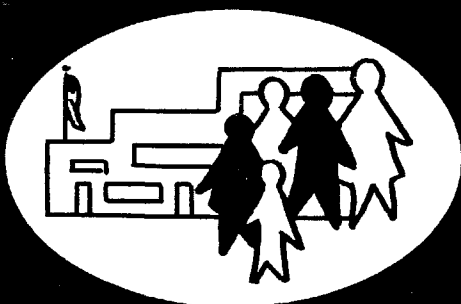


CR1.1088



UNIV. OF MD MARSHALL LAW LIBRARY



3 1428 03517692 0



**Thurgood Marshall Law Library**  
**The University of Maryland School of Law**

# Schools **Can** Be Desegregated

## **U.S. COMMISSION ON CIVIL RIGHTS**

John A. Hannah, Chairman  
Eugene Patterson, Vice Chairman  
Frankie M. Freeman  
Erwin N. Griswold  
Rev. Theodore M. Hesburgh, C.S.C.  
Robert S. Rankin  
William L. Taylor, Staff Director

The U.S. Commission on Civil Rights is a temporary, independent, bipartisan agency established by Congress in 1957 and directed to:

- Investigate complaints alleging that citizens are being deprived of their right to vote by reason of their race, color, religion, or national origin, or by reason of fraudulent practices;
- Study and collect information concerning legal developments constituting a denial of equal protection of the laws under the Constitution;
- Appraise Federal laws and policies with respect to equal protection of the laws;
- Serve as a national clearinghouse for information in respect to denials of equal protection of the laws; and
- Submit reports, findings, and recommendations to the President and the Congress.

# **SCHOOLS CAN BE DESEGREGATED**

For the first time in the history of American education, school desegregation is a matter of urgent concern in communities throughout the Nation. While some communities are still enmeshed in controversy over the issue, other communities are developing plans in an effort to desegregate their schools and improve the quality of education for all children.

This pamphlet identifies some of the elements of successful desegregation and explains some of the techniques communities have used or are planning to use to desegregate their schools.

The information in this pamphlet is based on a major study of Racial Isolation in the Public Schools which the Commission did at the request of President Johnson. The report was issued in February 1967.

In its study, the Commission found that remedies are available which will desegregate schools and provide a better education for all American children.

The major findings of fact which emerged from the study are:

- Racial isolation in the public schools is intense and is growing worse.
- Negro children suffer serious harm when they are educated in racially segregated schools, whatever the origin of that segregation. They do not achieve as well as other children; their aspirations are more restricted than those of other children; and they do not have as much confidence that they can influence their own futures.
- White children educated in all-white schools also are harmed and frequently are ill-prepared to live in a world of people from diverse social, economic, and cultural backgrounds.
- Compensatory efforts to improve education for children within racially and socially isolated schools have not been markedly successful.
- School desegregation remedies have been devised which will improve the quality of education for all children.

There is a definite need for remedial programs and other forms of academic assistance to improve the quality of American education for all students, the Commission found. The Commission's study suggests that remedial programs are most likely to be successful in schools which are not segregated by race and social class.

## **PLANNING SCHOOL DESEGREGATION**

The techniques for desegregating schools vary, since they are contingent upon such factors as size of the city, the number of schools, the size of the Negro community, and the residential patterns of the city. Some cities have successfully desegregated their schools and others have developed promising plans for school desegregation. In those cities where there has been progress in school desegregation, the following elements generally have been present:

**LEADERSHIP:** School officials, at both the State and local levels, have been committed to the goal of desegregation. Their initiative in developing and implementing a feasible plan, and gaining community support for it has been essential to success.

**COMMUNITY PARTICIPATION:** The plan has affected the total community. Where many schools and children have been included in the desegregation plan, parents have felt that they shared equally the responsibility for school desegregation. The involvement of community groups has made desegregation a rewarding experience for white and Negro families.

