these schools as well. For the fall of 1974, no special recruitment was necessary to enlist the full complement of 1,100 students required to keep Washington integrated.

The resounding success of the voluntary integration programs at Carver and Washington was listed as one of the major reasons for Tulsa's selection as an All-American City for 1973. Tulsa can well be proud of these two schools which continue to serve as a model of integration and community cooperation.

ADJUSTING TO INTEGRATION Consultative Center

Early in the integration process, the Tulsa Public Schools initiated efforts to facilitate the adjustment of all parties concerned to this new socio-educational experience. On January 25, 1967, through a grant under Title IV of the Civil Rights Act of 1964, Tulsa, in cooperation with the University of Oklahoma, established a Consultative Center to deal with the human relations problems incident to desegregation. This program emphasized better preparation of the school staffs, better preparation of the students sent to desegregated schools and the development of an environment of acceptance and understanding at both the sending and the receiving schools.

One of the main objectives of the Consultative Center was to prepare administrators, counselors and teachers to meet the challenges and problems of the desegregated school and to help them understand the nature and scope of the social change in which they were involved. This was accomplished by (a) conducting human relations workshops for school personnel, (b) making available the consultative services of advisory specialists who were uniquely qualified to work in integrated classrooms, and (c) giving guidance and direction to parents of pupils attending integrated schools.

In the summer of 1969, the Consultative Center operated a voluntary learning laboratory for administrators, counselors and teachers. Topics included school personnel interpersonal relationships, student interpersonal relationships, school-community relations, multi-ethnic materials, and counseling as it related to school integration.

During the 1969-1970 school year, a number of schools organized bi-racial councils that met regularly to promote communication and understanding among all persons in the school; to serve as a facility for gathering, analyzing, and disseminating information on matters of mutual concern; and to identify and assess educational needs that might be met through the classroom.

One senior high school which was experiencing student unrest was the scene for Project Listen, a two-day session in which students in groups of 10 met with an adult from the community and an adult from the Pupil Personnel and Special Education Services Division of the school system. More than 440 students participated in these discussions with the adults playing the role of listener and reporter.

Many positive steps were taken to help alleviate the situation at the school. A human relations council was formed. Two at-large posts, reserved for minority group representatives, were added to the student council and to each of the class officer groups. Two security officers, one black and one white, were assigned to the school. A communications system was approved that allowed instant communication between the principal's office and other parts of the school. A detailed plan of procedure during periods of student unrest was established and each person in the school was made aware of the plan.

For the total school district staff, two human relations workshops, one a six-day session sponsored by the Consultative Center, were held during the 1969-70 school year as a continuation of the effort to increase community understanding. More than 400 Tulsa school personnel participated in these workshops, taking part in discussions led by a number of the nation's authorities in the area of human relations.

Human Relations Department

The Department of Human Relations was established to succeed the Consultative Center in August, 1970. Its objectives were the establishment of advisory services of school and community personnel, strengthening of self-concept of minority students, providing inservice workshops for school personnel involved in the desegregation process, improvement of school environment, and establishment of human relations councils and a volunteer tutorial corps.

A 24-member advisory committee comprised of s c h o o l personnel, community representatives, Urban League, the Mayor's Youth Council, Community Relations Commission, University of Oklahoma Consultative Center, and Indian Affairs Commission met monthly to share ideas on the desegregation process. The Department was also instrumental in Carver Junior High School's "Project Listen" exchange of ideas and resulting faculty workshops.

Showing concern for improved relationships among all minority groups, the Department met with a faction of concerned Indians in the community. This meeting resulted in a workshop for school personnel and administrators to improve

their perception of Indian students' learning needs and problems.

During its first year, the Department of Human Relations conducted workshops for 1,150 participants from twenty schools and six school-oriented organizations. Since that time, it has continued to expand and refine its services in seeking to facilitate the adjustments necessitated by integration.

Other Efforts to Facilitate Integration

In September, 1971 "adjustment counselors" were assigned to nine newly desegregated junior high schools. Their primary responsibility was to the students who were new to the schools; however, the counselors were also available to other students who were having adjustment problems related to the desegregation process. Since the intent was to supplement the existing counseling staff, the adjustment counselors were not assigned to a regular block of students, but directed their efforts to the unique problems attendant to desegregation.

Today adjustment counselors serve ten schools in an effort to help all project students and their parents adjust to changes that result from bussing to new neighborhoods and schools; to encourage receiving faculties and student bodies to minimize whatever negative effects may result from integration and bussing; and to facilitate participation in school activities by students who are being bussed to achieve integration.

Also since September, 1971 the Department of Community Affairs has been on call to lend support to pupils or parents with problems incident to

desegregation, such as transportation or scheduling in the sending or receiving school. The staff members are residents of the sending community, affording better lines of communication between the homes and the schools. The Community Affairs Department also informs parents about school activities affecting their children and serves as a "rumor central."

In addition to the programs described above, there are curriculum projects too numerous to describe in detail which are designed primarily for minority students at all grade levels. These deal with all areas of the curriculum, but particularly reading and mathematics. In addition, a comprehensive program of multi-ethnic studies has been developed and is available to all schools.

SUMMARY

The chart on the following page plots the steady progress of integration in the Tulsa Public Schools during the past two decades, particularly since 1970. The two maps show how Tulsa has moved from one all-black and three all-white high schools in 1954 to ten integrated high schools in 1974.

Progress toward the integration of the Tulsa Public Schools has not been without some inconvenience and much patient work, but progress has been made. Certainly there will continue to be problems-hopefully only minor ones-related to integration in Tulsa. But now through the good faith and the diligent efforts of many individuals and groups, the Board of Education can proudly say that its goal "to accomplish the integration of the Tulsa Public Schools" is no longer an impossible dream but an attainable reality.





black pupils.

PROGRESS OF INTEGRATION IN THE TULSA PUBLIC SCHOOLS

*An integrated school is defined as one having not more than 90%



Black	Enre	ollment
100%		
75%	to	99%
50%	to	74%
25%	to	49%
1%	to	24%
0%		

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1974 STATUS OF INTEGRATION Tulsa Senior High Schools



Black	Enro	ollme
100%		
75%	to	99%
50%	to	74%
25%	to	49%
1%	to	24%
0%		

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