**QUALITY EDUCATION:** A variety of efforts has been made to improve the quality of education for *all* children. In these instances school programs have provided for the needs of individual children, including those who require remedial assistance or special enrichment. Consolidated school facilities often have provided greater opportunity for sharing specialized staff and expensive equipment than has been possible in smaller schools.

**MINIMIZING INTERRACIAL FRICTION:** School administrators and teachers have created conditions under which Negro and white students can learn to understand and accept each other. Teachers, parents, and children have been prepared for the new experience so that racial tensions have not arisen or have been effectively resolved. Additional helpful steps have included the introduction of multiracial teaching materials into the curriculum and the assignment of Negro teachers to faculties of previously all-white schools.

**CLASSROOM DESEGREGATION:** Successful desegregation of schools has included desegregation of classrooms. Classes have been organized so that students can progress at their own speed at the same time as they work with and learn from children of different backgrounds.

**ENLARGED ATTENDANCE AREAS:** Attendance areas have been made large enough so that schools serve a balanced racial and social class population and can remain balanced even if residential patterns should change.

## **DESEGREGATION TECHNIQUES**

The most frequently used plans for desegregating schools include: school pairing, central schools, school closing, magnet schools and supplementary centers, education complexes, and education parks. Each plan may have drawbacks as well as advantages, depending upon the particular situation. An essential element common to each plan, however, is the enlargement of attendance zones.

**PAIRING** — School desegregation by pairing is achieved when the attendance areas of two or more nearby schools are merged so that each school serves different grade levels for a new, larger attendance area. For example, the attendance zones of a predominantly white and a predominantly Negro school, each serving grades 1-6, would be merged so that all children in grades 1-3 in the new attendance area would attend one

school, and all children in grades 4-6 in the new attendance area would attend the other school. In small cities, pairing might create one attendance zone for the entire city. In some cities, pairing might entail a reorganization of the grade structure of several schools. Thus, a system with four elementary schools (grades 1-6) and two junior high schools (grades 7-8) might convert three schools to accommodate grades 1-4 and the remaining three schools to intermediate schools, grades 5-8. Most appropriate for desegregating schools in small cities, pairing has been used successfully in such communities as Princeton, N.J., Greenburgh, N.Y., and Coatesville, Pa.

## PAIRING

BEFORE

MOSTLY  
NEGRO

GRADES  
K-6

MOSTLY  
WHITE

GRADES  
K-6

AFTER

DESEG.

GRADES  
K-3

DESEG.

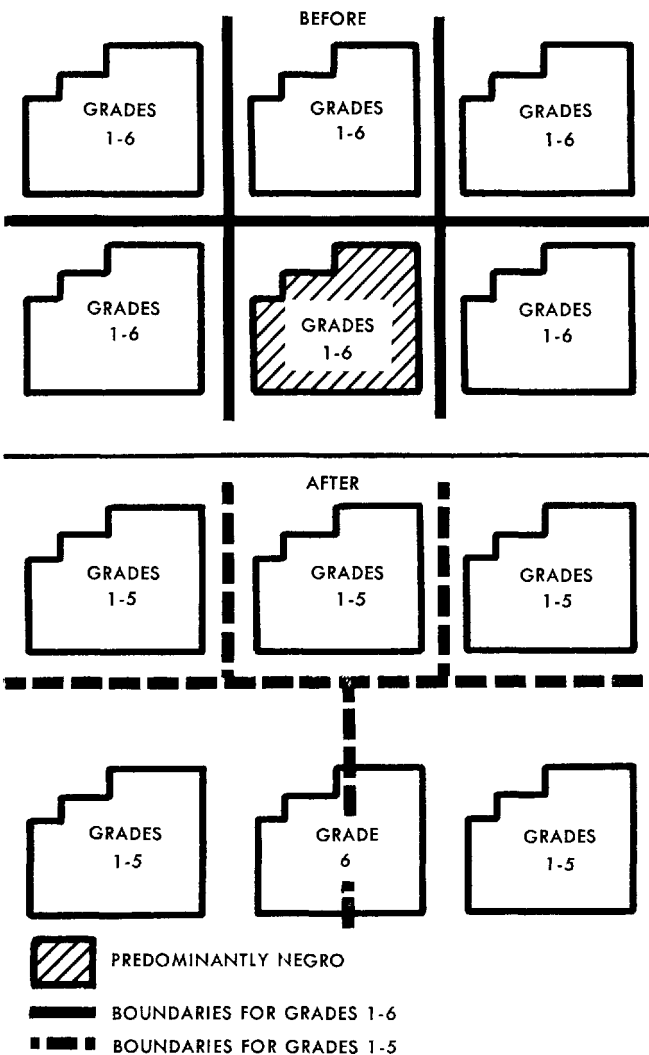
GRADES  
4-6

BEFORE PAIRING, STUDENTS ENROLL ACCORDING TO EACH SCHOOL'S ATTENDANCE AREA. AFTER PAIRING, STUDENTS OF BOTH ATTENDANCE AREAS ENROLL IN THE TWO SCHOOLS ACCORDING TO GRADE.

**CENTRAL SCHOOLS**—Some cities have desegregated schools by converting one or more schools into central facilities for a single grade to serve the entire city or a large part of the city. When a central school is created, attendance areas for the remaining schools can be enlarged. For example, a predominantly Negro elementary school could be converted into a school for all 6th grade

children in the city. The remaining elementary schools, instead of serving six grades, would then serve only five grades, but would cover larger geographical areas. The central school plan is most effective in cities — or areas within cities — in which, because of residential patterns, existing small neighborhood schools can be used to achieve school desegregation. Cities which have used this type of plan include Englewood, N.J., Berkeley, Calif., and Teaneck, N.J.

## CENTRAL SCHOOLS



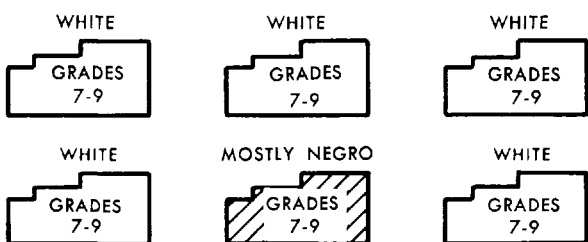
**SCHOOL CLOSING**—The closing of a segregated or racially imbalanced school and assigning its students to other schools in the system is a technique similar to the establishment of central schools. Closed schools often

have been utilized for other purposes such as a nursery school or a laboratory school. This was effectively done in Xenia, Ohio, where a formerly all-Negro school has been converted into a demonstration school which utilizes new educational techniques and is attended by a cross-section of students in the community. The superintendent of schools in Xenia said the plan would not fail because this previously all-Negro school "is the city's prestige school."

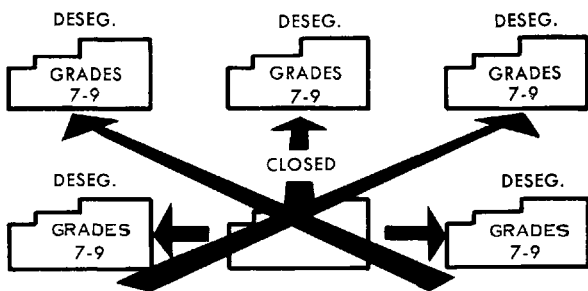
In addition to Xenia, the school closing technique has been used by Syracuse and White Plains, N.Y. and Evanston, Ill.

## SCHOOL CLOSING

BEFORE



AFTER



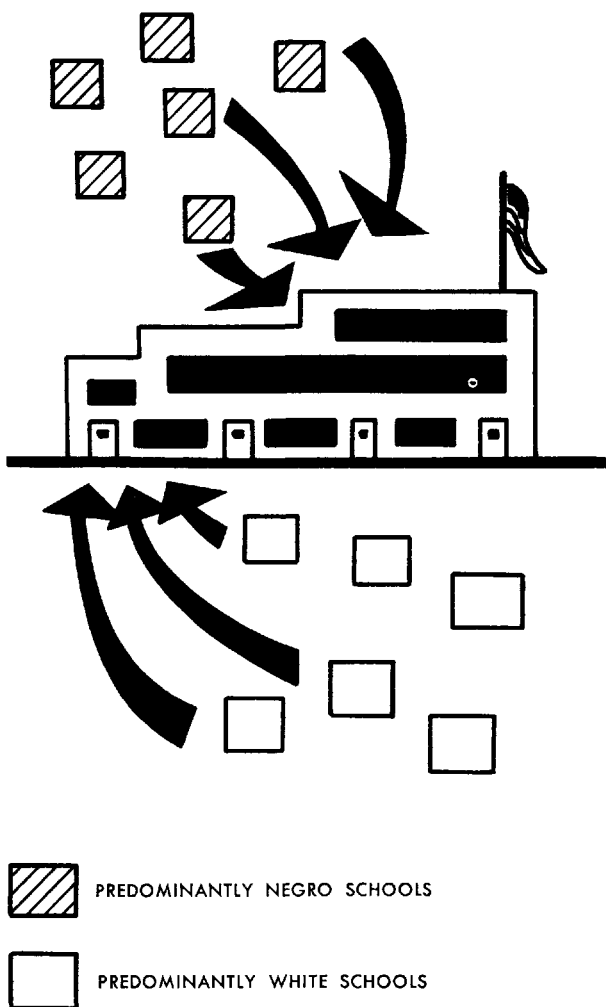
THE PREDOMINANTLY NEGRO JUNIOR HIGH SCHOOL IS CLOSED AND THE STUDENTS ARE BUSED TO OTHER SCHOOLS.

**MAGNET SCHOOLS AND SUPPLEMENTARY CENTERS**—Schools offering special curricula can attract children from a wide geographical area. This desegregation technique ranges from full-time schools with special academic programs to centers with programs which supplement the basic academic skills taught in the neighborhood school. For instance, a supplementary center might offer



a special science or humanities program. Children from several schools would attend the center together for 8 to 10 hours a week. The magnet school and supplementary center technique frequently has been advanced as a means of achieving partial school desegregation in large cities with large Negro enrollments. Plans for such schools have been developed in Mt. Vernon, N.Y., Cleveland, Ohio, Philadelphia, Pa., and Los Angeles, Calif.

## MAGNET SCHOOLS

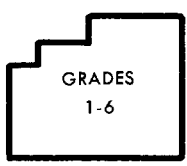
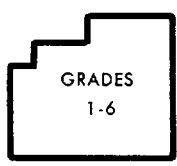
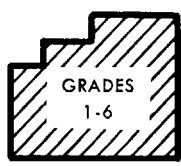
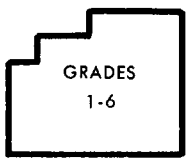
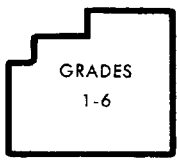
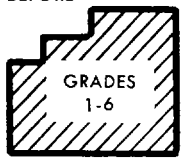


**EDUCATION COMPLEXES**—This technique broadens attendance areas by grouping existing schools and consolidating their attendance zones. For example, six elementary schools in one area of a city could be grouped and their students reassigned among the six schools. This would permit economies in

operation and improvements in the academic program, such as the establishment of a library center to serve the entire complex or the provision of specialists on the faculty who would be available to larger numbers of students. Each school in the complex might develop a specialty in one curriculum area. All resources and facilities for that curriculum area would then be concentrated in one building which would serve all children in the complex. This type of plan, similar to school pairing in smaller communities, is most applicable to cities or to areas within cities with adjoining ethnic neighborhoods. Proposals for education complexes have been developed for New York City and Rochester, N. Y.

### EDUCATION COMPLEXES

BEFORE



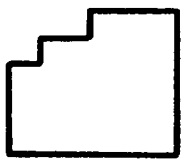
PREDOMINANTLY NEGRO SCHOOLS



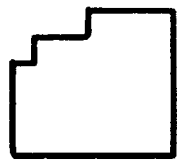
PREDOMINANTLY WHITE SCHOOLS

AFTER

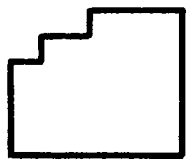
SOCIAL SCIENCES  
PRIMARY GRADES



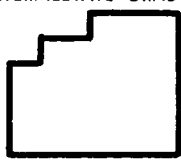
LANGUAGE ARTS  
PRIMARY GRADES



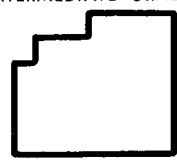
MATH & SCIENCE  
PRIMARY GRADES



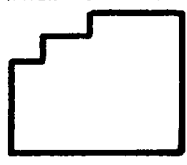
SOCIAL SCIENCES  
INTERMEDIATE GRADES



LANGUAGE ARTS  
INTERMEDIATE GRADES

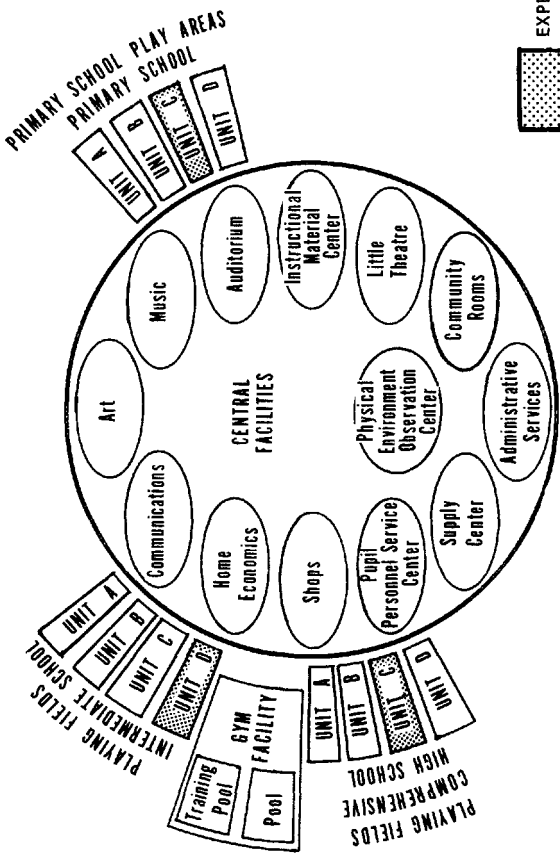


MATH & SCIENCE  
INTERMEDIATE GRADES



EDUCATION PARK—This proposed plan would create clusters of new school facilities large enough to serve thousands of children

# NEW YORK EDUCATION PARK PLAN



PLAN FOR NEW YORK'S NEW EDUCATION PARK PROVIDES FOR PRIMARY SCHOOLS FOR 2,800 PUPILS, INTERMEDIATE SCHOOLS FOR 3,600, AND A COMPREHENSIVE HIGH SCHOOL FOR 4,000. STUDENTS WILL BE GROUPED IN UNITS OF 700 EACH IN THE PRIMARY SCHOOLS, 900 IN THE INTERMEDIATE SCHOOLS, AND 1,000 IN THE HIGH SCHOOL. THE CENTRAL UNIT WILL OFFER COMMON FACILITIES FOR ALL SCHOOLS IN THE COMPLEX.\*

\* DIAGRAM ADAPTED FROM SATURDAY REVIEW, NOVEMBER, 1966 AT 93.

EXPERIMENTAL

on a single site. The combined resources of an education park would afford greater opportunity for effective administration and meaningful community participation in school activities. An education park may provide innovations and facilities (such as laboratories and computer-assisted teaching) which are too costly for individual small schools. The facilities would be designed so that children could be grouped according to their differing needs and talents. A larger teaching staff would enable the education park to provide more specialists and teachers with diverse training and interests to meet the individual needs of children. Bringing together teachers with similar training might allow them more opportunity to develop specialized subject matter skills. The education park also could provide a laboratory where student teachers could observe a greater variety of teaching skills than is possible in smaller schools.

The education park technique can be adapted to almost any city. Proposals for education parks for small cities call for one facility to serve the entire city; proposals for larger cities suggest several parks, each serving a segment of the city or particular grade levels. Some educators believe that education parks are the most feasible means for desegregating school districts in metropolitan areas since they could be located to attract students from the city and adjacent suburban areas. Cities planning or considering education parks include Syracuse, N.Y., East Orange, N.J., Berkeley and Sausalito, Calif., New York, N.Y., Pittsburgh, Pa., St. Paul, Minn., Philadelphia, Pa., and Albuquerque, N.M.

## **EDUCATIONAL QUALITY**

Parents often wonder how desegregation will affect the quality of education in their schools. Administrators of school systems which have desegregated report that the quality of education has been maintained and

often improved for all students.

Practical experience in some communities demonstrates that desegregation has been accompanied by the maintenance of educational standards. In White Plains, N.Y., where some white parents feared that desegregation would cause their children to fall behind in their studies, Carroll Johnson, the superintendent, reported that there was no interruption in the academic progress of white students. Other school districts—Syracuse, N.Y. and Riverside, Calif.—which have desegregated also report continued progress in academic achievement.

What can communities do to assure that educational quality is maintained and improved when schools are desegregated? Neil Sullivan, Superintendent of Schools at Berkeley, has written: "Desegregation must be combined with a general program of educational improvement . . . [large] segments of our communities, unconvinced of the educational necessity for integration, must be shown that the new program is in the best interests of all children." Berkeley, Calif. desegregated three junior high schools and reduced the pupil-teacher ratio in each of them. Teaneck and Englewood, N.J. instituted tutoring programs, and Greenburgh and White Plains, N.Y. instituted extensive programs of compensatory education for white and Negro students.

Similar questions have been raised about the maintenance of educational standards in larger cities, where proposals for the education parks are in the planning stages. Will such large schools, with thousands of pupils in attendance, contribute to a lowering of academic standards?

Educators who are planning such schools, and those who have evaluated these plans, have concluded that larger, desegregated school facilities are likely to have just the opposite effect. Far from lowering educational standards, education parks would provide substantial improvements in the quality of education. These educators believe that the education parks would provide better quality facilities and school programs, and would permit teachers to give greater attention to the needs of individual children. Dr. John H. Fischer, President of Teachers College, Columbia University, has written: "The

pupil population [in school parks] would be large enough to justify full-time staffs of specialists and the necessary physical facilities to furnish medical, psychological, and counseling services at a level of quality that is now rarely possible."

The experience of the Nova School in Fort Lauderdale, Fla. — the only education park presently in operation — supports these views. This school has consolidated attendance zones, and concentrated educational resources; it provides academic programs and facilities of a substantially higher quality than were previously offered, and school administrators there have reported that it has substantially improved students' learning.

Thus, the experience and judgment of educators suggest that American education will achieve new distinction when larger, desegregated schools make possible the specialization, flexibility, and utilization of resources which are now difficult to achieve in smaller schools.

## **BIBLIOGRAPHY**

### **DESEGREGATION TECHNIQUES**

The publications listed describe various techniques in use by city school systems or planned by them for future use to achieve desegregation.

**DESEGREGATING CITY SCHOOLS.** John H. Fischer. *The PTA Magazine*. Dec. 1964. 4 pp. Reprint available from Anti-Defamation League of B'nai B'rith, 315 Lexington Avenue, New York, N.Y. 10016. 10¢. Fischer discusses procedures which city school systems might follow to achieve school desegregation.

**DESEGREGATION OF THE ELEMENTARY SCHOOLS:** *Special Report to the Board of Education*. City School District, 13 Fitzhugh Street South, Rochester, N.Y. 14614. Feb. 1, 1967. 75 pp. This report presents four plans to achieve elementary school desegregation. One plan deals with construction of several education parks or city-owned parkgrounds. The other three plans deal with reorganization of existing school facilities.

EDUCATION PARK. James E. Mauch. *The American School Board Journal*. March 1965. 2 pp. The purposes and potential advantages of an education park which would serve thousands of children on one campus are discussed.

NEW CONCEPT IN SCHOOL ORGANIZATION: THE CHILDREN'S ACADEMY. Board of Education, Mt. Vernon, N.Y. 10550. 23 pp. This brochure describes Mt. Vernon's plan for a supplementary center which will provide a special education program to augment the regular curriculum. Elementary children will attend the center on a desegregated basis for a part of each day.

RACIAL ISOLATION IN THE PUBLIC SCHOOLS. U.S. Commission on Civil Rights. Washington, D. C. 20425, 1967. Chapter IV. 70 pp. Discusses various remedies for racial isolation adopted by school systems across the Nation.

THE CAMPUS SCHOOL. Syracuse Campus Site Planning Center, 515 Larned Building, 114 South Warren Street, Syracuse, N.Y. 13202. 10 pp. Describes a plan for four education parks to serve all public school students in Syracuse.

THE COMPUTER HELPS DESEGREGATE SCHOOLS. Ernest H. Wakefield. School District 65, 1314 Ridge Avenue, Evanston, Ill. 6 pp. The use of a computer in redistricting the Evanston schools to eliminate racial imbalance is described.

THE EAST ORANGE EDUCATION PLAZA. East Orange Board of Education, 21 Winans Street, East Orange, N.J. 12 pp. Describes a plan for an education park to serve children from kindergarten through junior college.

THE EDUCATIONAL COMPLEX STUDY PROJECT. Robert A. Dentler, *et. al.* *Integrated Education*. June-July 1965. 9 pp. The article discusses a plan for grouping several existing schools to achieve both school desegregation and improved quality education.

THE QUEST FOR RACIAL EQUALITY IN THE PITTSBURGH PUBLIC SCHOOLS. Board of Education, Pittsburgh, Pa., 15213, Sept. 1965. 52 pp. Includes a discussion of steps already taken by the Pittsburgh schools toward eliminating racial isolation and a discussion of the planned education park system.

THE WHITE PLAINS RACIAL BALANCE PLAN. White Plains Public Schools, 5 Homeside Lane, White Plains, N.Y. 10605 May 9, 1965. The desegregation plan of this New York community is described.

## **COMMUNITY ASPECTS OF SCHOOL DESEGREGATION**

The publications listed describe ways in which community groups can gain support for school desegregation.

A PORTRAIT OF EXODUS. Dan Woods. Harvard Graduate School of Education. Exodus Research Staff. Cambridge, Mass. 02138. 10 pp. Describes the successful efforts of a group of parents from Boston's predominantly Negro Roxbury section to bus their children to predominantly white schools in the city.

DAY-TO-DAY PROBLEMS OF SCHOOL INTEGRATION. Aaron Lipton. *Integrated Education*, Vol. 3, No. 3. June-July 1965. 12 pp. The principal of a Hartsdale, N.Y. school discusses community support for desegregation and the role of civil rights groups in it.

HOW BERKELEY CAME TO GRIPS WITH DE FACTO SEGREGATION. Daniel K. Freudenthal. *Phi Delta Kappa*, Vol. 46, No. 4. Dec. 1964. 4 pp. An administrative assistant in the Berkeley schools describes community and school board movement toward recognition of de facto problems.

PHILADELPHIA WORKS FOR INTEGRATION. Sylvia Meek. *Integrated Education*, Vol. 2, No. 2 April-May, 1964. 5 pp. Recounts the role of the Coordinating Council on School Integration in coordinating the efforts of civil rights and community groups to move the Board of Education toward desegregation.

THE SCHOOLS AND THE CIVIL RIGHTS REVOLUTION. Dan W. Dodson. *Second National NEA-PR&R Conference on Civil and Human Rights in Education*, May 10-11, 1965. Washington, D.C. National Education Association, Commission on Professional Rights and Responsibilities, 1201 16th Street, N.W., Washington, D. C. 20220, 1965. 2 pp. Dodson identifies 10 crucial issues in



the conflict between school boards and civil rights interests.

TOWARD EQUAL OPPORTUNITY. Civil Rights Committee of the American Federation of Teachers Executive Council, 716 North Rush Street, Chicago, Ill. 60611. 24 pp. Essential steps are outlined to move the community to desegregate its schools.

## **DESEGREGATION AND QUALITY EDUCATION**

The publications listed discuss desegregation as a way to improve the quality of education for all children.

CLASSROOM GROUPING AND INTEGRATION. Aaron Lipton. *Integrated Education*. Feb.-March, 1964. 6 pp. A Hartsdale, N.Y. principal explains grouping procedures in his school system. Classroom groups reflect complete representation of the racial, ethnic, and socio-economic groups in the community.

EQUALITY THROUGH INTEGRATION. A REPORT ON GREENBURGH SCHOOL DISTRICT NO. 8. Anti-Defamation League of B'nai B'rith, 315 Lexington Avenue, New York, N.Y., 10016. 1965. 70 pp. \$1.50. The story of successful desegregation in Greenburgh School District No. 8, Hartsdale, N.Y. The report discusses changes in the educational program as well as the desegregation plan itself.

INTEGRATION: THE KEY TO QUALITY EDUCATION FOR ALL. Frank Riessman. *School Integration*. Proceedings of a Symposium on School Integration at Michigan State University. Bureau of Educational Research, Michigan State University, 252 Erickson Hall, East Lansing, Mich. 48824. 26 pp. This discussion centers on the role of education in the quest for human rights in light of the resistance found in both the community and the schools.

NORTH CAROLINA ADVANCEMENT SCHOOL. North Carolina Advancement School, Winston-Salem, N.C. 27101. 8 pp. Describes an integrated demonstration school established to serve underachieving junior high school students from all parts of the State.

SCHOOL OUTLOOK. School District 65, 1314 Ridge Avenue, Evanston, Ill. Aug. 1966. 4 pp. The Evanston Laboratory School is described and some of the educational innovations to be included in the program are outlined.

## **PERIODICALS**

The two periodicals listed provide a continuing source of information about the status of school desegregation in the United States as well as articles on the various educational problems associated with school desegregation.

INTEGRATED EDUCATION. Integrated Education Association. 343 South Dearborn Street, Chicago, Ill. 60604. \$4 per year (bi-monthly).

JOURNAL OF NEGRO EDUCATION. Bureau of Educational Research, Howard University, Washington, D.C. 20201. \$5 per year (quarterly).

## **LEGAL ASPECTS OF DESEGREGATION**

Upon request, the U.S. Commission on Civil Rights, Washington, D. C. 20425, will furnish information about the legal aspects of school desegregation as well as about existing State laws and regulations related to school desegregation.

---

For additional information about school desegregation techniques write:

Office of Staff Director  
U.S. Commission on Civil Rights  
Washington, D.C. 20425

Office for Civil Rights  
U.S. Department of Health, Education,  
and Welfare  
Washington, D. C. 20201

U. S. COMMISSION ON CIVIL RIGHTS  
WASHINGTON, D. C. 20425  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID BY  
U. S. COMMISSION ON CIVIL RIGHTS

DOCUMENTS COLLECTION